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## Implementation of the national independent empowerment program - marine and fisheries

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### ABSTRACT

This study aims to analyze the implementation process of PNPM Mandiri KP by adapting the Top-Down model from Pressman and Wildavsky. This type of research is descriptive with a case study approach. The informants were determined based on the program implementers, namely the Directorate General of Coastal and Small Islands of the Ministry of Maritime Affairs and Fisheries, the Department of Marine Affairs and Fisheries, Maluku Province, Buru Regency, and Central Maluku Regency, as well as related agencies. Meanwhile, informants from receiving community groups were determined purposively. Data analysis using NVIVO. The results of the research are formulated in three propositions, namely: (1) the process of implementing public policies can create changes, both in the behavior of social, economic, and cultural status towards implementation in the field or target groups determined by the policy context and content included in the policy document. (2) The policy implementation process with a long bureaucratic span will tend to fail if internal and external coordination are not fully understood and carried out consistently by policy implementers. (3) Top-down policy implementation will be successful if it can be interpreted and adapted to local conditions where the policy is implemented.



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## Introduction

Poverty is one of the most crucial factors in Indonesia's problems and it is difficult to find the right solution (Djafar et al., 2019a; Kolk et al., 2018; Nelson, 2013; Tang et al., 2021). one program that is able to provide a solution is National Program for Community Empowerment (PNPM). This turned out to be the right solution because in 2014 the poverty rate decreased to 8-10% (Farida, 2017). However, what is desired is still far from expectations. Fishing communities that should prosper, given the huge potential of natural resources, it is still lagging compared to other community groups (Chen et al., 2020; Mishra & Nishamani, 2015; Ratnawati & Sutopo, 2014). It shows that the policy has not been implemented well. Many of the following constraints such as inadequate infrastructure, limited venture capital, as well as marine and the coastal condition (Cahaya et al., 2019). Similarly, less populist policies for the community, which resulted in the lack of support that comes with the potential for coastal resources are available (Islam et al., 2020). The achievement of policy objectives empowerment of fisherman communities in Maluku province does not success is caused by all policy items that have been set have not been implemented properly (Dewi et al., 2018; Junus et al., 2016a, 2016b, 2016a; Zekos, 2003). Researchers focus attention on the implementation because the implementation is an important

stage of the policy cycle (Dunn, 1986; Farazmand, 2018; Farida et al., 2015; Papilaya et al., 2015; Viswanathan et al., 2009).

According to the phenomenon of policy implementation researchers, PNPM Independent KP can be well understood if we understand the concept of evolutionary implementation, where the implementation process can not be separated from the process of policy formulation, redefinition, and reinterpretation of goals and policy implications. In short, the implementation is an ongoing process in line with the continuous reformulation of policy, integrating policy factors were down from the national level in the context of implementation arising from the regional level as the assumption of Van Horn & Van Meter (1977). This study is conducted to analyze the process of policy implementation by adapting the PNPM Independent KP top-down models of Pressman and Wildavsky, explaining how far the performance of outputs and outcomes.

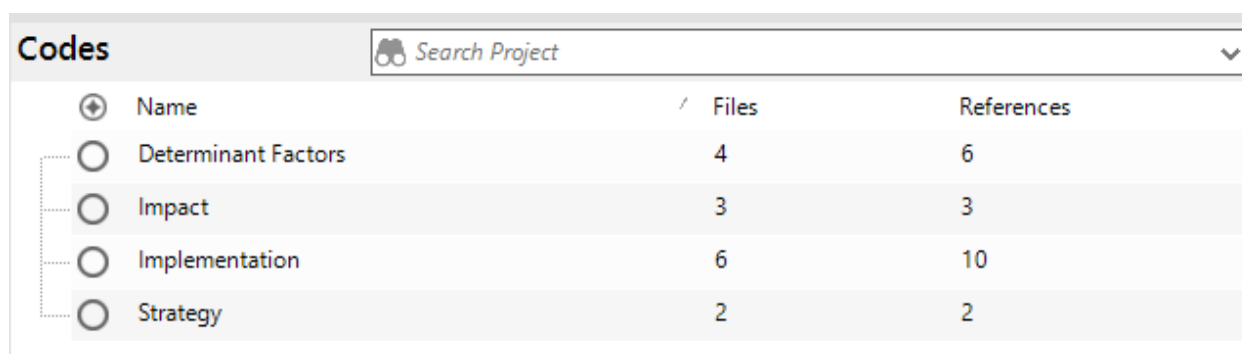
## Method

This type of research is a qualitative descriptive approach. This descriptive research aims to describe a systematic, factual, and accurate statement of the facts, properties, and relationships between phenomena in implementing the empowerment of coastal communities (Creswell, 1999, 2010; Creswell & Clark, 2017; Creswell & Creswell, 2017). In obtaining research data and information, it was obtained from Maluku Province covering 2 areas of PNPM Independent KP, namely Central Maluku and Buru Regency. The research focused on conducting in the target communities, the Office of Fisheries and Marine Maluku Province, the Office of Marine and Fisheries Agency City. For data completeness, it is also necessary to collect data from the Ministry of Maritime Affairs and Fisheries center, because this policy is policy-based top-down. The study lasted for six months and began in February 2018.

The number of informants or research subjects is determined based on the characteristics of the program managers both centrally and in the regions, and several target groups PNPM program especially farmers and fishermen in two locations namely Central Maluku selected as the location for the development of Tunny fish commodity and Buru Regency as the location of PNPM program, were in this area made the development of seaweed commodity. While some communities receiving the program are based on a specific purpose (purposive), in which it is intended to capture the data from the receiving program. Data and type of the number of the PNPM program along with the number of people involved in the activity obtained from the Office of the Provincial Fishery Office Maluku, especially in the districts where the research was conducted. The data analysis uses research by Miles et al., (2014) which reveals 4 processes or interactive model criteria, namely: 1) data collection, 2) data condensation, 3) data display, and 4) conclusions. In order to support qualitative analysis and present structured research data, the researchers used the Nvivo 16 application.

## Results and Discussions

The PNPM program is very crucial in improving the welfare of the community. This study will present the data in the NVIVO analysis with several criteria such as: program implementation, determinant factors, impacts and strategies carried out in the program. For more details, it is presented in Figure 1.



Codes	Files	References
⊕ Name		
○ Determinant Factors	4	6
○ Impact	3	3
○ Implementation	6	10
○ Strategy	2	2

**Figure 1.** Coding of interview results through the NVIVO 16 application.

The results of Figure 1 show that the distribution of data and information on various criteria is very supportive in viewing the implementation of PNPM program policies. It can be seen that the determinant factors there are 4 points of information presented with 6 informant references. While the impact obtained from the implementation of the policy there are 3 information with 3 informants. Likewise in the aspect of

policy implementation there are 6 information with 10 respondents. Furthermore, the strategy that resulted from the implementation of the policy presented 2 information from 2 informants at the time of the interview.

The problem of understanding the existence of PNPM as part of a community macro helps the program to improve the life quality of poor people. It can be seen from the extent of achievement of the PNPM policy performance itself. The results showed that in-depth interviews with the mayor of Buru Island as the major executive element events make it clear that:

"..... The coastal community empowerment program is a very effective program for improving standards of living through the provision of fishing gear and aquaculture. Just recently encountered problems such as fuel shortages, after the discovery of mines in this area so many fishermen now turn to the mining business. But they also came back to do the work as a fisherman. So if the previous total production catch between 5-7 tonnes per day and all of them brought to Ambon. (Interview, BB, 12 April 2018). It was further disclosed from the results of the MM interview which stated that:

".....The empowerment program for coastal communities has a very effective impact in improving the welfare of the community in the provision of fishing gear and cultivation. However, there is a problem encountered in the field is the lack of fuel. As a result, the fishermen changed professions into mining businesses.

This means it has reached at least the policy-referring objectives. It is just the way the program seems to always tinged with a variety of operational constraints. The informant gave a positive signal in which the program has been able to improve the quality and standard of living of fishermen communities to improve the quality of life of more than 70% of the recipients. In addition, a number of observational data that the authors showed implied the quantity to fishermen communities around the coast and the beneficiaries have enjoyed their work and generally very happy to enjoy his labors. It can be concluded that the benefit program can reasonably be accounted although not optimal, because of the many obstacles presence still in the process of policy implementation PNPM in Maluku province in general.

Talking about the process of implementation of PNPM policy implementation at the local level by looking at the existing field problems can be traced through interviews with informants discussion about mechanism of determining Target Group PNPM Independent in 2015. Further efforts to improve the successful implementation of the program on the implementation of relief items to the respective beneficiaries conducted in order to maintain the balance of the receiver can be maintained. Supervision of PNPM program showed that the control and monitoring is still being done by the agencies involved in this case, that is the Department of Marine and Fisheries which are partly responsible in providing a complete and detailed description and to what should be done.

### PNPM Program Benefits

**Tabel 1.** Identified Activities, Outputs and also Outcome Provinsi Maluku

Activities	Output	Outcome
<ul style="list-style-type: none"> <li>➤ It's channeled help directly society (BLM) to KMP.</li> <li>➤ Implemented facilities reinforcement capacity and institutions , socialization , training and mentoring</li> </ul>	<ul style="list-style-type: none"> <li>➤ Income Fisherman : Increased from Rp.100,000/ month to be Rp. 200,000-Rp. 500,000 once to the sea .</li> <li>➤ Meet needs live society and add financing education children them .</li> <li>➤ It happened development effort by added body fiber financing of 12,000,000 rupiah initially only made from wood ,</li> </ul>	<ul style="list-style-type: none"> <li>➤ There is improvement economy micro in the form of lift income per capita (KMP) and production fisherman .</li> <li>➤ Before the existence of PNPM activities fisherman no uncertain , but after PNPM then activities very active fishermen .</li> <li>➤ The increase condition means Catch fisherman</li> <li>➤ The increase KMP access to source capital , information , and science knowledge and technology ;</li> </ul>

Source: Interviews with some informant.

The other aspects of independent KP PNPM activities implementation series in Maluku can be seen how much people asses the implementation success of such activities with a variety of existing indicators. Thus, PNPM program in Buru Regency though the implementation is not optimal, but in the future, people want

that kind of program is still awaited. PNPM program in District Waplau, Lamahang, Waeru, Hatawano Village is a fairly strategic program to help local people improve their prosperity by increasing the productive activities in the community. In a simple picture based on the facts, it can be formulated synopsis of activities and programs as well as the existing output and impact related to the PNPM program in Maluku province, especially in the case of Buru district, is set out in table 1.

### **Description of Central Maluku**

#### **Program Implementation Process**

Over the last 3 years of program implementation in Central Maluku District apparently showing the development of economic life was encouraging coastal communities from the standpoint of per capita income and economic activity results from recipient groups. One of the recipient provide comments related to the implementation of the Independent PNPM KP in Central Maluku district, especially in the village Amahai, Soahuku and Rutah, the Executor SABMN which told that:

".... Budget distributed to the target groups are all evenly matched with the kind of help. For example, for a unit of katinting and body cost is similar, as well as for the marketing group." (Interview in Masohi 4 April 2018)

The statement gave a reflection that in the process of implementing PNPM assistance program turns out to have a clear and directed division. Based on the observation of the authors approach the implementation process it is has put regional categories based on the each potential then identified directly, furthermore to obtain funding development of coastal communities. Further stated by informants, Marthen SD Haulussy, an executor SABMN in Masohi during his interview with the author stated that the process of PNPM implementation activities in his region refer to the standard procedures used as guidelines to improve the quality of the expected results. Here is the statement that the informant:

".... After the formation of the group, the group meetings are conducted by professional assistants to discuss and talk about technical issues that are really need to be delivered to them. The process of meeting with a group of receivers do if it is necessary to conduct a meeting, which we usually do personal mentoring. But we did continuously during the program run. However until this time if there are problems that people experienced they usually asked to us. this occurred because village location adjacent to the capital of the recipient.

". (Wawaancara, Masohi 4 April 2018).

Based on interview data above clearly appears that the Independent PNPM in Central Maluku always refer to standard guidelines that have been agreed or otherwise are carried out according to the guidelines of the program as it is. This suggests that although this activity is quite solid and quite intense in the area, it is still monitoring events conducted by involved agency in creating a more systematic program implementation. Another informant in connection with the implementation of PNPM activities in the Masohi area explicitly stated that during implementation of the program, the process of monitoring become quite effective to obtain more optimal results. Based on the interviews that the process of PNPM implementation has not been successful if not performed by the monitoring and stricter supervision and reaching all parts of affected communities and the program.

#### **Factors Determining the Policy Implementation Process**

During PNPM there are no serious problems related to the technical implementation of oral transmissions for solving priority problems in order to create synergy between program implementers. This is in accordance with the results of the CC interview which revealed that:

The problem faced in the implementation of the PNPM program is the synergy between the problems faced and the program to be implemented. so that each program can be carried out properly and in accordance with the expectations of the organization. It is different in Central Maluku District where the implementation of PNPM KP tends to be responded negatively in the function of coordination and self-control in these activities. Another problem identified is that the implementation of PNPM activities in Central Maluku Regency is determined by the existing funding problems in improving the quality of the grant program to the community. This is in accordance with the results of interviews which revealed that:

The PNPM KP program that is run is expected to have funding that is in accordance with community requests. so that the quality of the program can be realized properly.

The implementation of public assistance programs such as PNPM is actually also determined by the extent to which recipients have certain qualities that can be used as tools to create innovative processes to achieve policy objectives. This is because the existence of an aid program is very vulnerable to be manipulated at the

community level if the recipient does not have certain readiness, including the readiness of the recipient's own resources to be able to create innovations for a better process.

The implementation of the program has been carried out in accordance with the standards set by the policy holders and applicable rules. However, from each activity implementation process there are various weaknesses and problems faced. As a result, the desired program does not meet expectations. Therefore, a program policy is needed to be able to reduce any shortcomings of the research policy. Jones(1991), proposed six components of the policy are: (1) intent, (2) goals, (3) a plan or proposal, (4) program, (5) satisfaction or choice, and (6) the effect. In principle, Many discussion in the structural analysis of the implementation policy process is not only related to the mechanism of translation of political decisions into bureaucratic routine procedure, but the realization of the policy aspects of the problem and the conditions of how policy is made as well, who's making, a result of the policy and how that policy once implemented.

On the other hand(Zhang, 2015), stated that the implementation of the policy is the policy making stage of the policy formation and the consequences or effects of the policies on the affected target groups. If a policy is not appropriate to reduce the problem which is the target of policy, then the policy may be a failure even if the policy was implemented very well, even brilliant policy but poorly implemented, likely will fail to achieve the goal. Various analyzes presented above try to formulate a proposition that:

"The implementation of public policies can create change both behavior and socioeconomic and cultural status of the executor in the field and the target group is determined by the context and content of the policy contained in the policy document. (Proposition 1)

If public policy changes based on socioeconomic status as in the case of PNPM policy, the change degree towards the target group is perceived and benefits of the policy can be viewed at the time the policy run and the end of the program. This is consistent with the context and PNPM policy concept, based on top down as proposed by Farida(2017). By Farida(2017) with reference to the control factor, resources and formal rules, the empirical perspective KP PNPM policy in Maluku province is still very relevant, but with the additional factors beyond those discussed by Pressman and Wildavsky. If it linked to the confirmed findings in this study the need for a combination of understanding the cultural factors of working group executive actor on the target group, the study and findings of (Djafar et al., 2019c; Farida et al., 2015) as described above are complementary. Because Wildavsky not explicitly told the local factors that determine the success of the implementation in Oakland but the results on PNPM Buru District and Central Maluku district policy seems very necessary to consider factors and actors.

In the structural analysis as implied by(Djafar et al.(2019b) is still very relevant to the idea of (Edwards, 2017)(Stein et al., 1984) in which Edward III saw that bureaucratic structures have an impact on policy implementation in the sense that the policy implementation of the will not be successful if there is a shortfall in the bureaucratic structure. In this case, Edwards focuses attention on two characteristics in common bureaucratic attitudes and use of routine procedures and fragmentation in responsibility among various units of the organization. Based on this analysis the authors formulate a simple proposition that:

"The process of policy implementation with a long-range bureaucracy tends to fail once the internal and external coordination is poorly understood and implemented consistently by stakeholders". (proposition2).

In other aspects and dimensions, the findings in research internal and external coordination on PNPM in Maluku province is only slightly relevant to the findings (Djafar et al., 2019a; A. Hidayat et al., 2017; Yasir et al., 2017) who found that: 1) the process of community empowerment has covered aware, organization and delivery resources, 2) the empowerment communities performance have been able to boost the expansion collective assets, changes in knowledge, attitudes and skills, and 3) the program implementation, is still lacking in relevance against the program implementation both during the program and after the program completed.

One of the famous model is a Van Meter with Van Meter & Van Horn(1975) model where the model assumed that the implementation of the policy run linearly from public policy, implementor, and the performance public policy. Several variables were included as variables influencing public policy are the following variables: 1) the implementation of activities and interorganizational communication, 2) Characteristics of the executing agent/implementor, 3) economic conditions, social, and political; 4) Trends (disposition) executive / implementor.

Another problem is the structure of such policies tend to be focused on the case of independent PNPM policy for the fishermen community is also not in accordance with local conditions and Buru district of Central Maluku regency. As a result, many local mismatch at the moment policy is implemented. Basically not only (Mazmanian & Sabatier(1983) that explains this, but also the functional approach as proposed by (Sabatier & Mazmanian, 1980) also stressed the importance of local actors who have more discretion to solve a problem in

the implementation of public policy. Apparently The evidence suggests that the process of PNPM policy implementation has no adaptable indication also helped determine why policy PNPM in Maluku province has not been able to achieve the expected results. Based on this analysis, it can be formulated propositions trying to strengthen the findings and a review of several previous experts that:

"... The policies implementation that are top-down will be successfully implemented if it can be interpreted and adapted based on local conditions in which the policy made" (Proposition 3).

The proposition can be explained that the concept of public policy based on structural and centralized will be able to achieve results that are expected by policy makers if more contextual conditions can be used by policy actors in attendance. This thing strengthens the findings Irawati (2005) who tried to initiate a fisherman community with a focus on self-sufficiency program in 2003 in the village PEMP Lero Suppa Pinrang District. Irawati findings which concluded that the public will form groups on their own initiative, formed by community leaders and groups that arose over the government formation was highly relevant findings and even that was concluded in this study. Malcolm Goggin, Ann Bowman, and James Lester developed what they called a "communication model" for the implementation of the policy, which he calls the "Third Generation Implementation Model Policy" (1990). Goggin, et al. aimed to develop a policy implementation model "more scientific" approach to promote "research methods" in the presence of independent, intervening, and dependent variables, and putting factor "communication" as a driving force in the implementation of the policy.

The results of this study confirmed that one of the success determining factors the of policy implementation in the province of Maluku PNPM is the problem of coordination and control range (chain of control) that exist in the policy (D. Hidayat & Syahid, 2019; Ratnawati & Sutopo, 2014; Sanders & Schnabel, 2006). The fourth model is a model of Grindle(1980). Presented by the Bakry(2010), Grindle models determined by the content and context of policy implementation. Idea is after the policy is transformed, then the implementation of the policy did. It success is determined by the degree of policyimplementability. The contents of the policy include the following: 1) The affected interests by the policy, 2) type of benefits that will be generated; 3) The desired change degree; 4) Policymakers Position; 5) (Who) program implementers; 6) Deployed Resources. Conceptually, Daraba et al.(2018)suggested to pay attention toward four key issues that the implementation of the policy to be effective, ie communication, resource, disposition or attitudes, and bureaucratic structures. Communications with respect to how the policy communicated to the organization and / or the public, the availability of resources to implement the policies, attitudes and responses of the parties involved, and how the organizational structure of policy implementation. Resources relating to the availability of resources, especially human resources. It is concerned with public policy implementation skills to carry out effective policies. Disposition regarding the willingness of the implementor to carry out the public policy. Skill is not sufficient, without the willingness and commitment to implement the policy. Structure of bureaucratic regarding the suitability of the organization became the organizer of public policy implementation. The challenge is how to avoid bureaucratic fragmentation because this structure makes the implementation process to be far from effective.

However, there is also the argument that empowerment by involving the poor, then there are at least 5 things that need to be assessed: 1) the poor besides having a low income is also concern about the vulnerability, physical weakness, isolation and helplessness levels by Robert Chambers called "integrated poverty "poverty trap or, 2). poverty is the exploitation of the poor rights, 3) empowerment program, empowerment oriented as people centered, participatory, empowering and sustainable, 4) for the welfare of the population in addition to referring to the development and increase the volume of production or the amount of the small business sector, also the efficiency of the production process, and 5) reduce the gap between the structure of small-scale industries and households with large industries through partnership programs (Adomah-Afari & Chandler, 2018; Mercer-Mapstone et al., 2018; Syamsiar et al., 2018).

Based on the discussion as noted earlier, the writer can formulate a model implementation process of the policy context in which KP PNPM in Maluku province can successfully achieve policy goals if controlled by a process that has internal control, resource capacity, and in accordance with existing rules. This model is both a simplification of the model from the perspective ofFrederickson et al.,(2016)which describes the administrative factor in public policy issues. Description of the model can be seen through the visualization of the images on the attachment.

## Conclusions

The implementation process of Independent PNPM KP in Central Maluku and Buru regency based on indicators developed at both the concept and the empirical level identified as the five key factors that

determine the final quality of the desired policy. Case in Buru district are more likely to face implementation problems than complicated standpoint of social and cultural conditions recipients compared with the context that occurred in Central Maluku. In terms of assistance toward recipient in both analyzed regions the same perspective in which groups of people considered that the companion is less intensive doing their tasks and functions consistently and correctly.

PNPM KP policy implementation as part of community development in coastal areas in Maluku province should be based on local conditions of each region of interest and the process of implementation should consider the local culture. In the implementation process, it appears that local culture is essential to the program implementation basis in order to conform to the expectations and local desires. Local bureaucracy role in improving the quality of local peoples continues to be maintained to keep the program can be run in accordance with existing guidelines.

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