Policy Evaluation On The Status Of Free Trade Zone By Enclave Model In Karimun Island

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Abstract - *Public Policies on the Establishment and Development of Free Trade Zones by Enclave Model on Karimun's Island according to Law No. 36 of 2000 which aims to encourage international trade traffic activities that bring foreign exchange to the Country and able to provide great influence and benefits for Indonesia, to be able to open the widest possible employment opportunities, increase tourism and investment, both foreign and domestic, currently are over the age of ten years. Therefore, it is time for a comprehensive evaluation to find out whether the implementation of the policy has been effective and on target or vice versa. Referring to this condition, this research aims to evaluate comprehensively how the policy on the status of the Free Trade Zone using Enclave model on Karimun Island. in order to be able to assess the effectiveness and accuracy of its targeting. The next goal of the evaluation is to formulate an alternative policy model which will be more effective and more accurate on the target. This study uses a qualitative descriptive research method by evaluating policy using the CIPP evaluation model developed by Daniel Stufflebeam where the evaluation process uses four components, namely Context, Input, Process and Product. The results obtained are that the model of application or implementation of the status of the Free Trade Zone, using Enclave Model applied in Karimun, is still not optimal in its implementation and is in dire need of improvements in terms of legal regulations and the organizational structure of the implementing institution, namely the Zone Concession Agency. In terms of performance, the Policy Implementer, even if viewed from the annual work plan has been effective and on target, but if viewed from the policy objectives stated in PP. 48 year 2007, BP Kawasan Karimun's performance is still far from expectations. This can be proven from the data which states that in recent years it has not been able to bring in new investors and the value of imports is only slightly lower than the value of exports so that the increase in foreign exchange from exports is insignificant. Responding to these problems, the researcher recommends that the Central Government to make improvements to the rule and regulations and also to the organizational structure of policies implementer. In addition, this study also proposes a New model for the application of the status of the Free Trade Zone through the stages of planning, to achieve that the policy will run more effective and more accurate on target.*

Keywords: Policy Evaluation, Effectiveness, Free Trade Zone, Enclave

I. INTRODUCTION

Indonesian's Law Number 36 of 2000 states that a Free Trade Zone and Free port will able to encourage international trade traffic activities that bring foreign exchange to the country and will provide great influence and benefits for Indonesia to be able to open the widest possible employment opportunities, increase tourism and investment. both foreign and domestic.

Furthermore, in order to accelerate regional development in line with the realization of regional autonomy, several areas need to be designated as Free Trade Zones and Free Ports.

Based on Government Regulation Number 48 of 2007 Karimun Regency has met the criteria as a Free Trade Zone and Free Port or Free Trade Zone. Karimun Island is the capital of Karimun Regency which is one of the regencies in the Riau Islands Province, Indonesia.

Thus, the policy of implementing the Enclave Free Trade Zone status on the island of Karimun is more than ten years old. In the course of the implementation of this policy, of course, there have been various problems or obstacles, both in terms of the policy itself and in terms of resources, processes and performance produced by policy implementers, in this case the Karimun Kawasam Concession Agency.

Therefore, it is necessary to evaluate the policies as intended in order to assess the effectiveness and accuracy of policy targets so that they can formulate an alternative policy model that is more effective and targeted in the implementation or application of policies to establish Karimun Free Trade Area and Free Port or abbreviated as KPBPB Karimun. Based on the background of the above problems, this research was raised with the title "Policy Evaluation of the Status of the Free Trade Zone by Enclave Model on Karimun Island".

II. BASIC THEORY

Definition of Public Policy

Definition of public policy are decisions that are binding for the people at a strategic level (outline) made by public authorities. As a binding decision to the public, public policy must be made by political authorities, those who receive a mandate from the public, generally through an election process to act on behalf of the people.

Charles Lindblom is an academic who states that Public policy is closely related to making a decision. Because basically, they both choose between the available

options. Meanwhile, this public terminology shows the complexity to be defined.

William N. Dunn (2000) also argues that policy analysis is an applied social science discipline that can use a variety of research methods and arguments to generate and transfer information relevant to policy, so that it can be used at the political level in order to solve a problem.

Weimer and Vining, (1998: 1): "The product of policy analysis is advice. Specifically, it is advice that informs some public policy decision". So public policy analysis is advice or material for consideration in public policy makers containing the problems at hand, the tasks that should be carried out by public organizations also related to these problems, and various policy alternatives that may be taken with various assessments based on policy objectives.

This public policy analysis aims to provide recommendations to assist policy makers in solving public problems.

Public Policy Process

To facilitate understanding of public policy activities, from a complex and comprehensive process, it can be understood from the policy process which is divided into 5 (five) stages, namely: the agenda setting stage, policy formulation, policy implementation, and policy evaluation. However, this study is more focused on the study of policy formulation, implementation and **evaluation of policies**.

Public Policy Evaluation

Evaluation of public policies in public policy studies is one of the stages of the public policy process. Public policy evaluation is intended to see or measure the performance of the implementation of a policy. In addition, policy evaluation can also be used to see whether a policy has been implemented in accordance with predetermined technical and implementation guidelines. Policy evaluation is an activity that involves estimating or assessing policies that include substance, implementation and impact (Anderson: 1975). Policy evaluation is seen as a functional activity. This means that policy evaluation is not only carried out at the final stage but for the entire policy process. According to W. Dunn, the term evaluation has a related meaning, each of which refers to the application of several value scales to the results of policies and programs. Evaluation includes: conclusions, clarifications, criticisms, adjustments and problem formulation.

Public Policy Evaluation Model

Various models are used to evaluate the Policy. Even though they are different from one another, the intention is the same, namely to carry out data or information collection activities relating to the object being evaluated, the purpose of which is to provide material for decision makers in determining the follow-up of a policy.

Provus defines evaluation as a tool to make a judgment (judgment) on the advantages and disadvantages of an object based on standards and performance. This model is also considered to use a formative approach and is oriented towards systems analysis. Standards can be measured by answering the question of how the Policy works. While the achievement is more about what actually happened. Evaluators should only help by establishing and explaining the role of standards and achievements.

In this evaluation model, most of the information obtained is different and collected in several ways, namely (Azizi, 2008): a). Planning the form of assessment, determining the stability of a Policy. b). Input assessment, aims to assist the board by ensuring the necessary resources are sufficient. c). The assessment process, ensuring that the activities designed run smoothly and have the quality as expected and d). Assessment of results, judgment at the stage of achieving a planned result.
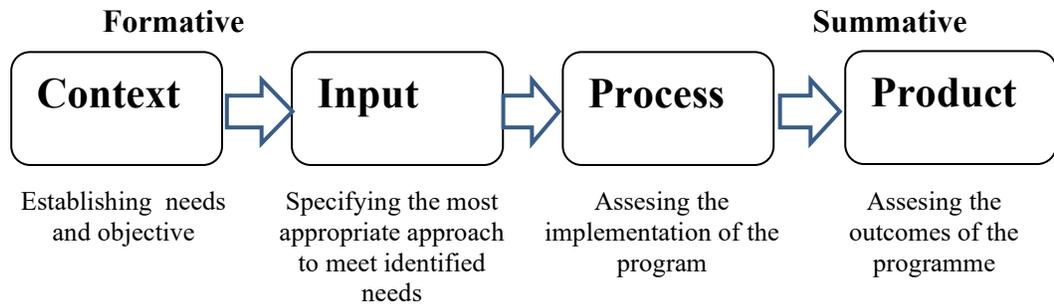
In each of the four stages of comparison the standard with the Outcomes of the Policy to determine if there is conflict. Using contradictory information always leads to one of four options:

a. Continue to the next stage if there is no conflict.
b. If there is a conflict, return to repeat the existing steps after changing the Policy standard.

c. If stage 2 cannot be fulfilled, then recycle back to step 1 - Policy definition stage, to redraw the Policy, then start contention evaluation again at stage 1.

d. If stage 3 cannot be fulfilled the choice is to end the Policy.

CIPP Evaluation Model (developed by Stufflebeam).

The four words mentioned in the acronym CIPP are evaluation targets, which are nothing but components of an activity policy process. In other words, the CIPP model is an evaluation model that views policies that are evaluated as a system.

Model Evaluasi CIPP

	Formative			Summative
Context	**Input**	**Process**	**Product**
Establishing needs and objective	Specifying the most appropriate approach to meet identified needs	Assesing the implementation of the program	Assesing the outcomes of the programme

Model Evaluasi CIPP

Aspect of evaluation	Type of decision	Kind of question answered
Context evaluation	Planning decisions	What should we do?
In ut evaluation		
Process evaluation	Implementing decisions	Are we doing it as planned? And if not, why not?
Product evaluation	Recycling decisions	Did it work?

Sumber : The CIPP approach to evaluation (Bernadette Robinson, 2002)

Theory / Concept of Free Trade Zone

The Free Trade Zone is the development of the Special Economic Zone (SEZ) concept, where SEZ (Special Economic Zone) is a macro terminology for a designated area to provide an internationally competitive environment free from various obstacles in order to spur an increase in national exports. This concept can be found in China, India and the Philippines. The term Free Trade Zone as a form of the economic zone is thought to be the result of differences in the perspective or weight of the experts' views on the concept of the Free Trade Zone. While the economic zone (Economic Zone) according to Capela and Hatman (1996: 154) is *"The economic zone is designated regions in a country that operate under rules that provide special investment incentive, including Duty Free treatment for import and for manufacturing plants that reexport their product"*.

Many other definitions regarding FTZ can be found in various literature, free trade (FTZ), which are as follows:

1. Is an industrial area that specializes in manufacturing for export and offers companies on Free Trade conditions.

2. It is an industrial zone with special incentives established to attract foreign investors, where imported materials undergo several stages of processing before being re-exported (ILO, 1998).

3. Is an area that is clearly restricted and closed with a national customs area, often located in a favorable geographical location (Madani, 1999) with infrastructure suitable for trade and industrial operations and subject to the principles of customs and fiscal segregation.

4. And is an industrial area that is clearly described as a pocket of free trade in the customs and trade regime established by a country, where foreign manufacturing companies, especially those carrying out export-oriented industrial production, benefit from a number of fiscal and financial incentives (Kusago and Tzannatos, 1998).

In its development, FTZ implementation in Indonesia, especially in BBK, is based on 2 types of FTZ application Concept as described below:

Enclave Concept

The concept of Enclave (Partly or not at whole area) FTZ Implementation is an economic development strategy based on equal distribution. Where in one area or one (small) island there is economic inequality, in the sense that economic growth is only in the city and its surroundings. Meanwhile, areas that are far from cities are far behind and do not even show economic growth at all. Therefore, the theory of the Free Trade Zone with the Enclave system emerged, where areas that are far from cities or hinterlands which are considered to have geo-strategic and geo-economic advantages are made into the Free Trade Zone area with the aim that economic growth in the hinterland area will catch up with urban areas that are in the end, it will create equal distribution of economic growth in the region or on the small island.

The term "Enclave" is used to describe the FTZ in this study because the object of the research on the island of Karimun is indeed implementing the Enclave system in the FTZ implementation on the island. Also, because the FTZ should be seen as an area that is outside the district, province or country, despite their physical presence in it.

Assemblage Concept

The concept of Assemblage can simply be understood as the theory of the application of the Free Trade Zone (FTZ) as a whole in an area or island. Even though this theory actually discusses the gathering or combination of several enclaved areas in an area, either district, province or state. In the discussion of this theory, it reflects an attempt to describe FTZ as a process rather than a series of physical entities. The process here includes several policy practices that can oppose the dominant influence

that causes changes in spatial meaning and its use. The aim is to examine the relationships between enclaves, spaces and social movements within the FTZ area itself. The reason behind the choice of assemblage theory is because this theory is not like Network Theory where assemblage theory is considered to be able to present a different conceptualization of space in relation to other aspects such as social movements (McFarlane, 2006).

In addition, assemblage concept provides a critical basis for analyzing whether the social and economic constructs that emerge - in and in relation to - FTZ are new organizational forms or existing forms but have undergone a shift in formation.

III. RESEARCH METHODOLOGY

This research is descriptive qualitative. According to Lincoln and Guba in Naturalistic Inquiry (1985: 70-91) describes a qualitative research approach. First, ontologically qualitative research is characterized by the fact that the researcher constructs the reality he sees. Second, epistemologically, qualitative research is based on values and judgment values, not facts. In their general view of the field, they claim that the value of the researcher guides and forms research conclusions because the researcher constructs the reality of the research. Third, qualitative research is empirical and scientific like quantitative researchers, although the philosophical foundations of qualitative research both ontologism and epistemology are guided by subjective judgment of values. (Lincoln and Guba, 1985: 187-220).

The assessment approach used is descriptive qualitative research with an emphasis on the implementation of policies. The implementation of the Enclave Free Trade Zone status on Karimun Island for the 2009-2017 period for the Policy Implemter, in this case the Karimun Area Entrepreneurship Agency in the context of a study on public policy implementation. The selection of this case is supported by the objective condition that the policy implementation of the Enclave Free Trade Zone status on Karimun Island for the 2009-2017 period occurred. This is part of the implementation of the study being studied. Based on these limitations, the boundaries of the case studies in this study can be described as follow:

1. Research targets can be in the form of people, events, and documents, such as The Chief and staffs at the Karimun Zone Exploitation Body, The Chief and staffs of Type B Madya Customs Office at Karimun, Regional Government of Karimun Regency and others. In addition also to the extent of to the business actors (Investors) and communities on the island of Karimun.

2. These targets are studied in depth as a totality in accordance with the intention to understand the various links that exist between the focus and the focus description of the policy study Implementation of the Enclave Free Trade Zone status on Karimun Island for the 2009-2017 period

Location and Period of Research

The research was conducted at the Karimun Zone Concession Body to collect data on the extent to which the supporting factors and obstacles to the successful implementation of the policy implementation of the Enclave Free Trade Zone status on Karimun Island for the 2009-2017 period. The research period was carried out from March 2017 to September 2019.

Data's Source

According to Cresswell (2012: 261), qualitative research data sources can be from various sources (Multiple sources of data). Qualitative researchers collect data from various sources, such as interviews, observations, and documentation. Then the researcher reviews, gives meaning and processes all the data into categories or themes that cross all data sources. As for what is used as a source / data collection in this study is the implementor of policy which is the Karimun Area Entrepreneurship Agency.

Data Collection and Analysis Method

To collect the data needed in this study, three different techniques were used, which are:

1. Documentation study. With this technique, researchers try to obtain data or information by digging and studying documents, archives and records related to the Free Trade Zone Implementation policy on the island of Karimun.
2. In-depth interview. With unstructured or in-depth interviewing techniques (indepth unstructured interviewing) the researchers conducted questions and answers and exchanged ideas without a list of interviews; researchers are only assisted by a number of general topics about the Free Trade Zone, research still has to be developed by interviewers based on informants' answers. In its implementation, an instrument in the form of an interview guide is not required.
3. Observation. With this observation technique, researchers try to obtain visual data or real information in the field by observing and capturing events related to the Free Trade Zone.

The data analysis technique used for the purpose of discussing the results of this

research is qualitative data analysis, building patterns, categories, and themes from the bottom up (inductive), by processing the data into more abstract units of information (John Cresswell: 2012).

The method used to analyze in this research is descriptive qualitative method using an interactive model, which is a kind of cycle related to data collection activities, data simplification, data exposure, and drawing conclusions.

Data analysis is carried out simultaneously with data collection. This withdrawal uses a qualitative descriptive approach which has the following steps:

a. This research comes from a policy review of the Free Trade Zone Implementation Policy, after conducting various observations and interviews as well as documentation.

b. Data collection, there are several techniques in data collection, but researchers can collect different data together.

c. Data analysis, after the data is collected, the researcher can begin to aggregate, organize and classify the data into manageable units. Aggregation is the process of abstracting into a general way using general patterns of data.

Research Informants

Based on the description of the problem, this study determines the research informants as follows:

a. Implementing institution, namely the Free Trade Zone Enterprenuership Body

b. Another Implementing institution which is the Customs Office Type Madya Pabean B Tanjungbalai Karimun.

c. Regional Government of Karimun Regency

d. Business Actors (Investor) and Communities on the island of Karimun.

Evaluation Criteria

Evaluating a program or public policy requires a criterion to measure the success of the public program or policy. The preparation of evaluation criteria is intended to follow up on several aspects that need to be evaluated regarding components related to existing problems, analysis of several concepts based on logical arguments. Criteria, hereinafter referred to as evaluation standards, are then presented in the form of a table containing evaluation component columns, aspects evaluated and the success evaluation criteria. Globally, the evaluation criteria are aimed at evaluating the performance of the policy to establish an enclave free Trade Zone status on Karimun Island.

Performance Evaluation Criteria for Enclave Free Trade Zone Application Status on Karimun Island

No	CIPP	Components	Evaluation Aspects	Evaluation Criteria
1	*Context*	Policy for Enclave Determination of FTZ Status in Karimun Island	1. Legal Basis and Policy Flow 2. Policy Goals and Objectives 3. Policy Strategic Direction	1.1. There are documents in the form of Laws or Perppu and Government Regulations concerning Free Trade Zones and Free Ports on Karimun Island. 1.2. There are documents that clearly contain policy objectives and targets. 1.3 There is a document that contains a clear policy strategic direction.
2	*Input*	Implementing Agency for Policy and Resources	1. Policy Implementing Agency 2. Human Resources 3. Material Resources 4. Financial Resources	2.1. The existence of the Official Institute as a Policy Executor 2.2. Availability of Adequate Human Resources in Quality and Quantity. 2.3. The existence of adequate and relevant facilities and infrastructure to support policy performance. 2.4 There is a clear and sufficient source of funds to achieve the goals and objectives of the policy according to a predetermined time.
3	*Procces*	Policy Implementation Mechanism, Barriers and Challenges	1. Actors Implementing Policies and Duties and Authorities 2. Policy Implementation Mechanism 3. Barriers and Challenges to Policy Implementation	3.1 Existence of Implementing Actors with Clear Duties and Authorities to Implement the Determined Achievement Directions and Strategies. 3.2 There is a delegation of authority and carrying out tasks in accordance with the authority according to the applicable laws and regulations 3.3 Implement all policies and overcome all obstacles and challenges in policy implementation.

4	*Product*	Policy Implementer performance results	1. Trade and Investment. 2. Export - Import 3. Labor 4. Land Management	4.1 There is an increase in investment in the Karimun FTZ area. 4.2 There is a significant increase in exports. 4.3 Availability of Adequate Manpower in accordance with the criteria or skills required. 4.4 There is equality in land use for industry.

The criteria above are used as measures and standards which will then be compared with the evaluation results from the field for analysis and assessment based on predetermined standards.

Data Analysis Technique

The data analysis technique used in this study is to use triangulation techniques, where data obtained from observations, interviews and documents (data collection) are interpreted in a narrative, search for the relationship, then a critical analysis is carried out using evaluation criteria and related theoretical concepts. The results of the study consist of the results of the evaluation in the form of the facts found and a discussion containing the researcher's decision on the facts that have been analyzed based on the appropriate criteria. Furthermore, from the discussion, conclusions are obtained and produce recommendations containing suggestions for improving the quality of the policies studied.

In line with Bogdan, Sugiyono argues that data analysis is the process of systematically searching and compiling data that has been obtained from interviews, field notes, and documentation, by organizing data into categories, describing them into units, performing synthesis, compiling them into in patterns, choosing which ones are important and which will be studied, and making conclusions so that they are easily understood by oneself and others.116, the data collected requires data analysis techniques with the steps taken include: 1) Collecting data through a format interviews, 2) Checking the data that has been collected, 3) Analyzing the data obtained, and 4) Concluding.

To interpret the research data that analyzes the suitability of empirical data with predetermined and intense evaluation criteria (expected goals), an interpretation type adapted from the scoring type developed by Djaali and Muldjono is used, ranging from high, moderate, and low categories. This scoring is used as a category of interpretation

of the level of implementation, availability, and achievement of each component being evaluated. This scoring is shown in the table below.

Category of Data Interpretation of Research Results

CATEGORY OF IMPLEMENTATION AND AVAILABILITY LEVELS (ACHIEVEMENT)	Description	
	Interpretation	Value
HIGH	Mostly even all aspects implemented / available according to the criteria	71-100%
MODERAT	Some aspects are implemented / available, some have not been implemented according to the Criteria.	41-70%
LOW	Only Few or less implemented / available according to the criteria	< 40%

IV. RESEARCH RESULTS AND DISCUSSION

The components studied in this evaluation study consisted of 4 (four) components, namely the Enclave Free Trade Zone Status Application Policy component on Karimun Island (context), the Resources component (input), the Enclave Free Trade Zone Status Implementation Policy component in Karimun island (process), and Components of Policy Implementation Performance results (product). These four components are components in the evaluation of the CIPP Model (Context, Input, Process, and Product) which were selected as models in this evaluation.

Context Evaluation

Several aspects that will be evaluated in the context component are (a) Legal Basis and Policy Flow (b) Policy Objectives, and (c) Policy Strategic Targets. These three aspects are part of the policy component of Enclave Free Trade Zone Application on Karimun Island which greatly determines the successful implementation of the Enclave Free Trade Zone Status Application policy on Karimun Island.

The results of the context evaluation, namely evaluation of the basic aspects of the law, policy flow, goals and objectives can be concluded that the description of the Policy is quite detailed, but it is clear that the Goals and Targets are too ideal for a new policy, of course its implementation is very dependent on the evaluation of the three other policy components has been researched and concluded by Daniel Stufflebeam, namely Input

Evaluation, Process Evaluation and Product Evaluation.

In addition, the objectives and targets of the above policies have not included a Time Interval in their implementation. The time stated in the Government Regulation in lieu of the law only states that the Free Trade Zone Status is granted or valid for 70 years without specifying the interval of implementation, for example divided into Short, Medium or Long Term. This means that a target and strategy for implementing a policy in units of time can be measured and evaluated whether the policy will run effectively and on target or vice versa.

In accordance with the Category of Data Interpretation of Research Results as described in the above regarding the Category of Data Interpretation of Research Results, it can be concluded that the results of the Evaluation on the Context Aspect on the Policy Implementation of Enclave Free Trade Zone Status on Karimun Island are as follows:

CATEGORY OF IMPLEMENTATION AND AVAILABILITY LEVELS (ACHIEVEMENT)	Description	
	Interpretation	Value
MODERAT	Some aspects are implemented / available, some have not been implemented according to the Criteria.	41-70%

Input Evaluation

Research on the input component includes several aspects believed to have influenced the implementation of the policy implementation of the Enclave Free Trade Zone Status on Karimun Island, namely (a) Policy Implementing Agency, (b) Human Resources (c) Structure and Infrastructure, and (d) Funding Resources.

From the description of the Input Evaluation above, it can be concluded that one of the obstacles in the implementation of the Enclave Free Trade Zone Status Application Policy on Karimun Island is limited resources, namely human resources, material resources in the form of structure and infrastructure as well as resources. Finance or funding. It needs serious attention and support from the central government and regional governments to realize the Goals and Targets of the Implementation of the Enclave Free Trade Zone status on the island of Karimun.

In accordance with the Category of Data Interpretation of Research Results as described above, it can be concluded that the results of the Evaluation on the Input Aspect in the Enclave Application of Free Trade Zone Status on Karimun Island are as follows:

CATEGORY OF	Description

IMPLEMENTATION AND AVAILABILITY LEVELS (ACHIEVEMENT)	Interpretation	Value
LOW	Only Few or less implemented / available according to the criteria.	< 40%

Process Evaluation

Research on the Process component includes several aspects that greatly influence the implementation of the Enclave Free Trade Zone Status on Karimun Island, namely (a) Policy Implementing Actors (b) Policy Implementation Mechanisms, and (c) Barriers and Challenges in Policy Implementation.

The review of the infrastructure condition above clearly illustrates that in general the infrastructure conditions in the Karimun FTZ Area are still far from adequate to support business activities within the FTZ framework. Many factors cause this to happen.

The results of the evaluation process, namely evaluation of, basic aspects (a) Policy Implementing Actors (b) Policy Implementation Mechanisms, and (c) Barriers and Challenges in Policy Implementation. It can be concluded that the Policy Implementing Actors in terms of Quality are adequate when viewed from the implementation of their annual program (micro). All existing resources have been maximally utilized. However, if viewed from the goals and objectives of the policy according to the mandate of the law, the implementing actors of the policy are still very inadequate both in quality and quantity.

In terms of Policy Implementation, it can be concluded that the effectiveness of policy implementers, in this case BP Karimun Region, is still lacking when viewed from the Policy Objectives and Targets contained in government regulations in lieu of Law No.1 of 2000.

In accordance with the Category of Data Interpretation of Research Results as described above, it can be concluded that the results of the Evaluation on the Process Aspect of the Enclave Application of Free Trade Zone Status on Karimun Island are as follows:

CATEGORY OF IMPLEMENTATION AND AVAILABILITY LEVELS (ACHIEVEMENT)	Description	
	Interpretation	Value
MODERAT	Some aspects are implemented / available, some have not been implemented according to the Criteria.	41-70%

Product Evaluation

Research conducted to evaluate the performance components of the implementation of the Enclave Free Trade Zone Status on Karimun Island includes several aspects, namely (a) Trade and investment, (b) Export-Import (c) Labor, and (d) Management land.

The results of product evaluation are evaluation of aspects of (a) Trade and investment, (b) Export-Import (c) Labor, and (d) Land management, it can be concluded that the Performance of Implementing Policies in the Enclave Application of Free Trade Zone status on Karimun Island This is good enough if it is based on the Annual Work Plan planned by the Regional BP and approved by the Zone Council, especially in the Absorption of Budgets sourced from the State Revenue and Expenditure Budget (APBN).

However, when viewed from the initial objectives of the Government Public Policy as stipulated in Government Regulation no. 48 of 2007 concerning the Establishment of the Karimun Free Trade and Free Port Zone, the annual plan of activities and realization for the 2017 and 2018 fiscal years is still far from expectations.

Several things that the researcher found from the results of the product evaluation included that:

1. The increase in foreign exchange from exports is insignificant.
2. The quality of the workforce is still low
3. Industrial Concentration Is Uneven

According to the Category of Data Interpretation of Research Results as described above, it can be concluded that the results of the Evaluation on Product Aspects (Results) of the Enclave Free Trade Zone Status Application Policy on Karimun Island are as follows:

CATEGORY OF IMPLEMENTATION AND AVAILABILITY LEVELS (ACHIEVEMENT)	Description	
	Interpretation	Value
LOW	Only Few or less implemented / available according to the criteria.	< 40%

Research Findings

From the results of the Policy Implementation Evaluation using the CIPP Model developed by Daniel Stufflebeam with the method of data collection through interviews, and supported by data collection through observation and documentation study, the results of the evaluation were obtained which researchers grouped the various findings that emerged into 4 categories of important findings that could be described as

follows :

Important Findings in the aspect of Context Evaluation

Problems in the context aspect The researcher summarizes several findings where it is found that:

1. The implementation of FTZ in Karimun Island for ten years has not been running perfectly and is in dire need of improvements in terms of legal regulations and the organizational structure of the implementing institution, namely the Zone Concession Agency.

2. The imperfect implementation of the Enclave Free Trade Zone on Karimun Island is caused by one main factor, namely the Legal Basis for Policy, in this case PP. 48 of 2007 has not mandated the existence of a master plan, or a grand strategy for regional development in the next 10, 20, 30 years. So that what is happening now can be assumed as a trial and error.

3. The Central Government and the Regional Council have not worked optimally in accommodating the interests of FTZ development in Karimun in terms of the slow completion of the revision of PP No. 02/2009 and the ratification of the implementing regulations / guidelines from PP 48 of 2007 as applicable in the country's legal system.

Important Findings on the Aspect of Input Evaluation

Important findings from the evaluation of the implementation of the Enclave Free Trade Zone Status on the island of Karimun in terms of input include:

1. Limited capacity of human resources, material resources in the form of structure and infrastructure as well as financial resources. The limited supporting infrastructure for investment activities such as road infrastructure, ports, electricity, clean water, and other supporting facilities such as free ports that have been determined do not meet the standard of loading and unloading port feasibility.

2. Particularly for financial resources, the central government and the Zone Council have not seriously sought an adequate budget allocation through the APBN for the operations of the DK and the Regional BPs so that they can carry out their duties and functions as mandated in the law.

Important Findings from the Aspect of Process Evaluation

Problems in the Process Aspect where the researcher identifies several problems which the researcher can summarize into the following criteria. :

1. The effectiveness of policy implementers in this case BP Karimun Region is still lacking when viewed from the Policy Objectives and Targets contained in government regulations in lieu of Law No.1 of 2000.

2. BP Karimun Region in recent years has not been able to bring in new investors. Until now, only 3 major investments, such as PT. Karimun Sembawang Shipyard, PT. Saipem and PT. Oiltanking which have been operated quite long.

3. Legal certainty is still a concern. Coordination between the Karimun Zone Exploitation Agency and the Directorate General of Customs and Excise through the Tanjungbalai Karimun Type B Customs and Excise Service Office still needs improvement.

4. There is no synchronization between regulations and implementation. According to PP. 48 of 2007 concerning the Karimun Free Trade and Free Port Zone, in article 1 paragraph 2 states that the Karimun Free Trade and Free Port Zone covers part of the Karimun Island (Enclave) area and the entire Karimun island. However there is no Physical limit so the reality of the limitation is blurred.

5. Until now, the National Council has not optimized the issue of licensing and delegation of authority, especially licensing for investment, which should have been entirely delegated to BP Karimun Region so that services to investors become more effective and efficient.

Important Findings from the Aspect of Product Evaluation.

The results of the Desertation research on the Results or Performance of Implementers of the Enclave Free Trade Zone Status on Karimun Island resulted in several important research findings as follows:

1. The increase in foreign exchange from exports is insignificant.

2. The quality of the workforce is still low

3. Industrial Concentration Is Uneven

V. CONCLUSION

The conclusions of the research as described in the above discussion are as follows:

1. Policy on the application of the Free Trade Zone status through government policies contained in Government Regulation no. 48 of 2007, namely the Enclave Model that was implemented by Karimun was still not maximal in its implementation. Implementing the policy, namely BP Karimun Region in recent years has not been able to bring in new investors. One of the obstacles faced by Karimun in bringing in investors in the area is the lack of facilities and infrastructure such as the supply of electricity and clean water and access to roads and ports. The limited capacity of human resources both in quality and quantity is also a problem in itself.

2. The Policy Model for Free Trade Zone status through government policies contained in Government Regulation 48 of 2007, namely the Enclave Model applied by Karimun is still not maximal in its implementation because it has not provided strategic direction to policy implementers. The strategic direction referred to refers to the Development Direction and Strategy in an area that has been designated as a Free Trade Zone. For the development of areas that are expected to be investment destinations, especially foreign investments, the availability of main infrastructure, namely electricity, clean water, ports and road access must be the main priority.

VI. RECOMMENDATION

Based on the conclusions of the research, the following recommendations can be formulated:

1. To improve the Policy Performance for the Application of Free Trade Zone Status on the island of Karimun, it is necessary to reform the institution and structure of the BP Karimun Region to accommodate non-bureaucratic professional personnel. The Central Government must have a Grand Strategy or Blueprint for FTZ development in the Short, Medium and Long term as well as reforming problematic regulations.

2. The Central Government needs to reformulate and push for the Revision of Government Regulation no. 48 of 2007 as amended into Government Regulation No. 40 of 2017, containing the Stages of Implementation or Implementation of the Karimun Free Trade Area and Free Port.

The Policy Model in the Application of the Free Trade Zone status that the researcher proposes will theoretically be more Effective and Efficient and Right on target. The policy model that the author proposes is named the **Application of Free Trade Zone Status through Planning Stages.**

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