Implementation of Participatory Policy through Quality Awareness and Quarantine Community Movement (Gemasatukata) in Untia Village, Makassar City

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Abstract. In order to realize participatory, responsible and sustainable management of Fisheries Resources a regulation or policy is needed to embrace these efforts in an integrated manner. The purpose of this study is to find out and analyze the implementation of Participatory Policy through the Quality Awareness and Quarantine Community Movement (Gemasatukata) in the Untia Village of Makassar City. The research method used is a qualitative approach with the type of descriptive research then data collection is obtained through observation, interviews, and documentation. The focus of this study examines policy implementation from aspects of achieving policy objectives, target groups, implementing organizations, and environmental factors. The process of data analysis includes data reduction, data display, and conclusion. The results of this study indicate the government's concrete efforts through interactive communication and obtaining effective information through inputs from the fishing community that explain the root of the problem at hand but the findings of this study show that the empowerment program aimed at this group of fishermen received physical assistance but the essence of behavior change has not been implemented optimally because these behavioral changes require a short process and program sustainability.

1. Introduction
The principle of community development should be oriented towards people with innovative development programs so that they can increase community participation in implementing development programs planned by the government. Community participation is synonymous with community empowerment or community participation in the ongoing planning and implementation of program activities [1].

Participation encourages the mental and emotional involvement of the individual in the organizational situation which serves to support the achievement of the goals of the organization and all elements are also responsible for the objectives of the program [2]. Participation is the inclusion of thoughts and emotions of the workers in the situation of the group concerned and taking responsibility for the group. Participation is basically the desire to develop knowledge, community capacity, and community involvement through a decentralization process with bottom-up planning characteristics involving community elements in the community planning and development process [3].
Participatory planning can be done if the development practitioner reduces the role as the most important element in a development program for the community but the government as a facilitator in the planning process that involves the active role of the community with an effectively funded government budget [4].

Through the empowerment of coastal communities, the government can facilitate basic skills that must be possessed in targeted participatory activities to alleviate the poverty of fishermen which are mostly caused by structural stress which means that fishermen are divided into groups which some of them are dominant.

The government has carried out various community empowerment programs. One of them is the Coastal Community Economic Empowerment (PEMP) program which is developed nationally. The PEMP program aims to improve the welfare of coastal communities through economic and social institutional approaches. The fishermen who get low income are due to more fish traders having higher bargaining value than fishermen in determining the price of caught fish [5].

The dependence of fishermen on fish traders causes difficulties for fishermen and can even be referred to as traditional relations patron-client among fishermen and fish traders [6]. It takes an effort from the regional and central government to provide support to these poor fishermen so that they can improve the standard of living of fishermen and then become economically independent in one way by increasing quality of fish.

The government through the Ministry of Maritime Affairs and Fisheries continues to increase public awareness of the importance of quality and safety of fishery products. Therefore, the Fish Quarantine Agency, Quality Control, and Fisheries Product Safety (BKIPM) of the Ministry of Maritime Affairs and Fisheries (KKP) in carrying out their duties and functions have the responsibility of building public awareness and understanding of the importance of fish quarantine, quality control and safety of fishery products and fish biosafety. In order to realize participatory, responsible and sustainable management of Fisheries Resources (SDKP), the necessary steps are regulations or policies that embrace integrated efforts.

The policy implementation process will begin if the goals and objectives have been set, the activity program has been arranged and the funds have been prepared and have been channeled to achieve the objectives, this study looks at the implementation of policies according to Quade [7], aspects of achieving policy goals/policies envisioned, target groups, implementing organization, and environmental factors. Implementation is a principle in action or manner carried out by individuals or groups of people to achieve the objectives that have been formulated [8]. Gemasutukata is a participatory program policy that actively involves the community to build public awareness and understanding of the importance of fish quarantine, quality control and safety of fishery products and fish biosafety. The purpose of this study is to find out and analyze the implementation of Participatory Policy through the Quality Awareness and Quarantine Community Movement (Gemasatukata) in the Untia Village of Makassar City.

2. Methodology
The research approach used is a qualitative approach. Qualitative research is research that uses natural conditions as direct data sources, and researchers are key instruments. Data collection techniques used in this study are observations by making observations directly in the field in accordance with the object under study and interviewing informants directly by using interview guidelines. Research informants from employees of the Fish Quarantine Agency, Quality Control, and Fisheries Products Safety (BKIPM) in Makassar City and the community in the Untia Village of Makassar City. Data analysis refers to the steps used by Miles and Huberman [9], which consist of three activity lines simultaneously, including data collection; data reduction; display and conclusion.

3. Result and discussion
In general, Gemasatukata (Quality Awareness and Quarantine Community Movement) is a program launched by the government that is based on efforts to increase public awareness through the Fish Quarantine Agency, Quality Control, and Fisheries Product Safety (BKIPM) in order to increase public understanding and participation in the implementation of quarantine functions fish, fish quality control, and safety of fishery products, and fisheries biosafety. Through proper understanding of the community about the variety of potential fisheries resources can be utilized optimally according to the
needs and characteristics of each region. The efforts taken are to influence the mindset and pattern of behavior of the community, business actors, and local governments, and related institutions, therefore all parties can play an active role in maintaining fish health, quality, and security of fishery products, and the sustainability of fish resources. This is a form of commitment to the KKP's vision to realize Indonesia's marine and fisheries sector.

The program basically aims to increase public awareness of the importance of quarantine and quality control, the program also increases the number of fisheries businesses that meet current law and compliance standards. Analysis of the observed through a number of aspects, namely (1) Achievement of policy objectives, policies envisioned, namely the pattern of interaction dreamed of so that people who set policies try to realize; (2) Target groups, namely subjects that are expected to adopt new patterns of interaction through policies and subjects that must change to meet their needs; (3) Organizations that carry out, which are usually in the form of government bureaucratic units that are responsible for implementing policies; and (4) Environmental factors, namely elements in the environment that influence policy implementation. For more details described in the following aspects:

3.1. Policy objectives
The capability of supervising marine and fisheries resources is the responsibility of the government which needs to be improved as mandated by Law No. 45 of 2009 concerning changes to Law No. 31 of 2004 concerning Fisheries, through the development of an integrated supervision system, provision of facilities and infrastructure for supervision, compliance with regulations in the field of supervision and institutions at the regional level. In addition, there is Law Number 1 of 2014 concerning Amendment to Law Number 27 of 2007 concerning Management of Coastal Areas and Small Islands, which agrees on 4 (four) important legal norms, namely: empowerment of customary law communities and traditional fishermen; investment arrangement; licensing system; and management of national marine conservation areas. Community empowerment is strengthened in the initiation of the preparation of zoning plans for coastal areas and small islands along with the government and business world.

The empowerment program for coastal communities must be designed in such a way as to not generalize between one group and another, especially between one region and another coastal area. Empowerment of coastal communities must be bottom-up, but the most important thing is empowerment itself which must directly target the target groups or community groups in a program, especially the Quality Awareness and Quarantine Community Movement (Gemasatukata).

This community empowerment policy provides benefits for people to understand and understand the characteristics of healthy fish. Through proper understanding, various potential fisheries resources can be utilized optimally according to the needs and characteristics of coastal areas such as in the Untia Village. The way is by influencing the mindset and behavior patterns of the community and business actors, as well as the local government, therefore all parties can play an active role in maintaining fish health, quality, and security of fishery products, as well as the sustainability of fish resources. This is a form of commitment to the vision of the Ministry of Maritime Affairs and Fisheries (KKP) to realize the Indonesian marine and fisheries sector that is independent, advanced, strong and based on national interests, focusing on carrying out missions on three pillars of sovereignty, sustainability, and prosperity.

Based on the results of this study, the Quality and Quarantine Awareness Movement (Gemasatukata) held by the Fish Quarantine Agency, especially in the Untia Village carried out by the Fisheries Product Quality and Safety Control (BKIPM) handed over 2,000 fish traps to fishermen in Untia and spreading crab seeds benefits to the community and carried out sustainably. The program focuses on involving coastal communities and small fishermen in coastal management, enhancing the effectiveness of participatory planning processes in villages and coastal areas, and helping solve problems in managing coastal areas and developing economic activities that provide full opportunities in developing coastal communities and fishermen in Untia Village.

3.2. Target group
Based on the results of this study, it shows that the lack of touch of the behavioral aspects and values of fishermen groups that have been inherent in fishermen's daily lives is a major challenge in this
Gemasatukata program. The fisherman empowerment program in Untia Village is seen by the Capture Fishermen Group as a mere physical assistance program, but the essence of behavior change has not been carried out optimally because these behavioral changes require a short process and long-term program sustainability. Even though there are concrete government efforts through interactive communication and obtaining effective information through inputs from fishing communities that explain the root of the problems at hand.

This happened because this program was designed to facilitate and increase the capacity of the fishing community in carrying out program activities, this was supported by the functioning of a tiered socialization forum, the involvement of participants in program selection, establishment of institutions based on the values system and business units of local communities. Processing businesses that are running well for target and by-products, still using traditional systems tend to be less hygienic, so the difficulty of penetrating a wider market is only on the local market. The skills and knowledge possessed only have experienced without any input of new fish management technology. The mastery of fish processing technology into processed products has a high selling value which is still very minimal. The transfer of knowledge of the correct and hygienic methods or methods of processing and preservation of fish is needed so that the fishing group of fish no longer throws away the catch which is less salable but is processed to have more economic value.

Furthermore interactional relations between members and members with the groups concerned both in work activities and in daily life. The type of transaction that is built together through the interaction is in the form of exchange behavior. The interaction between fishermen in work is based on work relations leading to the behavior of economic exchange. Whereas interactions between fishermen in everyday life are based on social relations leading to social exchange behavior. Therefore government programs must be present to fill the limitations of knowledge and skills due to the limited information and technology of hygienic drying or preservation of fish products, and the lack of knowledge of fishermen to process fisheries products.

3.3. Implementing organizations
The Quality and Quarantine Awareness Movement (Gemasatukata) program is carried out by organizations at the Ministry of Maritime Affairs and Fisheries (KKP) central level through the Fish Quarantine Agency, Quality Control, and Fisheries Product Safety (BKIPM) and the Directorate General of Capture Fisheries continues to accelerate sector development marine and fisheries in the area. Makassar spreads 2,000 crabs, 10,000 white snapper seeds, 250 undersize crabs and plants 1,000 mangroves at Untia Fisheries Port so that fishermen make cooperatives so that the government can easily channel ship assistance, fishing gear, cold storage, as well as insurance and capital to go fishing to fishermen requiring.

The activities carried out by the government as a support for quality assurance and safety of fishery products are to provide assistance in the form of 19 certificates of Good Fish Management (CIPB), Good Fish Quarantine (CKIB), Hazard Analysis and Critical Control Points (HACCP), and Traceability, Fish Quarantine Installation (IKI), and 10 hygienic styrofoam. This assistance can not be separated from the main tasks and functions of BKIPM as an institution that provides services related to health certification, quality and safety of fishery products. Therefore, this is important to do to support the competitiveness of Indonesian fishery products in both domestic and international markets. As for supporting the nutritional needs of the KKP community, they also handed over 200 packages of basic necessities (basic needs) to the fishermen.

BKIPM has a team that checks the condition of fish that are still stored by local residents. The establishment of a Fish Quarantine Agency and Fisheries Product Quality and Safety Control is a simplification of the implementation of laws and regulations, main tasks and functions, vision and mission, bureaucracy and service orientation of two institutions namely Fish Quarantine and Guidance and Quality Testing for Fishery Products. Underlying BKIPM's activities are still the existence of problems in fishery product export activities concerning aspects of export destination countries in terms of quality, weak supervision and quality control of export destination fishery products which have the effect of rejection of fishery products from Indonesia by destination countries so that steps and strategy to create synergy between two institutions that have basic tasks and functions, each of which is oriented to food security, resource protection, service to the community and is part of the
trading system, into one organization as a form that is considered ideal for carrying out missions and increasingly complex tasks.

The results of the Meeting in the Untia Village which was made as planned were then used as the basis for starting to compile the business group planning and planning of the facilities and infrastructure groups, and then facilitated by the TPD in each of the target villages of the program. The assessment is strengthening community-based villages, and that is to review activities in each of the target areas of this program. Supporting factors include the concept of awareness in carrying out all kinds of activities that are in accordance with existing laws, tourism potential and fisheries production, quite active Village officials and HR readiness to motivate themselves and receive assistance as well as various training provided by the Ministry of Maritime Affairs and Fisheries (KKP) through the Quality Awareness and Quarantine Community Movement Program (Gemasatukata).

3.4. Environmental factors
The Untia Village is one of the locations of the coastal community empowerment project which is the collaboration of the Ministry of Maritime Affairs and Fisheries with the International Fund for Agricultural Development (IFAD). Activities held by the central government in synergy with all parties, both the community and the regional government, in maximizing services to the community, especially fishermen. From the results of observations, it is known that the resource management system is carried out individually or is dependent on others so that it tends to be exploitative, and the management of income tends to be consumptive. These characteristics and characteristics are influenced by the types of business activities such as capture fisheries, pond fisheries, and fishery products processing businesses. The fishing community group has a unique nature related to the effort it does. In general, fisheries business is very dependent on season, price, and market, so most of the character of coastal fishing communities are very dependent on environmental conditions or vulnerable to damage, especially pollution or degradation of environmental quality.

In addition, the lives of fishing communities are very dependent on the season. The condition of dependence on the season is very large felt by small fishermen who use simple ship technology. Another problem with the fishing community is dependence on the market. This is because the commodities produced must be sold immediately to fulfill their daily needs or rot before selling them. This characteristic has very important implications, namely fishing communities are very sensitive to price fluctuations, very small price changes greatly affect the social conditions of fishing communities.

Government efforts through BKIPM can help marketing the catch independently so that fishermen can avoid losses due to selling fish to middlemen who usually buy catches at low prices. In this way, fishermen also cut their dependence on middlemen because they were able to sell good quality fish with controlled quality. Improved marketing quality is encouraged through Gemasatukata with the government's efforts through BKIPM in carrying out its duties and functions which have the responsibility of building public awareness and understanding of the importance of fish quarantine, quality control and safety of fishery products and fish biosafety. This activity aims to build active community participation so as to foster awareness and understanding of the community on issues of fish health, quality, and safety of fishery products.

Participatory efforts through Gemasatukata encourage the development of social movements that stimulate public awareness and also stakeholders who play a role in controlling fish disease and fisheries quality in accordance with the policy directions contained in the Republic of Indonesia Minister of Maritime Affairs and Fisheries Regulation Number 45 of 2015 concerning Amendments to the Ministry’s Strategic Plan Regulations Marine and Fisheries in 2015-2019. This is in accordance with the sixth strategic target (SS-6) that will be achieved is the implementation of participatory Marine and Fisheries Control and Supervision.

Overall, the aspects of achieving policy objectives help solve problems in managing coastal areas and develop economic activities that provide full opportunities in developing coastal communities and small fishermen in the Untia village.

In addition to increasing public awareness of the importance of quarantine and quality control, the program also aims to increase the number of fisheries businesses that meet the standards and comply
with this law because what is targeted is not only the fisheries product consumer community but also fisheries business actors including fish processors. The involvement of the central government, regional government and the active role of the community are integrated by building networks that enable public policy objectives to be realized through the activities of government agencies involving various stakeholders (policy stakeholders) [10].

In the aspect of the target group of fisherman’s empowerment program in Untia Village, the group of fishermen received program assistance physically but the essence of behavior change has not been implemented optimally because these behavioral changes require a short process and program sustainability. Nevertheless, there are concrete government efforts through interactive communication and obtaining effective information through input from the fishing community that explains the root of the problems at hand. In order for this program to run well it requires the suitability of three elements, namely the program itself, the implementation of the program and the target group of the program [11]. The aspect of the organization implementing the Quality and Quarantine Awareness Movement Program (Gemasatukata) planned and carried out by the Ministry of Maritime Affairs and Fisheries (KKP) through the Fish Quarantine Agency, Quality Control, and Fisheries Product Safety (BKIPM) and the Directorate General of Capture Fisheries (DGPT) This effort aims to accelerate the development of an integrated and participatory marine and fisheries sector. The environmental aspects of policy are factors that influence policy. A bad policy environment will make the implementation of the policy hampered so that environmental factors have an influence on the implementation process [12].

The results of research on environmental factors show that this community group has unique characteristics related to the business. depending on the season, price, and market, the majority of the character of coastal fishing communities is very dependent on environmental conditions or vulnerable to damage, especially pollution or degradation of environmental quality so that the empowerment of fishing communities is a complex matter of economic, technological, social, and environmental aspects.

4. Conclusion

The implementation of policies helps solve problems in managing coastal areas and develops economic activities of coastal communities and small fishermen in the Untia village. In the aspect of the target group fishermen empowerment program in Untia Village, the fishermen group received program assistance physically but the essence of behavior change has not been implemented optimally because the behavior change requires a short process and program sustainability. Organizations involved from central and regional agencies aim to accelerate the development of an integrated and participatory marine and fisheries sector. Environmental factors influencing this can be seen from the fisheries business is very dependent on season, price, and market, so most of the character of coastal fishing communities become very dependent on environmental conditions or vulnerable to damage, especially pollution or degradation of environmental quality.

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