

# Institutional Capacity Development of Coastal Communities in Improving Fishery Supervision Function in Gorontalo

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**Abstract:-** Qualitative research type through phenomenological approach, while the results show that the potential of coastal communities is very important in channeling seafood to the community both micro and macro, institutional presence in coastal communities is expected to provide solutions in every problem of fishermen, both in terms of facilities and infrastructure, resources, marketing and management aspects, the institution can not stand alone, but it requires synergy from elements of society, stake holders, governments, businesses and academia and other related institutions, so that this institution has the power to improve the welfare of society.

**Keywords:-** Capacity, Development, Institutional, Strategy, Supervision.

## I. INTRODUCTION

Indonesia as an archipelago and has abundant marine wealth, as the Indonesian archipelago has a sea area of 5.8 million km<sup>2</sup> consisting of a territorial area of 3.2 million km<sup>2</sup> and the territory of the Indonesian Exclusive Economic Zone (ZEEI) 2.7 km<sup>2</sup>. In addition, there are 17,504 islands in Indonesia with a coastline of 95,181 km. with such a large and wide coverage, of course Indonesia's maritime environment is clouding the natural diversity of the sea potential, both biological and nonhayati. (source: Rin Ambarwati, 2014). Building a Marine To Restore Glory as a Maritime State, through [http:// www.ppk-kp3k.kkp.go.id](http://www.ppk-kp3k.kkp.go.id)). But in reality Indonesia, has not been able to empower the potential of the maritime economy. The country has also not been able to make the source of marine wealth a source of progress and prosperity of the Indonesian people. Coastal development policy should receive serious attention from the government. Since long ago coastal community empowerment programs have not been worked on proportionally. Utilization of marine natural resources is still done partially and less supported by appropriate technology so that the results obtained are less than the maximum.

The National Commission for the Assessment of Marine Fisheries Resources (1998) reported that the sustainable potential of Indonesia's marine fishery resources is 6,167,940 tons per year with the largest portion of small pelagic fish species amounting to 3,235,500 tons per year or 52.54 percent, demersal fish species 1,786,350 tons per year or 28.96 percent and large pelagic fisheries of 975,050 tons

or 15.81 percent. The great marine potential is only utilized a small part. The potential of new marine catch fisheries is utilized around 62%. The low utilization of such a large potential marine resource, mainly caused by :

- (1) the government and society still prioritize the exploitation of the land
- (2) ocean exploration and exploitation technology, especially for oil and gas mining and other minerals requires high technology
- (3) the quality of human resources involved in the marine sector is still low, especially fishing
- (4) introduction of new technologies in fishing gear is unaffordable for fishermen with low socioeconomic conditions; and
- (5) existing institutional systems have not supported the development of the marine sector. The low utilization of the marine sector is reflected in the low contribution of the marine sector to Gross Domestic Product (GDP) on the constant price of 1993, namely in 1995 only 12.83 percent (Budiharsono and Kusumastanto, 1999).

Behind the strategic role and potential prospects of coastal and oceanic ecosystems and natural resources contained in them for national development, there are various constraints and tendencies that threaten the sustainable capacity of these two ecosystems. based on a 2005 study of Marine and Fisheries Research, illustrating that the utilization rate of fish resources has generally shown symptoms of overfishing in some fisheries management areas, which is characterized by a decrease in the trend of fish resource production and changes in composition such as decreased average length of caught fish. Various problems and issues that arise in the management of coastal and marine resources for now, which not only occur in Indonesia, but the trend is also occurring in several continents including other Countries in Southeast Asia over the last four decades. The implication is that the number of regulations made and issued by the government is increasing which involves the creation of new organizations or institutions for the management of natural resources that are believed to provide better changes in the rah, such as increasing public awareness of the importance of coastal and marine resources in supporting life, improving the ability of the community so that it can participate in every stage of management in an integrated manner. , and can raise people's income with sustainable and sustainable forms of utilization and environmentally sound.

But in its development, the programs born by the government are still not running well. It is assumed that the main obstacle is the lack of community participation in running the program which results in the process of implementing the program to be stuttered. The lack of community participation is suspected to be the cause of a low sense of belonging to programs introduced by the government. In the current context, the implementation of development including fishery development is always in coordination and identification with modern institutions or organizations. Development in various sectors seems to be faced with the necessity to form new modern institutions/ organizations, modern new institutions / organizations, indigenous institutions / organizations that are traditionally ignored and considered to have no capacity to be empowered.

Gorontalo regency is the result of the expansion of Gorontalo Regency. As a new district and in accordance with the breath of regional autonomy, the government of Gorontalo Regency, is able to plan, implement and manage development independently. This is specifically explained in the package of Regional Autonomy Law (No.32 of 2004 in lieu of Law No.22 of 1999). The development of the marine and fishery sectors is emphasized to improve welfare and economic growth with sustainable management of natural resources and at the same time maintain their carrying capacity. The main goal that will be achieved is to improve the welfare of coastal communities by improving intelligence and health through increased fish consumption to be able to support the role of the marine and fishery sectors in development, in order to implement these goals, it is necessary to implement a system based on fishing with technological advances that can facilitate in digging and utilizing the fishery results.

Gorontalo regency is one of the regencies that has very potential sea waters. The condition is realized to have a huge potential of coastal and marine areas. Therefore, reorientation and adjustment of regional development focus on fishery and marine resources, especially catch fisheries. In general, it is known that the production of catch fisheries is still far from the sustainable potential available, therefore the increase in exploitation activities of fishing resources needs to be encouraged. But on the other hand, not a few certain points yanq have indications of more arrest or over fishing, therefore, along with the development of fishery business, rationalization of catching efforts. Fish must continue to be pursued by limiting fishing areas and developing potential areas that are still not utilized to the maximum. In addition, the regulation of fishing areas and fishing time need to be examined more deeply considering for certain types of fish there are indications of a decrease in production from year to year.

#### **A. Problems**

- 1) How is the institutional role of the community in improving the fishery supervision function?

## **II. LIBRARY REVIEW**

### **A. Public Service**

Public service is an activity or series of activities in order to fulfill the needs of services in accordance with the laws and regulations for every citizen and resident of goods, services, and/or administrative services provided by public service providers, namely every State organizing institution, corporation, independent institution established under the law for public service activities, and other legal entities established solely for public service activities. The activity is carried out by officials, employees, officers, and everyone who works within the organizing organization in charge of carrying out actions or a series of public service actions.

In the implementation of public services must be based on service standards as a benchmark used as a guideline for the implementation of services and a reference for assessment of the quality of service as an obligation and promise of the organizer to the community in the framework of quality services, fast, easy, affordable, and measurable. Public services are regulated in Law No. 25 of 2009 on Public Services, this regulation is intended to provide legal certainty in the relationship between the community and the organizers in the public service. In addition, the regulation on public services aims to realize clear boundaries and relationships about the rights, responsibilities, obligations, and authorities of all parties related to the implementation of public services; in order to realize a system of proper public service implementation in accordance with the general principles of good government and corporations; in order to fulfill the implementation of public services in accordance with the laws and regulations; and in order to realize legal protection and certainty for the community in the implementation of public services.

The scope of public services includes public goods and public services as well as administrative services stipulated in the legislation. To ensure the smooth implementation of public services required trustees and persons in charge. The trustees consist of heads of State institutions, heads of ministries, heads of non-ministerial government institutions, heads of State or similar commission institutions, and leaders of other institutions; governors at the provincial level; regents at the district level; and mayors at the city level. The trustees have the task of coaching, supervising, and evaluating the implementation of the duties of the person in charge. While the person in charge is the head of the secretariat of the institution or the appointed official of the. The person in charge has a duty to coordinate the smooth implementation of public services in accordance with the standards of service in each task force; evaluate the implementation of public services; and report to the Supervisor of the implementation of public services in all units of public service units.

The implementation of public services includes the implementation of services; management of community complaints; information management; internal supervision; counseling to the community; and consulting services. In the event of incompetence, violation and failure of responsible

service implementation are the organizer and all parts of the organizing organization. In order to facilitate the implementation of various forms of public services, it can be done the implementation of an integrated service system. In addition, in order to improve the efficiency and effectiveness of services, cooperation between operators can be conducted including activities related to technical service operations and/or service support. In the event that the organizer has the scope of authority and public service duties cannot be done alone due to limited resources and/or in an emergency, the organizer may request assistance to other organizers who have adequate capacity. In case of emergency, the request of other organizers must be fulfilled by the organizer of the aid provider in accordance with the duties and functions of the organizer organization concerned based on the laws and regulations.

The Organizer may cooperate with other parties in the form of submission of some tasks of public service implementation to other parties with the provisions of the cooperation agreement set forth in accordance with the laws and regulations and in its implementation based on service standards; the organizer is obliged to provide information related to the cooperation agreement to the public; the responsibility of the implementation of cooperation lies with the recipient of the cooperation while the overall responsibility of the implementation lies with the organizer; information related to the identity of other parties and the identity of the organizer as the person in charge of the activity must be listed by the organizer in a clear and easily known place by the public; and the organizer and other parties have an obligation to include the address of the complaining place and the means to accommodate accessible public complaints, including telephone, short service messages, pages, e-mails, and complaint boxes. Other parties referred to in this case must be incorporated in Indonesian law in accordance with the laws and regulations. The cooperation held does not add to the burden for the community and in order to organize public services.

In the implementation of public services, service standards must be prepared by the organizer by paying attention to the ability of the organizer, the needs of the community, and environmental conditions. In the preparation is obliged to include the community and related parties. Service standards include legal basis; requirements; systems, mechanisms and procedures; settlement period; cost/tariff; service products; facilities, infrastructure, and/or facilities; implementing competencies; internal supervision; handling of complaints, suggestions, and feedback; the number of executors; guaranteed service that provides certainty of service carried out in accordance with service standards; guarantee of security and safety of services in the form of a commitment to provide a sense of security, free from harm, and risk of doubt; and evaluation of the performance of the.

By applying public service standards well, it is expected that the implementation of public services can produce public satisfaction as a party that receives services. In the implementation of public services, organizers are

required to implement effective, efficient, innovation and quality commitment. Because the orientation of public services is community satisfaction, the community gets services in accordance with what is expected or even exceeds the expectations of the community.

## **B. Institutional Capacity Development of Coastal Communities**

Some definitions of capacity building (Capacity Building) according to experts :

- Brown (2001:25), Capacity building as a process that can improve the ability of a person, an organization or a system to achieve the goals desired
- Marison (2001:42), Capacity building as a process to do something, or a series of movements, multi-level changes within individuals, groups, organizations and systems in order to strengthen the customization capabilities of individuals and organizations so that they can be responsive to changes in the existing environment.

### ➤ Capacity Building Levels

Capacity development efforts are implemented in various levels ( Soeprapto, 2010) that capacity development must be implemented effectively and sustainably at 3 (three) levels, namely:

1. **System levels**, such as frameworks related to governance, policies and basic conditions that support the achievement of certain policy objectivity;
2. **Institutional level or whole unit**, examples of organizational structures, decision-making processes within organizations, procedures and mechanisms of work, arrangement of facilities and infrastructure, relationships and organizational networks;
3. **Individual levels**, e.g. individual skills and requirements, knowledge, behaviors, job groupings and motivations of people's work within organizations.

### ➤ Capacity Building Objectives

According to (Daniel Rickett in Hardjanto,2006,p.67) mention "the ultimate goal of capacity building is to enable the organization to grow stronger in achieving its purpose and mission". It is further formulated that the purpose of capacity building is :

1. Accelerate the implementation of decentralization in accordance with applicable regulations.
  2. Proportional monitoring, duties, functions, financial system, mechanisms and responsibilities in the framework of the implementation of regional capacity building.
  3. Mobilization of government, local and other sources of funding. Effective and efficient use of funding sources.
- a) Institutional Understanding of Coastal Communities

Institutional is ; organizational system of social relations that materializes from some common values and brings together some basic needs of society. Institutional is derived from the word institution that has the meaning of a well-organized activity pattern that is usually followed by associations that are groups to carry out the pattern of activity (Widayati, 2003)

Leopold Van Wiese and Haward Becker in Wulansari (2009), looking at social institutions from the point of view of their function that mentions that social institutions are a network of processes of relationships between humans and between groups of people that serve to maintain those relationships and patterns in accordance with human interests and groups. Meanwhile, Soerjono Soekarno in Wulansari stated that social institutions are a set of norms of all levels that revolve around a basic need in people's lives.

- Characteristics of social institutions according to Selo Soemardjan and Soelaeman Soemardi in Wulansari (2009), mention as follows: ;p ola behavior manifested in the form of community activities and results. This social institution consists of behaviors, customs, customs and other cultural elements that are directly or indirectly incorporated in a unit of social institution functions.
- In every social institution, belief systems and various actions, it will become a social institution after passing the time of yabg relative lama.
- Each social institution has a purpose and has equipment tools used for the purposes of achieving the goals of that social institution. The form of equipment used between one community and another community is sometimes different, such as the use of fishing gear in fishing communities.
- Each social institution has a written and unwritten tradition that formulates its purpose, applicable discipline, etc. Such traditions are the basis for institutions in achieving their goals.

Uphoff (1986), suggests that institutional can be explained in three perspectives, namely sociology, economics, and development. Sociological and economic perspectives explain institutional in their natural reality. While the perspective of development explains that institutional is not in its natural reality but in the reality of development.

In traditional coastal institutions, human dynamics and resources are inevitable. The dynamics themselves mean a shift in interests, the number of users, and the power of institutional resistance to social, political, economic systems, including fisheries and ocean sector development policies. Traditional institutional dynamics focusing on management revolve around the debate of the importance of social objectives and economic objectives, the intake of technology, its adaptability to government policies or other external factors, and the amount of compliance, loyalty that coastal communities have in carrying out their institutional order. While the traditional institutional dynamics rest on the orientation of the economy in relation to the intake of technology, microeconomic institutions, such as cooperatives and other banking institutions (Nur indar, 2005).

### C. Improving Fishery Control Function

#### a) Supervision of marine resources

Indonesia as an Island Nation that has potential in the sea area. Utilization of potential in the sea area in Indonesia

certainly brings economic benefits for the State of Indonesia, but sometimes in the future something undesirable such as damage to the marine environment. In the rule of law that applies that the authorities in conducting supervision in the utilization of marine resources, especially fish resources, namely the State run by the Ministry of Marine Affairs and Fisheries.

In Law No. 31 of 2004 on Fisheries, the authorities in conducting supervision of marine resources, especially fish resources, namely fisheries supervisors. The task of the fishery supervisor is to supervise the orderly implementation of legislation in the field of fisheries (Article 66 of Law 31 of 2004 on Fisheries). Fishery supervision mandated by the Law consists of Civil Servant Investigators, and Non-Civil Servant Investigators.

The legal basis for fisheries supervisors to carry out their duties is :

- Law No. 17 of 1985 on ratification of the United Nations Convention on the Law of the Sea;
- Law No. 27 of 2007 amended by Law No. 1 of 2014 on The Management of Coastal Areas and Small Islands;
- Law No. 21 of 2009 concerning ratification of the Agreement for the Implementation of the Provisions of the United Nations Convention on the Law of the Sea of 10 December 1982 Relating to the Conservation and Management of Straddling Fish Stocks and Highly Migratory Stocks;
- Law No. 32 of 2014 on Marine;
- Law No. 45/2009 on Amendments to Law No. 31 of 2004 on Fisheries;
- Government Regulation No. 38/2007 concerning The Division of Government Affairs between the Government, Provincial Government, and District/Municipal Government;
- Presidential Instruction No. 15 of 2011 on Fishermen Protection, which mandates the Ministry of Marine Affairs and Fisheries to strictly crack down on any illegal, unreported, unregulated fishing and destructive fishing in the Indonesian National Fisheries Management Territory.

#### b) Community Role in Marine Resource Supervision

Seeing the vastness of Indonesia's territorial waters and the complexity of the problems that occur, demands a large role and responsibility that must be carried out by the Ministry of Marine Affairs and Fisheries, The Provincial and District Marine and Fisheries Service in conducting supervision of marine resources. But sometimes there are limitations of facilities and infrastructure and the number of surveillance personnel is still the main obstacle in achieving optimal surveillance performance. So in Article 67 of Law No. 31 of 2004 on Fisheries stated that the public can participate in fishery supervision.

Effectiveness of regulation and dimensions of supervision of fishery resources at the Ministry of Marine Affairs and Fisheries:

a. Reviewed from the perspective of its regulation, the regulation of resource supervision fisheries at the Ministry of Marine Affairs and Fisheries can be said to be quite effective because it is already based on the constitutional basis of the 1945 NRI Constitution and the relevant conventions of international law. As property supervision, the supervision of fishery resources is carried out through a law enforcement approach (surveillance), which is integrated with the Monitoring, Controlling, and Surveillance (MCS) system..

b. At the concept level, normativeization and its activities supervision of fishery resources are formulated into 4 (four) main dimensions, namely: supervision before fishing; supervision during fishing; supervision when conducting a catch-fish landing (during landing); and Supervision after post landing.

To overcome the various problems and issues that arise in the management of coastal and marine resources, a collaborative management model is needed that combines elements of the user community (fishing groups, fisheries entrepreneurs, etc.) and the government.

### III. RESEARCH METHODS

Types of qualitative research through phenomenological approaches

### IV. DISCUSSION

#### 1. How is the Institutional Role of Society in Improving Fishery Supervision Function

Management of coastal and marine resources to overcome various problems and issues that arise in the management of coastal and marine resources, it takes a collaborative management model that combines elements of the user community (fishing groups, fisheries entrepreneurs, and others) and the government known as Co-management that avoids the excessive dominant role of one party in the management of coastal and marine resources so that the habituation of aspirations in one party may be eliminated. Through this model, coastal and marine resource management is implemented by bringing together relevant institutions, especially the community and government and other stakeholders in every resource management process, ranging from planning, implementation, utilization and supervision. The division of responsibility and authority between stakeholders can occur in various patterns, depending on the ability and readiness of human resources and institutions in each region. The structure in this management model is not a static legal structure of rights and rules, but rather a dynamic process of creating a new institutional structure. In the long run, the implementation of this Co-management is believed to provide changes in a better direction, namely:

- Increase public awareness of the importance of coastal and marine resources in supporting life.
- Improving the ability of the community, so as to be able to participate in every stage of management in an integrated manner.

- Increase people's income with sustainable and sustainable and environmentally sound forms of utilization.

The success of management with the Co-management model is strongly influenced by the government's willingness to decentralize responsibility and authority in management to fishermen and other stakeholders. Therefore Co-management needs legal and financial support such as supporting policy formulation towards Co-management, allowing and supporting fishermen and coastal communities to manage and restructure the role of fishery management actors. Co-management combines centralistic resource management that has been widely done by the government (government based management) with community-based management. The highest hierarchy is at the level of cooperation, only then on consultative and advisory relationships. Cooperation relationships can include cooperation between sectors, between regions, as well as between actors involved.

#### 1) Cross-Sector Cooperation

In coastal areas, not only the fishery sector plays a big role. Other sectors also have a big role because they are interconnected to be able to solve existing problems. For example, related to the economy of coastal communities, the industrial and service sectors become sectors that have a large contribution in the development of productive businesses of the community. Related to environmental sustainability is also inseparable from the participation and involvement of the industrial sector where industrial waste is usually dumped into the water. Supporting infrastructure is also important to be able to develop the region and maintain environmental sustainability. Therefore, cross-sector cooperation is very important because each sector has its own interests. Each sector must support each other. The role of local government in this case is very large in order for good synergy in the development of each sector, so that nothing harms each other.

#### 2) Inter-Regional Cooperation

Coastal areas cannot be essentially administratively restricted. In relation to this, the areas included in an area (the existence of homogeneity both ecologically and economically) must work together to minimize conflicts of interest. Cooperation between regions can be raised through the establishment of cooperation forums or communication forums between local governments that have coastal and marine areas to anticipate early onset of the worst developments such as conflicts between fishermen. Agreement and determination of collective norms on the utilization of local resources in accordance with the spirit of regional autonomy must be disseminated widely and correctly to the fishing community so that they have the same viewpoint.

#### 3) Cooperation between Stakeholders

Efforts to reduce sectoral and regional inequalities clearly require specific strategies for comprehensive and sustainable handling. Therefore, there is a policy from the Central Government to bridge the issue of poverty and sectoral inequality and the region, through a mechanism of

cooperation between actors (stakeholders) involving elements of society (fishing groups), private parties / fisheries entrepreneurs (Private Sector), and the government (Government). As a nation's children who are concerned to see the conditions that become blurry portraits in the management of coastal and marine areas that have not provided welfare for the community, it takes serious attention in the form of breakthrough thinking for efforts to accelerate local economic development and development involving community partisans in the process and implementation of its management. Efforts to alleviate poverty and sectoral inequality and the region are pioneering a new paradigm, where regional development initiatives are no longer rolled out from the center, but are local initiatives (regions) to decide the best measures in implementing regional management plans and action plans that suit the needs and capacities.

## V. CONCLUSION

In principle coastal communities are people who live by relying on seafood in supporting the family economy, so that in their daily activities the majority of the population lives as fishermen, both in the position of traditional fishermen and modern fishermen, the institutional presence in the community is expected to provide solutions in every problem of fishermen, both in terms of facilities and infrastructure, resources, marketing and management aspects, the institution can not stand alone, but requires synergy from elements of society, stake holders, governments, businesses and academics and other related institutions, so that this institution has the power to improve the welfare of society

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