

INSTITUTIONAL STRENGTHENING IN IMPLEMENTING COASTAL COMMUNITY EMPOWERMENT POLICY IN POLEWALI MANDAR REGENCY

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ABSTRACT

This study aims to explain institutional strengthening which includes Regulative Pillars, Normative Pillars, and Cognitive Cultural Pillars in the implementation of coastal community empowerment policies in the Polewali Mandar Regency. This research was conducted in the coastal area of Polewali Mandar Regency by using a qualitative approach with a case study method. In-depth interview data collection techniques, and documentation. Data were analyzed with data reduction techniques, data presentation, conclusion making, and verification. The results showed that in the regulative pillar of institutional strengthening in the implementation of coastal community empowerment policies the actors carried out their duties in accordance with their roles, rules became clear guidelines. However, in its implementation, the actors are often in violation and are not legally processed for the application of sanctions. The Normative Pillar shows that institutionally it has accreditation as a form of legitimacy of the actors involved with certification in accordance with their role. The cognitive cultural pillar has been demonstrated by the existence of strong shared beliefs, but it has not been seen in the logic of joint action due to the absence of a networked organization that can facilitate direct coordination between actors involved in the implementation of effective empowerment policies.

Keywords: Institutional strengthening, policy implementation, Community Empowerment.

INTRODUCTION

Community empowerment is an effort to increase the dignity and level of the people who in their present condition cannot escape the pitfalls of poverty and underdevelopment. In other words empowering the community means giving ability and independence of the community. The empowerment process that emphasizes the process of providing the ability for the community to become empowered, encourage or motivate individuals to have the ability or empowerment to determine their life choices. In this case that empowerment must be aimed at the groups or layers of society that are left behind (Priyono & Pranaka, 1996; Rahim et al., 2014).

One of the factors of this failure is the institutional aspect of a policy that is not the concern of those interested in empowerment issues so that the implementation of policies or programs is not successful (Rappaport, 2002). Poverty problems often faced by fishermen are caused by lack of knowledge and skills in managing family financial resources, management of time and work allocations that are less efficient, limited fisheries product processing skills, and low bargaining power position for small fishermen due to weak institutional and skills systems.

Many obstacles faced by them such as lack of operational funds, inadequate fishing gear, and the limited reach of fishing and the limited number and strength of fishing boat engines. From

these problems, it is hoped that the government can be present to help and empower the community so that the various problems faced by coastal communities can be helped and able to organize their lives.

Furthermore, the efforts of the Government including the Regional Government have so far not been significant in alleviating the poor in Polewali Mandar Regency. This is indicated by the development of the poor population in Polewali Mandar Regency for 3 years not shifting significantly from 18 percent, namely 18.22 percent (2015), 17.06 percent (2016), and 16.05 percent (2017), (BPS of Polewali Mandar Regency, 2018). This phenomenon shows the unsuccessful implementation of poverty alleviation policies in Polewali Mandar Regency. One factor in this failure is the weak role of institutions in implementing the policy (Midrar, 2020). There are still many other institutions, both created by the government for certain interests and those that were born due to external donor institutions, but until now it seems as if the earth has been swallowed up after losing its "input resources". This shows that all this time the institutional aspect of a policy has not been the concern of those with an interest in this problem, so that many policies or programs have not been successful (Amir, 2020). This is in line with the results of World Bank research to conclude that institutional development is a complicated matter, and not touched by it more than physical development, physical development success is twice that of Institutional development (Rodríguez-Pose, 2013).

The national independent community empowerment program is an evaluation of previous programs that are sectoral and unsustainable, so poverty reduction efforts are less effective. Then the challenge of a community empowerment program that is quite important is how to maintain the sustainability of the program with all existing assets including institutions (Sofianto, 2017). Based on this background description, scientific research is carried out to see the extent of institutional strengthening in implementing policies for empowering coastal communities in Polewali Mandar Regency.

METHODOLOGY

This study uses a qualitative approach to the type of descriptive research. This type of descriptive research is intended to describe narratively about Institutional Strengthening in the Implementation of Coastal Community Empowerment Policy in Polewali Mandar Regency. The location of this research is in Polewali Mandar Regency. The location was chosen on the grounds that in Polewali Mandar district many coastal community empowerment activities have been carried out but the portrait of poverty is still a major problem. The informants in this study are as follows: Head of Maritime and Fisheries Service Office of Polewali Mandar Regency, Head of Institutional and Data Collection Section, Head of Community and Village Empowerment Office, Marine and fisheries extension staff Polewali Mandar Regency, Village Government Elements, Polewali Regency Community Leaders Mandar and Community groups. The data collection techniques used in this study were interviews (deep interviews), and documentation. In general, qualitative data analysis that will be carried out, covering 4 activities that occur are: Data Collection, Data Reduction, Data Display, and Conclusion drawing.

RESULTS AND DISCUSSION

Regulative Pillar Against Institutional Strengthening

Regulatory pillar as one of the important elements in institutions to limit and regulate the behavior of members in an organization or community. Regulatory pillars are characterized by laws, regulations and standard operating procedures aimed at influencing behavior (Scott,

2004). The main indicators in this regulatory pillar are rules, law and sanctions. This system shows what can and shouldn't be done by members in the organization. Therefore, this system operates by manipulating sanctions in the form of rewards or punishments to direct the behavior of members of the organization.

Based on the results of research conducted through the interview method, actor responses were obtained regarding the application of regulative pillars to institutional strengthening in the implementation of coastal community empowerment policies in Polewali Mandar Regency.

Table 1. Implementation of regulative pillars for institutional strengthening in implementing policies on empowering coastal communities in Polewali Mandar Regency

Dimension	Sub Dimension	Actor's response		
		Government	Non Government	CBO
Regulative Pillar	Rules	Available	Available	Available
	Law	implemented	implemented	not implemented
	Sanctions	Effective	Effective	Ineffective

Source: Results of interviews with coastal community empowerment actors in Polewali Mandar Regency, 2019.

Regarding the management of coastal areas and small islands, the President of the Republic of Indonesia during the reign of Mr. DR. H. Susilo Bambang Yudoyono has issued Law of the Republic of Indonesia No. 1 of 2014 concerning amendments to Law No. 27 Concerning Management of Coastal Areas and Small Islands. One important point in this regulation is in article 1, paragraph 31. In the regulation, it states that: Community Empowerment is an effort to provide facilities, encouragement, or assistance to the community and traditional fishermen to be able to determine the best choice in utilizing coastal resources and small islands in a sustainable way.

Each actor in institutional strengthening Implementing policies for empowering coastal communities in Polewali Mandar Regency, the actors have different roles and have carried out their roles according to the rules. In the table it can be seen that the Maritime Affairs and Fisheries Agency has an important role in efforts to strengthen institutions. As a resource provider, it includes the role of determining facilitators / instructors (TP), determining the formation of target groups, processing community group proposals, conducting socialization activities, counseling, mentoring, evaluating and reporting, as the budget user, coordinating with coastal community empowerment actors. Besides the government, there are also non-governmental actors who act as providers of resources, namely from Jasindo. A financial institution whose role is to manage the catch fishermen group insurance card (KUSUKA), and the manager of the fish cultivator community group insurance card (APIK). Whereas the community in institutional strengthening has a participatory role, as a group of beneficiaries (CBOs) conducting production according to the type of form of their business groups consisting of KUB, POKDAKAN, POKLAHSAR, and Cooperatives.

In the implementation of community empowerment policies in Polewali Mandar District, community dependence on the government is still very large. Under these conditions empowerment efforts, Jamasy (2004) argues that the main consequences and responsibilities in development programs through the empowerment approach are empowered or empowered

communities. The intended strength can be seen from the physical and material aspects, economic, institutional, cooperation, intellectual strength and joint commitment in applying the principles of empowerment. The ability to empower has the same meaning as the independence of the community. One way to achieve this is to open up opportunities for all components of the community in the stages of the development program.

At the stage of institutional strengthening activities, facilitation and group formation are the main prerequisites so that empowerment activities can be effectively coordinated. as referred to the joint business group (KUB) in the Republic of Indonesia Ministry of Maritime Affairs and Fisheries Regulation No. 10 / Permen-KP / 2014 Regarding the Guidelines and Implementation of the National Program for Empowerment of the Independent Community of Maritime Affairs and Fisheries, namely a non-legal entity business entity in the form of a group formed by fishermen based on the agreement / deliberation of all members based on mutual desire to work together and be accounted for together in order to increase member income. With the establishment of a joint fisheries business group that is well coordinated by all the existing interest actors, it is hoped that it can be sprit of a strong institution among stakeholders so that each coastal community empowerment policy can later be implemented effectively and efficiently. The following are the number of fisheries business groups formed during the last 3 years.

Table 2. Number of fisheries business groups Polewali Mandar Regency

No	Group Type	Year		
		2016	2017	2018
1	KUB	48	72	253
2	POKLAHSAR	29	63	84
3	POKADAKAN	23	35	67

Source: Maritime Affairs and Fisheries Office Polewali Mandar, 2019

From table 2. it can be seen the trend of group growth that the number of fishing groups formed in Polewali Mandar Regency, has continued to increase over the past 3 years. For example, in the type of joint venture group, that in 2016 there were only 48 numbers of groups, then in 2017 there was an increase in the number of groups of 72, and a larger increase occurred in 2018 of 253 groups. While in the type of power grower group, there was an increase in 2016, namely in the number of groups there were only 29 groups, then an increase in 2017 which was 63 groups, and an increase in the number of groups also occurred in 2018, namely 84. As for the types of processing groups and marketing, the number also continues to increase from year to year in 2016 there were only 23 groups and in 2017 there were an increase of 35 groups and in 2018 were 67 groups. The number of fisheries business groups that exist are spread in 8 (eight) coastal areas in Polewali Mandar Regency. With the increasing trend in the growth of the number of fisheries business groups, it means that the government through the marine and fisheries service of Polewali Mandar Regency has sought institutional strengthening to increase the empowerment of coastal communities, especially for fisheries businesses. However, it is realized that the growing trend of groups does not guarantee an increase in the quality of human resources, so efforts to improve the quality of human resources are still being pursued to increase the capacity of knowledge and skills so that the community can be skilled and become independent in building their businesses in accordance with their respective business fields.

In the implementation of coastal community empowerment programs, the formation of groups is only an initial prerequisite in efforts to strengthen the development of coastal

communities for fisheries businesses. This has also been adjusted to the Decree of the Minister of KP No. 14 of 2012 concerning the growth and development of fisheries business institutions that each fishery business program that provides assistance must be based on groups that have been formed and jointly decided by the community. As for the types of assistance that have been distributed to fisheries business groups, for the assistance of ship types, the following table 2. can be seen below.

The application of law basically becomes a provision which is forced to protect human interests in society. From this legal basis, it can be understood that between law and policy, both are equally concerned with the settlement of social problems in society, either in the form of an action or by not taking action so as to intervene, the government needs law as an instrument to protect the outcome of the agreement that has been decided and become a shared rule that must be followed.

Based on the understanding that law enforcement in a policy can be interpreted as an effort to strengthen institutions in implementing policies that can be accountable to the public with the existence of a legal system and justice to the community as a target group (CBO). So that in relation to institutional strengthening in the implementation of coastal community empowerment policies in Polewali Mandar Regency, law becomes something that must be clearly and firmly stipulated and carried out responsibly by all interest actors who play a role in accordance with applicable rules and laws.

In institutional strengthening towards the implementation of coastal community empowerment policies in the Polewali Mandar District, facilitating assistance is also one indicator of the weak implementation of the law. With the findings above add to the list of problems that occur in the community empowerment process. Because even though the government claims legal certainty, but in the view of the community the application of law in efforts to strengthen institutions in the implementation of empowerment policies is not yet clear legal certainty, especially in the facilitation of providing assistance to the community of fisheries businesses. The findings certainly affected socially the trust system that was built between actors because the community of fisheries business actors in this case the beneficiary community (CBO) felt treated unfairly and discriminatory.

Sanctions can basically be interpreted as taking an action or an explicit effort to a person or group for violations of applicable rules. Sanctions become an important domain that must receive attention in implementing a policy and has a position as an evaluation tool to measure the success and sustainability of policy implementation.

In implementing the policy of empowering waterside communities, strengthening institutional coastal communities is expected to build social solidarity and community collective action in the form of groups that review their needs. Through institutional strengthening, coastal communities are expected to be able to increase the bargaining position of coastal communities socially and economically, as well as to become a solid basis for efforts to alleviate poverty independently. The role of various actors can be positioned in managerial activities in providing insight, knowledge and skills, as well as education regarding fisheries business management. With the hope that through strong institutions, this can become a social capital for the community as a fishery business actor so that community business groups have more social and economic strength and are independent based on the existing rules.

One of the weaknesses of this group coaching system, is the number of technical personnel in the Department of Maritime Affairs and Fisheries is still very limited, namely for aquaculture, it only has 5 civil servants, technical volunteers funded by the Regional Budget as many as 8 people, technical funded by the center (APBN) as many as 8 people so that the total technical staff of the Marine and Fisheries Office is 21 people who have their own science specification capabilities. When compared with the total number of fishermen as many as 10,575 people, as many as 4,745 farmers and marketing processors as many as 359 people so that the total that must be fostered who moves in the fisheries sector is 15,679 people, it can be concluded for every 1,206 people coached by one technical force. This illustrates to us that the coaching ratio is not balanced with the number of technical personnel available at the Department of Maritime Affairs and Fisheries. Based on the existing theory, the ideal coaching ratio is 1: 400, meaning that every one technical staff coaches a maximum of 400 farmers / fishermen / poklahsar. So that the Maritime Affairs and Fisheries Service still lacks of technical / assistant / advisory staff totaling 256 people spread across 16 sub-districts, where in each district there should have 16 technical / companion / advisory staff. So that for technical workers to foster groups of fishermen, fish farmers and processors and marketers are divided based on the working area not based on the competence of the fields (expertise / skills) of each technical staff. In the future the government should focus more on adding technical personnel in the marine and fisheries sector, which of course is adjusted to the financial capacity of the local government of Polewali Mandar Regency.

Normative Pillar Against Institutional Strengthening

Normative pillars focus on normative rules that provide provisions or instructions, evaluate, obligations into the dimensions of social life. Normative systems consist of values and norms. Values are conceptions that are jointly preferred or desired with standard constructions through existing structures or behavior that can be compared and assessed. Whereas norms define what must be done, they determine a legitimate way to achieve the goal to be respected. The indicators of this system are certification and accreditation.

Tabel 3. Application of Normative pillars on institutional strengthening in implementing policies on empowering coastal communities in Polewali Mandar Regency

Dimension	Sub Dimension	Actor's response		
		Government	Non Government	CBO
Normative Pillar	Certification	Available	Available	Available
	Accreditation	Appropriate	Appropriate	Appropriate

Source: Results of interviews with coastal community empowerment actors in Polewali Mandar Regency, 2019

From table 3. shows that the application of normative pillars to institutional strengthening in the implementation of coastal community empowerment policies in Polewali Mandar Regency has been carried out. As for the certification sub dimension, the stakeholders already have certification. Whereas in the accreditation sub dimension, each of the institutional actors has had a corresponding accreditation.

Basically, the implementation of coastal community empowerment policies in Polewali Mandar Regency is the responsibility of the local government as an agent of government administration. Through the Office of Maritime Affairs and Fisheries, various efforts undertaken by the government to increase the empowerment of coastal communities, including the formation and strengthening of institutions in the implementation of coastal

community empowerment policies, in other efforts is to appoint extension workers who already have knowledge of coastal empowerment empowerment. As an effort to strengthen institutions in the implementation of coastal community empowerment policies in Polewali Mandar District, the government has involved other stakeholders in the implementation of activities. So that every actor involved must have competence with certified and recognized standards of knowledge and abilities. With the certification of these actors, it is hoped that they can increase the success in achieving empowerment goals quickly and effectively.

In this study shows that the role of instructors is very important because the group of instructors has the intensity of meetings with community groups receiving benefits intensively. The form of instructor involvement in institutional strengthening activities in the implementation of coastal community empowerment policies in Polewali Mandar Regency is started at the stage of preparation for group formation, after community business groups are formed the task of extension agents continues by carrying out community assistance activities in seeking and obtaining assistance and carrying out advisory tasks to people who want to get the ability to manage the types of community businesses in accordance with the types of community business groups that have been formed and registered at the Department of Maritime Affairs and Fisheries. This is in accordance with the mandate of Law No. 16 of 2006 concerning the Agricultural, Fisheries and Maritime extension system.

Cultural Cognitive Pillars Against Institutional Strengthening

The cognitive cultural pillar refers to the creation of individual and group identities and the meaning of the work of participants in a particular environment. This dimension is an important aspect, because what a person does is nothing but a function of his impression of the environment. So that in understanding and explaining an actor's actions, we must consider not only the objective conditions of the actor but also the subjective interpretation of the actor's actions.

This system shows that a policy implemented on a network-based basis requires common beliefs and shared logic of action for all stakeholders involved in designing and implementing a public policy. This is important because within the organization there are various stakeholders who are dealing with complex problems both at the level of decision making for policy determination and at the level of policy implementation or implementation.

Based on the results of research that has been carried out related to the regulative pillars by taking into account the existing sub dimensions, namely the dimensions of shared beliefs and the logic of joint actions towards institutional strengthening in the implementation of coastal community empowerment policies in Polewali Mandar District, it is known that the shared beliefs sub-dimension has shown the existence of beliefs together between the actors of interest involved, namely the government and CBO, but for non-governmental actors there is no such thing, while the logic dimension of joint action is also the case, it can be seen in the table below:

Table 4. Cognitive Cultural Pillars of institutional strengthening in implementing policies on empowering coastal communities in Polewali Mandar Regency

Dimension	Sub Dimension	Actor's response		
		Government	Non Government	CBO
Cultural Cognitive Pillars	Common Belief	Available	Available	Available
	The Logic of Joint Action	Nothing	Nothing	Nothing

Source: Results of interviews with coastal community empowerment actors in Polewali Mandar Regency, 2019.

As an area that has the potential to develop fisheries and fish cultivator potential to be developed. Even in the maritime history of the archipelago, the Polewali Mandar community is well known as an accomplished seaman, and one of the best works that has been maintained for generations from hundreds of years of crossing which is owned today by the Mandar tribe community is 'Sandek' (typical boat of the Mandar tribe). the type of sandeq boat is typical of mandar because the type of boat made in Mandar is only made by Mandar boat makers and used by Mandar fishermen. This is a matter of pride for the Mandar community in general and in particular the fishing communities in the Polewali Mandar Regency, because the sandek boat is not only used in the fisheries sector but also the sandeq boat provides an economic contribution in marine tourism activities such as participating in boat racing (*sandeq race*).

Scott (2008), said about the cognitive cultural pillar that common beliefs are shared beliefs among stakeholders in collaborative policies. In carrying out common beliefs, there is a shared logic of action, namely the existence of shared logic of action. The embodiment of the shared logic of action is stated in the joint actions carried out by the actors of interest.

In the results of this study indicate that the potential of fisheries resources in Polewali Mandar Regency has been owned by every stakeholder of interest. Through the Marine and Fisheries Office of Polewali Mandar Regency, it is hoped that there will be maximized efforts to elaborate common interests in order to achieve effective and efficient policy objectives.

Because the belief to act together has been owned by the government, non-government actors and CBOs. However, the role of each of these actors is still limited and sectoral because between each actor has not yet formed a strong institution to gather in the form of a network organization that can facilitate each actor to access information directly.

This is in line with the view of Stewart et al (2007) that in the policy implementation stage there are many actors participating. Not only actors from the government, but non-governmental actors are also involved in the implementation of public policy implementation so that to achieve effective policy objectives requires joint action efforts that are well coordinated and sustainable.

CONCLUSION

The Regulative Pillar of institutional strengthening in the implementation of coastal community empowerment policies, which consists of rules, laws and sanctions. The results are that on the dimensions of the rules, it has been conveyed to the guidelines of clear rules

and law enforcement has been carried out in the provinces of law but not yet maximized and needs to be emphasized, while the dimensions of the application of sanctions have not been effectively implemented it is marked by the discovery of various violations both committed by the government and also by the CBO (target community). Normative pillars of institutional strengthening in the implementation of community empowerment policies consisting of accreditation and certification dimensions. The results on the accreditation dimension already exist, and on the certification dimension is also appropriate. The Cognitive Cultural Pillar of institutional strengthening in implementing coastal community empowerment policies, which consists of the dimensions of shared beliefs and the logic of collective action. The result is that in the dimension of shared belief all actors already have jointly while in the logic dimension the joint action has not been effective it is due to the formation of a network organization that can make it easier for each actor to communicate directly.

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