

# Politics and Policy Implementation of Pioneering Air Transport as Bridge in Order to Support Regional Economic Growth

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**Abstract:-** Pioneer air transport is a pioneering passenger air transport and pioneering cargo air transport. Before being designated as a pioneering route at least the path fulfilled the pioneering function criteria according to the Decree of the Director General of Civil Aviation of 2010 Number SKEP / 21 / I / 2010, which regulates several things : “the type of pioneering air transport activities, pioneering route criteria, the implementation of transportation pioneering air, the implementation of pioneering air transportation, evaluation of pioneering routes, and the obligations of pioneering transport providers”.

The research has the aim of “analyzing and pioneering air transportation as an air bridge in increasing regional economic growth in Indonesia. The results of this study prove, pioneering air transportation provides a significant contribution to regional economic growth”. Pioneer air transport provides a “correlation to various regional economic coffers. So that the regional government must have a clear and appropriate strategy to enhance regional economic growth through appropriate policies on pioneering air transport”.

The aviation policy for pioneering air transportation in Indonesia, “is examined from the perspective of the thoughts” of Merilee S. Grindle. (1991) is a view reviewed from ; “the content of policy (the content of the policy) and the context of implementation (the context of its implementation). So that pioneering air transportation develops rapidly encouraging regional economy, this is intended so that pioneering air transportation can provide many benefits to the development and regional economy”.

**Keywords:-** Transport, Pioneer Air, Growth, Regional Economy.

## I. INTRODUCTION

### A. Background

The territory of the Republic of Indonesia is the largest archipelago in the world geographically located in a strategic position, namely in a cross between two continents (the Asian Continent and the Australian Continent), and two oceans (Indian Ocean and Pacific Ocean). “Indonesia has five large islands and thousands of small islands, consisting of 34 (thirty four) provinces, and the number of Regencies and Cities in Indonesia is 416 Regencies and 98 Cities”.

As stated, Law Number 23 Year 2014 concerning regional government gives authority to regional governments in carrying out regional development in a systematic manner. To reach various regions in Indonesia, transportation facilities are needed namely; land, sea and air which are means and infrastructure of transportation for transportation of goods and people.

Transport is the movement of places, both regarding objects and people, because the movement is absolutely necessary to achieve and increase the benefits and efficiency. According Yudhoyono, (2016) that: “transportation is a reciprocal agreement between the carrier and the sender, where the carrier binds himself to carry out the transportation of goods and / or people from a place to a certain destination safely, while the sender ties himself to pay the transportation fee” .

Air transportation is ; “all forms of tools or facilities that function to move, carry or carry passengers, and objects, by utilizing air space as the medium of traffic”. The presence of pioneering air transportation is expected not only as a means of transportation or transportation, more than that this pioneering air transport can contribute to the regional economic growth.

### B. Problem Formulation

Based on the background description that has been described, then the problem is formulated:

- How does pioneering air transport contribute to regional economic growth in Indonesia ?
- What is the pioneering air transport policy model in increasing regional economic growth in Indonesia ?

### C. Research Purposes

Answering the formulation of the problem, the purpose of this study is to:

- Analyze and explain the contribution of pioneering air transport to regional economic growth in Indonesia
- Analyze and explain the pioneering air transport policy model in increasing regional economic growth in Indonesia

## II. LITERATURE REVIEW

### A. Implementasi Kebijakan

Understanding of policy according to Anderson as quoted by Prakoso (2012: 24) that : *"A purposive course of action followed by an actor or set of actors in dealing with a problem or matter of concern.* The meaning of policy is a series of actions that have certain objectives that are followed and implemented by an actor or group of actors to solve a particular problem. Formulates that : "policy is the behavior of a number of actors (officials, groups, government agencies) or a series of actors in a particular field of activity".

Course, policy makers not only want to see their policies implemented by the community, but also want to find out how far the policy has positive and negative consequences for the community. A policy is made not in the interests of policy makers but in the interests of the people at large, (Abidin, 2017). This is confirmed again by the opinions of which states that ; "implementation can be interpreted as implementation or application. Therefore, if a policy proposal has been accepted and approved by the authorities, then the policy decision is ready to be implemented, (Arief, Abd. Hakim., 2014).

In addition to the foregoing it is also necessary to know ; "about the reasons why each member of the community needs to know and implement state policies in their lives and relating / in connection with this problem". Andriansyah, S. (2015) mentions the following reasons :

- Respect community members for the authorities and decisions of government bodies
- There is awareness to accept the policy
- There is a belief that the policy was made legally, constitutionally by an authorized government official through legal procedures
- Personal interests
- There are certain penalties for not implementing the policy
- Problems with implementing policies
- The existence of policies that are contrary to the value system in society

- The existence of legal uncertainty, unclear conflicting policy measures between one and the other, (Andriansyah, S., 2015).

In connection with these matters, the role of government agencies / institutions is very large and persuasively able to provide encouragement to members of the community so that they obey and implement any laws or policies in the life of the nation and state. Theory Grindle 1997 ; "states, implementation is a general process of administrative action that can be examined at a particular program level. Stated that policy implementation is an action taken by the government and the private sector both individually and in groups intended to achieve goals, (Arief, 2014). So added that ; "the implementation process will only start when the goals and objectives have been set, the activity program has been arranged and the funds are ready and have been channeled to achieve the goals".

In simple terms implementation can be inter-preted as implementation or application. Browne and Wildavsky 1991 suggest that : "Implementation is an expansion of activities that are mutually adjusting. Implementation involves the efforts of policy makers to influence what Lipsky calls "street level bureaucrats, to provide services or manage the behavior of the target group (target group). For simple policies, implementation involves only one body that functions as an implementor, for example, the policy of a school committee to change the teaching methods of teachers in the classroom, (Andriansyah, S., 2015). In contrast to macro policies, for example, poverty reduction policies in rural areas, implementation efforts will involve various institutions, such as district bureaucracy, sub-districts, village governments.

Broadly speaking, "the model in public policy has its own characteristics, characteristics and characteristics. These characteristics include : the model in public policy must be simple and clear; Accuracy in identifying important aspects of the policy problem itself (precise); Help for communicating (communicable); Direct efforts to better understand public policies (manageable); and Provide explanations and predict consequences".

According to Thomas R. Dye (1999) in Arief (2014) several criteria can be used to see the usefulness of a model in assessing public policy, namely :

- Does the model structure and simplify political life so that it can understand these relationships in the real world and think about them more clearly
- Does the model identify important aspects in public policy
- Is the model congruent (congruent) with reality.
- Does the model communicate something meaningful in a way that all can understand
- Does the model direct public policy inquiry and research
- Does the model suggest an explanation for public policy
- When making simplifications in order to understand the multiplicity of factors and forces that shape problems

and social processes must develop models, mapping or thinking in terms of metaphors. This includes a framework in which to think and explain, (Winarso, Budi., 2016).

In his book Public Policy, Grindle 1991 (in Muchlis, Hamdi, 2018) argued ; “gives the meaning that policy implementation is a way for a policy to achieve its objectives. Nothing more and nothing less. Also added, that

to implement public policy, there are two choices of steps available, namely : directly implementing in the form of programs or through the formulation of derivative policies or derivatives of the public policy”.

Policy implementation is the most severe, because here problems that are not found in the concept, arise in the field. In addition, the main threat is consistency in implementation.



Fig 1:- Implementation as a Political and Administrative Process  
Source : Grindle, M (1991).

The Public Policy Implementation Model proposed by Grindle (1991) says that the success of the ; “policy implementation process to the achievement of results depends on program activities that have been designed and sufficient financing, in addition to being influenced by the content of policy and the context of implementation”. The contents of the intended policy include :

- Interests fulfilled by the policy (interest affected)
- Types of benefits generated (type of benefit)
- The degree of change desired (extent of change envisioned)
- Position of the policy maker (site of decision making)
- Program implementers (program implementators)
- Resources mobilized (Resources committed)

While the context of the intended implementation :

- Power (power)
- Interests of the strategies of the actors involved (interest strategies of actors involved)
- Characteristics of institutions and authorities (institution and regime characteristics)
- Compliance and implementation responsiveness / compliance and responsiveness, (Wibawa Samodra, (2012).

In its implementation even though it refers to operational standards ; “a policy may fail at its implementation stage, because there is no guarantee that a policy will always run smoothly because any state policy actually contains a risk of failure”. The success or failure of the implementation can be evaluated in terms of its real ability to continue or operationalize the programs that have been designed previously.

*B. Air Transport and Regional Economic Growth*

According to Article 1 of Law Number 1 of 2009 concerning Aviation, Aviation is an integrated system consisting of utilization of airspace, aircraft, airports, air transportation, flight navigation, safety and security, environment, and supporting facilities and public facilities. the other, (Yudhoyono, 2016).

Then Air Transport is ; “every activity using an aircraft to transport passengers, cargo, and / or post for one trip or more than one airport to another airport or several airports, which are divided into Commercial Air Transport and Non-Commercial Air Transport”. Domestic air transportation is commercial air transport activities to serve air transportation from one airport to another within the territory of the Republic of Indonesia.

Foreign Air Transport is commercial air transportation activities to serve air transportation from one airport in the country to another airport outside the territory of the Unitary Republic of Indonesia and vice versa. Carrier is a commercial air transport business entity, holder of a non-commercial air transportation activity permit that carries out commercial air transport activities based on the provisions of this Law, and / or business entities other than commercial air transport business entities that make

commercial air transport agreement contracts, (Martono & Amad Sudiro. 2005).

The operation of the airport as a means of air transportation aims to serve the public interest in carrying out transport activities of the carrier in the functions of safety, security, smoothness and orderliness of aircraft, air, passenger, cargo and / or postal traffic, intra and / or intermodal moving places and to increase national and regional economic growth, (Law No 1/2009).

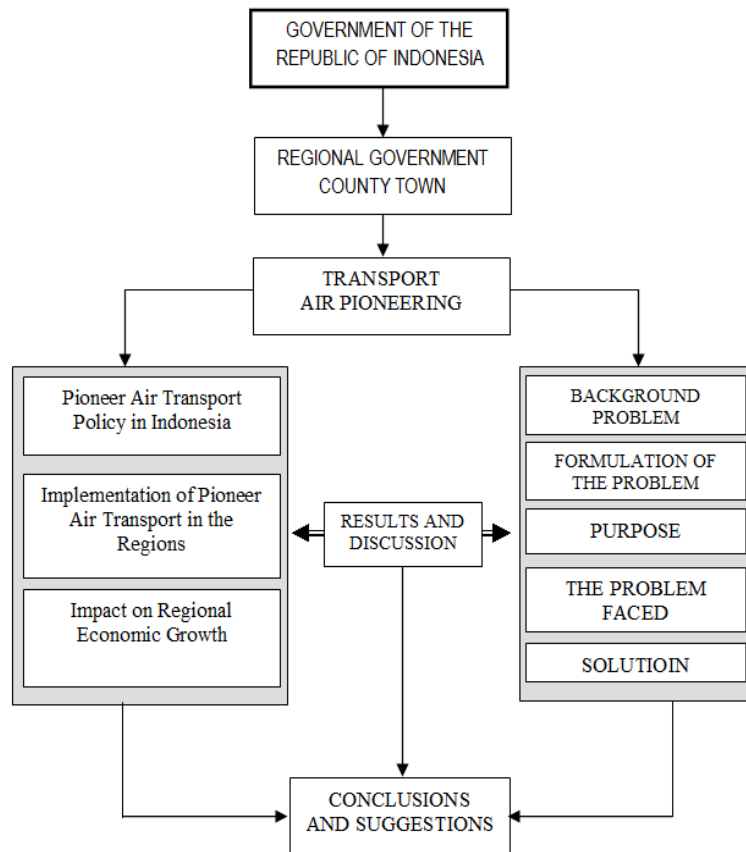


Fig 2:- Framework for Thought Concepts

According to Article 243 of Law Number 1 Year 2009 Regarding Aviation, every airport service and airport-related services are subject to tariffs in accordance with the services provided, structure and class of airport service tariffs as intended by the minister, the amount of airport service tariffs at airports commercially managed air is determined by the airport business entity.

The implementation of regional autonomy as stipulated in the Law of the Republic of Indonesia Number 23 of 2014 in principle gives freedom to the regions to regulate and manage the interests of the community according to their own initiatives according to the aspirations of the people and the objective conditions of the region. Regional autonomy will be able to increase development alignments to the community, improve the quality of services to the community, increase community participation in development, and encourage the process of democratization in the region in a more developed direction, (Wibawa, Samodra., 2012).

Air transport in the era of regional autonomy is a manifestation of the ideals of the Indonesian people to advance the welfare of the community based on social justice, in the sense that pioneering air transport if managed properly, will contribute to the regional economy, so that the following concept models can be made.

**III. RESEARCH METHODS**

The type of research used is qualitative research, "developing concepts that help understand social phenomena in natural settings, emphasizing understanding, experience and looking at participants", (Miles, Huberman dan Saldana, 2014).

To obtain the data needed in this study, "the researchers used three techniques in collecting data according to the type of research, namely interviews, observation and documentation. The qualitative data analysis in the study used the thinking model of Miles,

Huberman and Saldana (2014)” in which the analysis was known as an interactive analysis model as presented in the following figure 4.

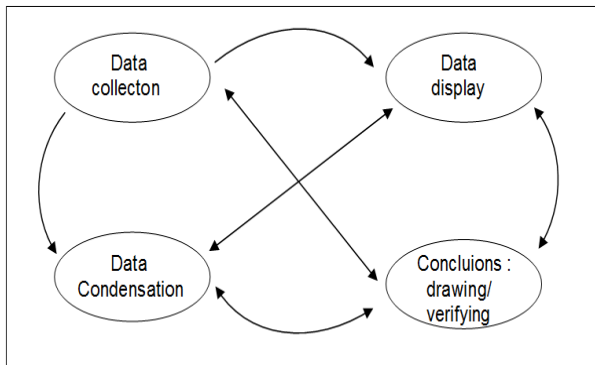


Fig 3:- Componen of data analysis Interactive Source : (Miles, Huberman dan Saldana, 2014)

**IV. RESULTS AND DISCUSSION**

As a large and vast archipelago, Indonesia's need for air transportation is "conditio sine quanon", absolutely. Can not be avoided. At present the airspace has been categorized as Natural Resources (SDA) which is very important for a country. Although the shape is not the same as that of various mines and minerals, airspace is a natural resource that is inexhaustible processing. Therefore, as a natural resource, Indonesian airspace must be controlled by the state for the maximum prosperity of the people.

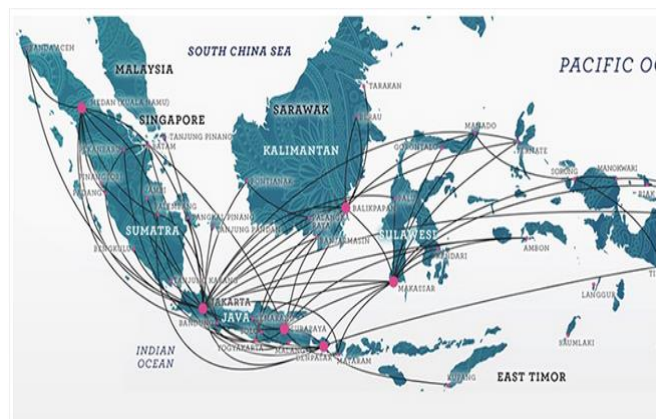


Fig 4:- Pioneer Air Transport Flight Routes in Indonesia

One form of utilization of air resources is to build an air transportation system that aims to benefit the greatest prosperity of the people. “The government is obliged to implement an air transport system in response to the very urgent needs of the adminis-tration of government and people's daily lives. The operation of national air transportation must be arranged as an integral part of a national development process”. The airlines must be organized by the government as one of the development agents in the administration of government in Indonesia. One form of utilization of air resources is to build an air transportation system that aims to benefit the greatest prosperity of the people.

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Regional governments that have authority in regional autonomy based on Law Number 23 of 2014 concerning Regional Government ; “have the opportunity to manage flights, especially pioneering air transportation, so they need to plan and develop policies that are appropriate to support regional economic growth”. Some of the potentials that can be developed from this pioneering air transport include the following table.

No	Contribution of Pioneer Air Transport to Business Opportunities
1	Hotels and guest houses
2	Culinary
3	Transportation and vehicle rental
4	Souvenir Sales
5	General and Special Services
6	Stall and Counter Puls
7	Regional Tax and Retribution

Table 1:- Contribution of Pioneer Air Transport Business Type Opportunities Source: data processed, 2020

This can happen if the central and regional governments place the community as ; “the main actor through community empowerment in various pioneering air transport activities and involve the community in its development. So that the use of pioneering air transport as much as possible is intended for economic growth and community welfare in an area”. The main target of the development of pioneering air transport must be to improve the welfare of the local community, and the local government must act as a facilitator of the development. So that pioneering air transportation develops rapidly encouraging regional economy, this is intended so that pioneering air transportation can provide many benefits to the development and regional economy.

If it is examined from the theory of regional autonomy from Smith's 1985 thought in, in regional autonomy the pioneering air transport is inseparable from policy making at the local government level, thus considerations that must be considered by the regional government, among others are :

- The central government “should give greater authority to the regions to manage pioneering air transport activities and arrangements by involving as much and as much as possible the participation of regional communities”.
- If the risk “is not large and the technology is mastered and can overcome various problems, then pioneering air

transportation is a policy direction that can overcome the problems of the regional economy and prosperity”.

Options for the development of ; “pioneering air transport in an effort to improve the economy of this region

can run well and also can not be separated from efforts to optimize local resources owned”. The aviation policy for pioneering air transportation in Indonesia, is examined from the perspective of the thoughts of Merilee S. Grindle. (1991) the model can be arranged as follows.

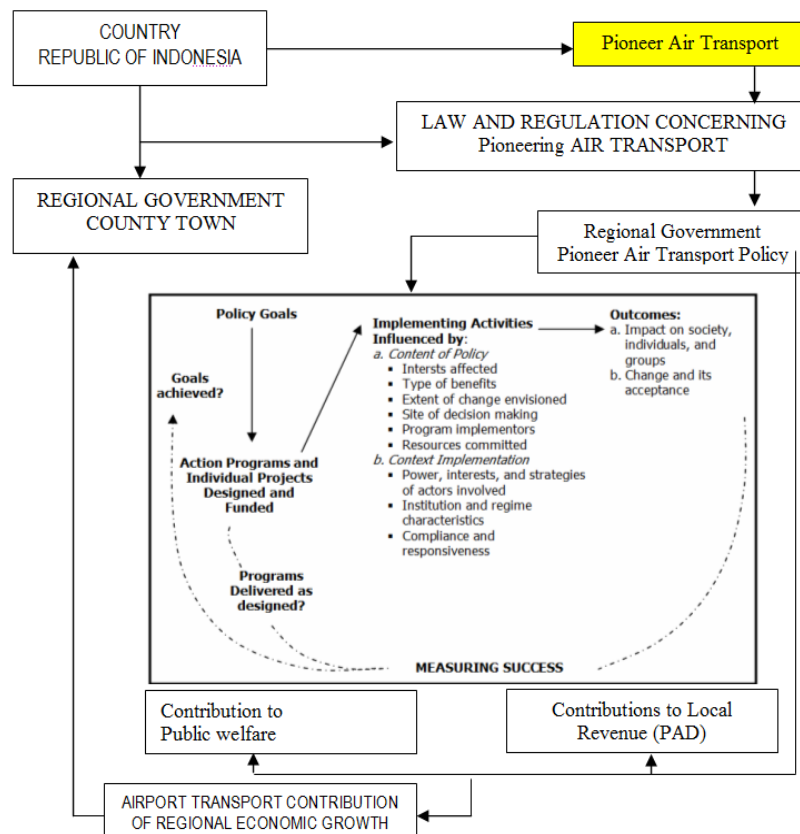


Fig 6:- Recommended Model Research  
Source : data processed, 2020

Laws and regulations deem it necessary to implement the policy, as thought stated by Grindel (1991) that : "Policy is actions or activities that are intentionally done or not carried out by someone, a group or government in which there is an element of decision. in the form of an effort to choose between various alternatives that exist to achieve specific goals and objectives ".

Policies should be understood as a series of activities that are more or less related to the consequences for those concerned rather than as an independent decision. “From this model it can be explained that the actors involved must have thoughts that are in line with the policy, this is due to the success of the policy implementation process until the achievement of results depends on the content of the policy and the context of policy implementation”.

The intensity of the role and political influence of policy actors can be assessed at each stage of the policy formulation process. “With the existence of various theories of the implementation of public policy, must choose the right theory, in order to solve the problem to be addressed. We must be observant in choosing theories that fit the needs of the policies we choose”. But there is one

thing that is most important, namely the implementation of policies must display the effectiveness of the policy itself. Therefore the actor needs to harmonize his involvement to ensure legal certainty in this activity. These problems can not be separated from the existing system control.

## V. CONCLUSION

Regional governments that have authority in regional autonomy based on Law Number 23 of 2014 concerning Regional Government, “have the opportunity to manage flights, especially pioneering air transportation, so they need to plan and develop policies that are appropriate to support regional economic growth. Various aspects of regional economic joints can be managed following the development of pioneering air transportation in an area”.

The aviation policy for pioneering air transportation in Indonesia, is examined from the perspective of the thoughts of Merilee S. Grindle. (1991) ; “is a view reviewed from the content of policy (the content of the policy) and the context of implementation (the context of its implementation). So that pioneering air transportation develops rapidly encouraging regional economy, this is

intended so that pioneering air transportation can provide many benefits for regional development and economy”.

### SUGGESTION

The model in public policy including in this case the development of pioneering air transport as an effort to ; “improve the regional economy must be simple and clear; Accuracy in identifying important aspects of the policy problem itself (precise); Help for communicating (communicable); Direct efforts to better understand public policies (manageable); and Provide explanations and predict consequences”. Options for the development of pioneering air transport in an effort to improve the economy of this region can run well and also can not be separated from efforts to optimize local resources owned.

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