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Resources Exchange Model in Implementation Network of Fishermen Community Policy in Makassar City

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ABSTRACT

Public policy implementation network is a study that tried to accumulate all the stakeholders as potential resources to determine and implement a public policy. Fishermen community empowerment policy is the policy, which is complex because it includes varied stakeholders. The main objective of this study is to develop a model of resources exchange in the implementation network of fishermen community empowerment policy in Makassar City, which includes the availability of resources and the rule of the game of resources exchange. This study uses qualitative design and case study strategy. Based on the pairing patterns technique, the availability of the resources needed by the fishermen group has not been sufficient to run his business. This is caused by a major source of funding in this policy from the central government. Then, the fishermen community empowerment policy is still dominated by rule of the game of public bureaucracy as the policy implementer in the resources exchange. Therefore, local governments need to develop the synergy with all stakeholders and establish a rule of the game based on the network-based organization.
Keywords: *Resources Exchange, Implementation Policy Network, and Fishermen Community Empowerment Policy*

ABSTRAK

Hubungan pelaksanaan kebijakan publik merupakan studi yang mencoba Untuk mengumpulkan semua stakeholder sebagai sumber daya potensial untuk menentukan dan melaksanakan kebijakan publik. Kebijakan pemberdayaan masyarakat petani adalah kebijakan yang menjadi komplek yang menyebabkan stakeholder bervariasi. Tujuan utama dari penelitian adalah bagaimana mengembangkan model pertukaran sumber daya di hubungan pelaksanaan kebijakan nelayan laki-laki di Kota Makassar, yang meliputi ketersediaan sumber daya dan aturan permainan pertukaran sumber daya. Penelitian ini menggunakan metode kualitatif dan strategi studi kasus. Berdasarkan teknik pola pasangan, ketersediaan sumber daya yang dibutuhkan kelompok nelayan belum cukup menjalankan bisnisnya. Hal ini disebabkan oleh sumber utama pendanaan yang

dalamkebijakaninidaripemerintahpusat.Kemudian,kebijakanpemberdayaanmasyarakat nelayan masih didominasi oleh aturan permainan birokrasi publik sebagai pelaksana kebijakan dalam pertukaran sumber daya. Oleh karena itu, pemerintah daerah perlu mengembangkan sinergi dengan semua stakeholder dan membangun atruan main berdasarkan organisasi berbasis jaringan.
Kata kunci: Resources Exchange, Implementasi Hubungan Kebijakan, dan Kebijakan Pemberdayaan Masyarakat Nelayan

INTRODUCTION

Policy implementation network is a concept recently developed to realize policy goals in complex environment. This is important to bear in mind because a public policy often faces complex problems and varying interests among stakeholders involved. Another issue like poverty is considered as a complex problem which could not be overcome by individual organization (Rob- ert, 2000).

In this context, those who implement public policy are public organizations. Generally, organizations seek the way to reduce organizational uncertainties they face (Levine and White, 1961). This condition leads an organization to do resource exchange with other organizations where this process provides resource availability an organization needs in order to deal with resource scarcity.

In policy implementation network, resource exchange is a social process that can create more effective way of implementation process because of resource scarcity, and most organizations work with their specialization so that they have to do exchange with others for gaining needed resource. Exchange among organizations in implementation process is more likely to encourage better cooperation when dealing with a problem which needs two or more organizations rather than single organization.

This study focused on the empowerment of the fishermen in Makassar. These people are a group of societies that need extra attention from government due to the fact that Indonesia is well known as an archipelagic country and most of its area have coastline. This will bring maximum impact to all, especially the fishermen, if the government can empower them. To make that hap-

pen, government has the ability to produce social intervention through public policy. However, generally speaking, one policy usually has to deal with many even greater challenges and problems in the implementation process.

Poverty faced by the people who live around coastline is very complex and needs empowering solution. This can be seen as coastal area and sea in Indonesia extend more or less 81.000 km coastline and there are about 17.508 islands in which around 8.5 million km² of its area are inside Indonesia economy exclusive zone. This areas haverich biological diversities and resources.

Furthermore, based on BPS data in 2011, South Sulawesi Province had 835.5 thousand people (10,27%) under poverty line where many of them live in coastal area and about 53% of the total of fishermen in Indonesia were considered poor (Satria, 2001). Fishermen in Makassar city still encounter with the same problem known as poverty. This condition is caused mainly by the lack of public policy implementation in Makassar city where resource exchange is unbalanced, and rules of the game used is mostly driven by rule oriented and bureaucratic thinking. Based on that phenomenon, this studyfocused mainly on how resources were exchanged in the implementation of fishermen empowerment policy in Makassar city.

THEORETICAL FRAMEWORK
PREVIOUS RESEARCHES

There are several works related to the study of policy implementation network as follows: 1). Susanti, Gita (2012). Democratic-public service network (case study: coordination system in the determination of network base education service strategy in Makassar Regency). The results show the failure of education council (DKPM) in Makassar to determine network base education service strategy due to the lack of coordination system and authority held by DPKM. 2). Poverty reduction policy model based on fishermen empowerment in Takalar Re- gency. This research indicates that assistance program from the

government suited the people's need, but the resources which were required to empower them were not sufficient to produce maximum outcomes. As a result, the fishermen in Takalar regency were less empowered. 3). Parewangi, Anwar (2011). Implementation of national program of people empowerment: study of social-economic infrastructural development in South Sulawesi. The results shows that program recorded in MPK were not fully realized, because first commodity, organizational capacity and among organizations which were responsible for the program did not show commitment and coordination with related institutions. 4). Taufik (2013). Public policy network (case study: implementation policy of syari'at Islam in Bireuen Regency). This study shows that implementation of syari'at Islam from cognitive aspect was effective, whereas regulative and normative aspect were not.

Based on the previous study mentioned above, this research focuses on resource exchange model in fishermen empowerment policy implementation in Makassar Regency. The implementation of this policy becomes more complex due to resource scarcity among actors involved. This condition then leads resource exchange to take place in order to optimize implementation process.

The term "network" is usually used to describe and explain the clusters of different actors which are then connected to one another in political, social, and economic context. This condition explains the situation in which actors in the government have always faced. The government by nature has limited resources which then turn the actors within that organization to see the network as a strategy to connect various different actors and overcome resource scarcity at the sametime.

Attention has increasingly been paid on the network as a form of managing government, mainly in public policy. This explains that modern society, economy and culture are a product, resulting from many different actors that are interdependent to one another. This form of governance is different with the two previ-

ous forms known as hierarchical-weberian or pure market form of government. Policy network becomes a certain fenomenon, which keeps developing, in the political process, policy formulation, as well as implementation.

PUBLIC POLICY IMPLEMENTATION NETWORK

Implementation phase is often confronted with problems caused by limited resources. This scarcity of resources then finally makes one policy failed to meet policy goals. As one of the components in policy discourse, implementation process plays a key role in determining whether or not a policy will succeed to overcome social problems and meet public's demand (Jones, 1984). Implementation study gained much attention from scholars and rapid developments of this study can be seen as a raising awareness in order to have succeeded realization of public policy.

With respect to that matter, relation between/among organizations as a policy implementation approach is crucial for overcoming resource scarcity. Menzel (1987) argues "one important relational property is resource dependency". This clearly states that relational aspect between/among organizations is driven by resource dependency so that policy implementation network is a unit of analysis which can be used to comprehend realization of a certain policy.

Beside having the same interests, exchange is also a reason for organizations to seek and maintain cooperation with other organizations (O'Toole, 2005). This cooperation then can be noticed as a networking system which facilitates exchange in implementation level. Public policy implementation network is a study focusing on utilization of resource among stakeholders involved. With the use of resources together, implementation of a certain policy will indicate the efficiency and effectiveness of policy performance.

THEORIES OF NETWORKS IN POLICY IMPLEMENTATION

In the study of network policy implementation, there are sev-

eral theories which explain policy implementation phenomena, and they are resource exchange, resource dependency, and institutional theories.

RESOURCE DEPENDENCY THEORY

Resource dependency theory is a theory which argues that the aim of an organization is to reduce its uncertainties on other organizations and try to seek strategy in which this organization can manage those resources. This theory seeks to deal with environmental challenges by using provocative strategies to access resources available in its environment (Jones, 2004; Jaffee, 2001; Powers, 2001; Beccerra, 1999; gulai&Gargiulo, 1998).

The basis of this theory is to reduce dependency on resources that has to do with the ability to control the resources. In other words, by controlling the resources, an organization can have more power to compete in the context of facing environmental uncertainties.

Resource dependency on other organizations need to be managed well, and in doing this, firstly, an organization has to influence other organizations in order to gain resources needed. Secondly, an organization has to respond the needs and demands of other organizations in its environment. Next, the degree of organization's dependency on certain resources is a function of two factors; the first, how important is the resources in the sustainability of the organization. The second, to what extent that the organization is known by other organizations (Jones, 2004).

INSTITUTIONAL THEORY

This theory is different with resource dependency theory mentioned above. While resource dependency theory states the importance to determine network strategy in order to gain resources, institutional theory explains that values and norms in an organization are crucial in determining access to the resources. In order to have this access, an organization has to have accept-

ability and legitimacy derived from its environment.

According to institutional and contingency theory, an organization intervenes its internal component in a form of adjusting its structural organization and strategy and strengthening its organizational values and norms. These two theories have similar view of strategy known as internal looking for an organization in dealing with highly competitive environment.

Basically organization is similar with institution, but they are different in the context of economy and bureaucracy. Each of these has distinct, certain instruments in achieving its aims. Organization as institution has the so-called sociological components, containing values, norms, and cultures that directly affect people's behavior in the organization. On the other hand, according to Jaffe (2001), on bureaucracy model, viewing organization as an institution is less rational and formal because people in the organization are controlled by emotion and tradition, not by formal-rational instruments in attaining its goal.

Institutional theory is a theory which studies how organization can improve its capacity to grow and survive in a highly competitive environment by being trusted in the eyes of its stakeholders (Jones, 2004). Certainly, normative values of organization namely, efficiency, effectiveness, and economic as a foundation in reaching organizational goals require attention so that the organization can successfully survive in this globalization era.

Furthermore, this theory focuses its attention on networks among organizations as a strategy in gaining resources held by other organizations. Then this study seeks to reveal the relations among actors within an existing network, and the theory, which fits to explain this situation, is a resource exchange theory (Coock, 1977).

RESOURCE EXCHANGE

Organization is a place and instrument used to reach a certain purpose. In this more and more complex era, an organization has to deal with many uncertainties which can hamper the

achievement of its vision. In accordance with that condition, some organizational theorists began to conceptualize organization as an open system rather than a close once. Thus, an organization ideally has to be able to adapt with changes and seek the best strategy in order to survive and achieve its goals. One of the strategies which recently gained a lot attentions by organizational theorists is the effort that organization made to build relations with other organizations to overcome resource scarcity. This view gives us a fundamental description that an organization will develop its capacity and adapt with some organizational uncertainties, using organizational network.

Organizational relationship can be understood as a consequence of inability of one organization to fulfil their all needs alone. Needed resource by one organization may belong to others so that the organization will try to link itself to those who have resources they need. Hugh Compston (2009) says that resource dependency is likely to happen when one actor (individual or an organization) wants or needs resources which are controlled by other actors. Furthermore, resource exchange presupposes that only relevant resources can be transferred. On this basis, we can define that resource in the context of implementation network is (1) controlled by political actors, (2) wanted by other actors, and (3) can be exchanged with something which is relevant.

Interactions among organizations can be seen as a network, which channels exchange, and other forms of inter-organizational activities. Exchange happens as a consequence of resource scarcity and there is no organization that can avoid it. This situation forces or significantly encourages an organization form relations with others as a strategy in fulfilling their limited resource. In other words, resource scarcity creates organizational interdependency (Aldrich, 1974).

Theoretical exchange approach is a dominant perspective used to explain inter-organizational relations (Levine and White, 1969). Aldrich (1974) also mentioned one similar perspective called resource-dependency theory. Organizational relations occurs as a

result of their resource dependency, so that exchange is becoming an interesting and primary unit of analysis to understand relations between two or more organizations. Resource exchange thus is based on symbiosis mutualism which can also be fundamentally understood as a transactional process.

Exchange relations between/among organizations are generally generated by two interrelated things namely specialization and scarcity. Most organizations perform the function of specialization and should do resource exchanges with other organizations to obtain other resources and sell their products. According to Levine and White (1961), resource scarcity forces an organization to limit their activities over specific functionality. This limited functionality then requires access to certain elements where an organization seeks to get needed resource through exchange with other organizations.

The finding by Levine and White (1961) reveals that the level of interaction between organization and the type of element that is exchanged depends on the function of organization so that some organizations need more exchange than others. Thompson (1967) then explains this further by saying that organization will seek to reduce uncertainties and try to enter into exchange relations in order to have more predictable environment. The next step which is a prerequisite toward resource exchange is concerned with resource availability and rules of the game.

RESOURCE AVAILABILITY

Resource exchange can be undertaken when actors (individual or collective) have resources. Resource availability also determines actor's position and influence within a certain public policy network. Dahan (2005) then classifies resources into several categories. Firstly, primary resource is resources which have strong impacts over public policy formation such as expertise, funds, and pressure from other stakeholders in the form of demonstration, petition, and media. Secondly, supporting resource is resource which relates to relational and recreational skill, and it can en-

able a firm to have access to government and journalist. Third is complementary resource which strengthens the impact of primary resource such as public image, political reputation, financial resource, expertise, and stakeholders' support.

The categories of resources mentioned above explicate that resource level of the actors will determine their influence over public policy formulation and implementation. There are various types of actors in policy network where they interact one another to shape policy process. The types of actor can be broadly grouped into public and private actor. These two types of actors have different resource although there are some resource which overlap. Hugh Compston (2009) then tried to identify various kinds of resources he found in literatures, and classified the main resources based on the types of actors who own them. The main resources are categorized into three groups: 1). Resources controlled only by public actors such as policy amendment and access to policy formulation. 2) Resources whcih may be exchanged even by public and private actors such as veto power, information, cooperation with implementation, resources to the court, political support, and patronage. 3) Resources owned only by private actors such as foreign investment and fluid funds.

RULES OF THE GAME

According to policy network theory, public policy is the result of interactions among actors involved. Policy network can be well described as the complexity of various organizations connected one another on the basis of resource dependency. Individuals or organizations establish relations in order to tackle resource scarcity they have. This interaction shapes values or norms which are agreed by actors within a network. In other words, policymaking is a process where exchange takes place among actors involved by using their political strategies in an accepted rules of the game (Rhodes, 1985).

The rules are designed to facilitate continuous interaction in the public policy network. Policy network can also be illustrated

as a "game", so rules are then required in order play the game. Without rules, a game will not exist. This can influence actors' behavior within the public policy network and function to control the process of resource exchange.

RESEARCH METHOD

This research was conducted in Makassar City as many residents live around coastal areas. Research design is qualitative approach and case study is chosen as a research strategy. This strategy and research design aim to obtain deep information regarding to the resource exchange model in the fishermen empowerment policy implementation network in MakassarCity.

Informants were selected by purposive sampling technique where we had the names as follows: a) Head of marine field in marine and fisheries department of Makassar City. And b) Business group of guided fishing communities. Observation, deep interview, and documentation were used as instruments of data collection of this research. All informants were interviewed and various documents such as regulations and reports relating to implementation program were collected to support data accuracy. Analysis of this study used data reduction, data display, and verification (Miles and Huberman, 1992).

FINDING AND DISCUSSIONS

Resources Availability in Policy Implementation Network of Fishermen Empowerment in Makassar

This section explains about the resources availability in empowerment policy implementation network of fishermen community in Makassar. Scarcity of organizational resources forcing organizations to restrict their activities on a limited specific functions (Levine & White, 1961). Hence, this condition make organizations needs to exchange resource in order to meet the organization's resource scarcity. In doing the exchange of resources, it is requirement for organization to have decent resources.

Availability of the existing resources will affect the position and influence of actors as well as involvement in the policy process on a particular policy network. The exchange of resources among actors consists of three type resources, namely primary resource, supporting resource and the complementary resource (Dahan, 2005).

TABEL 1

NO	INDICATOR	INFORMANTS		
		FISHING GROUP	PROCESSING GROUP	MARKETING GROUP
1	Resource availability	Recipient: ✓ Sailing skill ✓ Limitedsailing equipment Provider: ✓ Equipment fund ✓ Capacity building with training program	Recipient: ✓ Sailing skill ✓ Limitedsailing equipment Provider: ✓ Equipment fund ✓ Capacity building with training program	Recipient: ✓ Sailing skill ✓ Limited sailing equipment Provider: ✓ Equipment fund ✓ Capacity building with training program
2	Resources adequacy	Recipient: ✓ Equipment fund is limited ✓ Capacity building program is not good enoughto cover all fishermen. Provider : ✓ Limited training program budget ✓ Limited training program and assisting equipment	Recipient : ✓ Equipment fund is limited ✓ Capacity building program is not good enough to cover allfishermen. Provider: ✓ Limited budget to implement training program and equipment program. ✓ Limited training program and assisting equipment	Recipient : ✓ Equipment fund is limited ✓ Capacity building program is not good enough to cover allfishermen. Provider: ✓ Equipment fundis limited ✓ Capacity building program is not good enough to cover allfishermen.

Source : Data reduction 2016

In this research, the resources exchange in the policy implementation network of fishermen community empowerment in Makasar in terms of availability of resources covers two aspects.

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They are the availability of resources and the adequacy of resources. This study analyzes availability of resources in the policy implementation network of fishermen community empowerment in Makassar is categorized in the three cluster assisting groups. They are: the fishing group, processing group and marketing group in which all of these groups basically have the same resource availability.

In the first aspect, the resources availability in this study relates to the availability of resources controlled by giver and receiver as the actors involved in the exchange resource. The provider refers to the government and funding agency. Citizens act as the recipients who are required to develop a group so it would be easily to be organized and effectively facilitated in terms of the implementationofempowermentprograms.

According to above table, availability of resources is controlled by the resources provider which consists of equipment resources and capacity building resource through training programs. The table also shows that availability of resources in the three clusters of target groups consist of skill and equipment despite in limited amount. Availability of both resources from resource providers are offered to fishing, processing and marketing groups as the target group of fishermen community empowerment program in Makassar.

All target groups have skill based on their experiences. All members of a fishing group have a reliable capability in sailing and navigation, processing group has the ability to manage raw materials from the sea and marketing group experienced in distributing marine products to traditional markets. Although they have equipment resources to support their daily activities, however their equipment has limited capacities.

The second aspect is resources adequacy. In this study resources adequacy analyzed based on three target groups. All target groups which divided into three clusters obtain the same resources, but these resources have not been sufficient. All target groups received resource equipment but it does not meet needs

TABLE 2

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NO	INDICATOR	INFORMANT		
		FISHINGGROUP	PROCESSING GROUP	MARKETINGGROUP
1	Rule availability	Internal recipient: ✓ Thereis informal rule Provider and recipient : ✓ Managed by regulation of the Ministry of Finance, Number 168, 2015	Internal recipient: ✓ There is informal rule Provider and recipient : ✓ Managed by regulation of the Ministry of Finance, Number 168, 2015	Internal recipient: ✓ There is informal rule Provider and recipient : ✓ Managed by regulation of the Ministry of Finance, Number 168, 2015
2	Regulation implementation	Internal recipient : ✓ In implementation process, regulation is not applied consistently. Provider and recipient: ✓ Theregulationis applied consistently	Internal recipient : ✓ In implementation process, regulation is not applied consistently. Provider and recipient: ✓ The regulation is applied consistently	Internal recipient : ✓ In implementation process, regulation is not applied consistently. Provider and recipient: ✓ Theregulationis applied consistently
3	Punishment	Internal Recipient: ✓ There is no punishment which were agreed Recipient and Provider: ✓ There isa punishment	Internal Recipient: ✓ There is no punishment which were agreed Recipient and Provider: ✓ There a is punishment	Internal Recipient: ✓ There is no punishment which were agreed Recipient and Provider: ✓ Thereisapunishment

Source: reduction data 2016

of all target groups. In addition, capacity building program for members of the target group through training programs have not been carried out intensively.

Based on the above explanation, this study indicates that the

availability of resources which be exchanged between the provider and recipient are limited resources. Inadequacy of resources between the two parties led to the ineffectiveness of the exchange of resources.

Rule of the Game of Exchange Resource in Policy Implementation Network in Makassar Fisherman Community Empowerment Program

This section explains the rule of the game that managed the exchange resource in resources policy network to empower fishing communities in the coastal area of Makassar. There are two types of rule of the game namely formal and informal rules. These rules control the behavior and interaction between actors in resources exchange process. There is no activities that exists without the rule which have been agreedpreviously.

The process of developing rules in a networking is determined by interaction between actors to be agreed about value and norms. These value and norms manage interaction process of actors in networking. According to Rhodes (1985), rule of the game became arena of all actors in utilizing their political strategy that may affect rule in resource exchangeprocess

According to the above table, policy implementation networks of fishing community empowerment, in terms of rule of the game, involves three aspects of analysis. They are availability of regulation, implementation of regulation and punishment as cause of failed implementation. Availability of regulation in policy implementation network is basically the same in whichall target groups - fishing, processing and marketing groups – received financial assistance and equipment support. Rule of the game were agreed by all members of internal group. Rules refer to distribution of jobs in the group and distribution of funds to all members of fishermen group to buy equipment. Furthermore, rule of the game were agreed in processing group refers to the developing savings groups account where all members of the group make a payment each month to the group's bank account. Then the rules regarding payment of fees were also charged to all members

of the group whom have borrowed capital from the group's saving. Furthermore, the marketing groupmembers were also agreed to have group's saving in bank.

Then the rule of the game between the provider (government) and the recipient (fisherman community) regulates fund and equipment assistances distributed gradually. This rule were made and agreed based on regulation of the Ministry of Finance number 168 Year 2015. Furthermore, the government also offers rewards to any group that is considered achieved best performance will has opportunity to visit another community in Indonesia where it is considered as outstanding group as benchmarking process. The government will cover all accommodation and transportation costs of this benchmarking travel for all members of best performance group.

Implementation of the rules by all of target groups was not applied smoothly. For instance, in the fishing group, group members cannot consistently deposit their fees to group's savings because they do not have stabile income due to unpredicted weather factors. In contrast, the processing group, the group members successfully manage their saving because the product marketing process went well. In addition, the processing group also has successfully gained amount of money from 1% interest from the loan of each group members as they agreed upon.

During the program implementation process, the Agency does not withdraw or suspend aid programs from all target groups since most of them have implemented programs quite well. In terms of financial fund, the Agency has transferred the amount of money gradually in accordance with the regulation of the Ministry of Finance number 168, 2015 to all target groups. Furthermore, a target group which has achieved the best performance already did benchmarking study with visiting a successful group in Bali.

In terms of punishment in internal fisherman community, the fishing group does not have any agreement regarding sanction system. Conversely, the processing group agreed to   have

punishment system which is applied penalties fee for a member whom could not make a payment as scheduled. Furthermore, the head of group gave verbal reprimand to the group member who violates the agreement. Regarding cooperation between the Agency (provider) and the fisherman community (recipient), both groups have agreed punishment which applies to groups that violating the agreement. The Agency will suspend the aid and withdraw the financial and equipment when the target group has been proven misused or not used financial and equipment as stated in agreement.

In all, this study indicates that the implementation of rule of the game in this policy does not apply optimally. Most of regulations that have been agreed were violated. For example, the withdraw regulation for unsuccessful target group. In addition, this study also indicates that the rule of game in resource exchange is not implemented effectively due to lack of commitment of Agency in imposing sanctions. This shows that therule of the game is still dominated bybureaucratic rule (Alwi&Kasmad, R, 2014).

CONCLUSION

Exchange resources model in policy implementation network in case of fisherman community empowerment the Makassar is not applied effectively. This study shows that there is limited resource which has been managed by the Agency - Makassar city government – that acted both as provider and as policy implementer.

In addition, this study also found that rule of the game in implementing the policy. This regulation also applied in fisherman community as target group. However, the regulation was not imposed effectively. Therefore, this study suggests the government as the main provider of exchange resources should encourage other organizations to act as providers of resources through resource sharing system.

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