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Poverty in Golden Fishing: A Regulatory Impact Assessment of Fishermen Poverty in Indonesia

Abstract

An area's wealth of natural resources can bring prosperity to its people. However, this is not the case with the fishermen in the Maluku Tengah Regency, Maluku, Indonesia, who live in the Golden Fishing area. For nearly 20 years, fishermen in this district have lived below the poverty line. In this study, RIA will be used to evaluate policies from the central government level to the district government level. The goal is to add to the repertoire of knowledge in the study of public policy and see the causes of this issue and alternative solutions. This field research uses a qualitative approach with a Regulatory Impact Assessment (RIA) analytical instrument. This study found that the government needed adequate strategies and designs to get fishermen out of the poverty trap. As a result, the government needs help to make quality policies. So that the strategic plan of the Fisheries Service of the Maluku Tengah Regency, which should be the spearhead of fisherman poverty reduction policies, becomes the most dominant inhibiting factor in creating fishermen's welfare. The proof is that many programs in the strategic plan do not favor fishermen. So the Fisheries Service of the Maluku Tengah Regency needs to evaluate the strategic plan as a whole so that it can have a positive impact on fishermen.

Keywords:

Introduction

This article intends to conduct a policy analysis using the Regulatory Impact Assessment (RIA) instrument to evaluate policies that hinder reducing poverty for fishermen in the Tengah Maluku Regency. A Regulatory Impact Assessment (RIA) is a crucial instrument for determining whether a government-posed policy has achieved its objectives (Deighton-Smith et al., 2016). A Regulatory Impact Assessment is also a tool to improve policy quality and assess the impact of the policy itself (Mousmouti, 2018). Another view shows that an RIA is essential to improving

efficiency, effectiveness, transparency, and accountability in decision-making (Jakupec & Kelly, 2016). The goal of an RIA is to integrate public participation into the policy formulation process systematically (Staroňová, 2014). The absence of an RIA can result in unaccountable, non-transparent, and inconsistent regulations (Kurniawan et al., 2018), even though an RIA alone is not enough to be used as a basis for decision-making. However, an RIA is an excellent guide to improving the quality of political and administrative decision-making while at the same time providing important political value in the aspect of community involvement and accountability (Hudiyanto & Retnandari, 2012).

Most of the research conducted with a Regulatory Impact Assessment proves that an RIA needs to be optimally used as a standard and method to improve policy quality. A study in Slovakia illustrates how an RIA is still not generally regarded as an essential element in the overall policy formulation system or as a tool for improvements in policy design and coherence by presenting evidence to decision-makers. This study draws attention to the importance of standardizing RIA documents, which forces the government to provide more detailed answers and broaden the scope of policy assessment. This research from Staronova shows a significant factor determining the effectiveness of reforms, namely internal expertise and political support for using an RIA. Staronova suggests a framework for analyzing RIA documents with a fundamental understanding of knowledge utilization theories (Staronova, 2016).

Meanwhile, research in Portugal adopted an RIA to analyze the impact of policies on Public-Private Partnerships (PPP) on water management. This context can provide an opportunity to observe and assess results based on customer protection, governance, finance, infrastructure and operational sustainability, and environmental improvement. Three steps were considered when evaluating the impact of legal reform: the status quo (scenarios and perspectives), assessment, and consultation. At the same time, related policy objectives and the main gaps to be addressed in the review of the policy framework are related to the economy, operational sustainability objectives, and infrastructure (de Carvalho et al., 2018).

Another study conducted in the European Union suggested that the methods applied to an RIA should ensure an acceptable level of internal and external validity with management objectives. This is to fulfill the value commitments in EU law on assessing policies and provide structured internal and external validity (Purnhagen & Feindt, 2015).

In Indonesia, the research conducted by Kurniawan et al. found that an RIA has yet to be used optimally in preparing various regulations in Indonesia, both at the central and local government levels. The findings show that using RIA is only a pilot project and is not sustainable in both the central and local governments. There are several factors: lack of leadership commitment, knowledge of the apparatus (policy makers) from the mindset and perception, budget constraints, legal support, and socialization. In addition, the regulations must be accountable, transparent, and consistent so as not to make it difficult for the government to pursue economic and social welfare (Kurniawan et al., 2018). Another study using RIA evaluated Law Number 7 of 2016 concerning the Protection and Empowerment of Fishermen, Fish Cultivators, and Salt Farmers, which was considered counterproductive and ineffective (Haendra et al., 2021).

On the other hand, the decentralization process in Indonesia has transferred most of the central government's authority to local governments. According to The Asia Foundation, this dramatic transition, although relatively positive from the perspective of democracy, has colored administrative problems and intensified policies that were not well targeted. For example,

the regional policy formulation process is characterized by weak analysis, the absence of an effective review mechanism, and limited public participation. As a result, problematic regional regulations arise (The Asia Foundation, 2011). For example, in 2016, the Ministry of Home Affairs found 3,143 problematic Regional Regulations (Qadri et al., 2019).

Based on the results of previous studies above, it is essential to conduct research in evaluating public policies using the Regulatory Impact Assessment instrument. However, the earlier studies still assess policies only at the central government level rather than at the local government level, namely in regencies and cities. So to fill this void, it is essential to conduct research using the same instrument to evaluate policies from the central government to the district level. The aim is to increase the repertoire of knowledge in public policy studies and to see the cause of a problem and alternative solutions.

In this study, an RIA will be used to evaluate policies from the central government level to the regency government level. All the assessed policies have a strong wedge with the analyzed problem. In this study, the Maluku Tengah Regency became the research location. This regency was chosen based on empirical data that the natural wealth contained in the Maluku sea should be positively correlated with the level of welfare of fishermen as a community group directly involved in exploiting the potential of these fishery resources. However, the opposite happened. This natural wealth has yet to be managed optimally, so fishermen in the Maluku Tengah Regency still need to improve.

Maluku Province is known as the Golden Fishing region, as it is one of the largest fish-producing areas in Indonesia. Statistics Indonesia (BPS) has recorded that for twenty years (2000-2020), fish catches in Maluku are among the largest in Indonesia (BPS, 2022b). From the high fish catch, fishermen in the Maluku Tengah Regency contributed most of the fish (BPS, 2022b).

The fact is that the Maluku Tengah Regency should not continue to be the poorest regency in Maluku. However, BPS noted that the Maluku Tengah Regency during those twenty years was also the most impoverished area in Maluku Province (BPS, 2022a).

Meanwhile, Maluku Province itself, in 2022, was listed as the poorest area in Indonesia. Poverty in this area reaches 65,730 people in Maluku (BPS, 2022a). Although fish catches are abundant, this does not significantly affect the welfare of the population, who mostly live in coastal areas. At the same time, Maluku's coastal areas are pockets of physical and social poverty due to geographical isolation (Hentihu et al., 2020). So poverty among fishermen requires government intervention and concern (Islam & Chuenpagdee, 2013). In the context of this research, the form of anxiety and worry is a policy that favors the poor fishing community.

Public policy must be maintained over a long period to have the desired impact (Patashnik & Weaver, 2021). Unfortunately, sometimes policies are based only on the beliefs and preferences of the elite, not on evidence (Kammermann & Angst, 2021). Several previous studies agree that the opinions of these elites influence the formation of preferences and instruments, which in turn shape a policy (Bidwell, 2013; Moyson, 2017). However, often, the elites have conflicting beliefs (Knox-Hayes, 2012).

Meanwhile, poverty reduction policies for fishermen require different handling. Otherwise, it will result in greater poverty (Jentoft et al., 2010). Fishing poverty alleviation has challenges that are not easy, so they need concrete ideas to solve them because fishing is a profession with various risks—for example, natural hazards and technological failures, and market risks such as rising fuel prices (Andrade, 1998). & Midré, 2011). Other risks include disease (Kissling et al., 2005), politics, and security, such as theft and conflict (Béné & Friend, 2009). This condition will

be much riskier if fishermen face climate (Allison et al., 2009). So fishermen's poverty reduction policies require more understanding because their characteristics differ (Martinez-Cordero & Sanchez-Zazueta, 2021). However, if fishermen are organized through reasonable institutional arrangements, it can help them collectively improve their welfare (Kalikoski et al., 2019). The ATAP is an example of a successful stewardship program for fishermen's welfare (Murray et al., 2022). Therefore, how effectively the Indonesian government implements the fisherman poverty reduction policy is crucial to examine.

Methods
Research Approach

This field research uses a qualitative approach and instrument Regulatory Impact Assessment (RIA), as the unit of analysis. A qualitative approach is an iterative process so that a better understanding can be achieved and closer to the phenomenon being studied (Aspers & Corte, 2019). At the same time, an RIA is an instrument for assessing the impact of policies (Hertin et al., 2009; Kurniawan et al., 2018; Mousmouti, 2018; Staroňová, 2014). An RIA has four analytical

processes: problem analysis, regulatory mapping, stakeholder analysis, and cost and benefits analysis (Kaye & Gibbons, 2008; Widaningrum & Retnandari, 2016). The following will explain the four, namely:

a) Problem analysis is a temporary study to find out the causes and alternative solutions to these problems.

b) Regulatory mapping is an instrument to review or improve related regulations so that the policy hits the target.

c) Stakeholder analysis is carried out so that it is easy to understand the scope and related factors that determine the course of a policy at the formulation and implementation level.

d) Cost and benefit analysis is used to understand and measure a policy's impact comprehensively.

This study analyzes poverty reduction policies for fishermen in the Maluku Tengah Regency. The approaches examined are from the central to regional levels related to poverty alleviation for fishermen in the area. Meanwhile, the poverty of fishermen in the Maluku Tengah Regency is unique and unusual because it occurs in an area rich in marine products.

Table 1.
Research Informants

Stakeholders	Position	Informant Purposive
Government	Fisheries Service of the Maluku Tengah Regency	Head of Small Fisherman Empowerment, Fisheries Service of the Maluku Tengah Regency
	Department of Fisheries and Maritime Affairs of Maluku	Head of Section for Capture Fisheries, Fishermen Empowerment, Small and Outer Islands of the Department of Fisheries and Maritime Affairs of Maluku
District House of Representatives	Commission B: on Fisheries, Agriculture, Forestry, and Environment of the DPRD Maluku	Member of Commission B for Fisheries, Agriculture, Forestry, and Environment of the DPRD Maluku
	Commission D: on Education, Health, and Community Welfare of the DPRD Maluku	Secretary of Commission D for Education, Health and Community Welfare, DPRD Maluku
Academics	Lecturer of the Faculty of Fisheries and Marine Sciences, University of Pattimura Ambon	Head of Fisheries Resource Utilization Study Program, Faculty of Fisheries and Marine Sciences, University of Pattimura Ambon
Community	Small Fishermen[1]	Small Fishermen

Source: Researcher Process, 2022

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[1] Small fishermen are people whose livelihoods are fishing to meet the needs of daily life using fishing vessels with a maximum size of 5 (five) gross tons (GT). Article 1 paragraph (11) of the Law of the Republic of Indonesia Number 45 of 2009 concerning Amendments to Law Number 31 of 2004 concerning Fisheries.

The Technique of Informant Determination

Informants are individuals who truly know and experience the problems directly being studied. In this study, the informants were determined via the purposive sampling technique, namely the sampling technique used by researchers, if they had specific considerations in taking the sample. This technique is based on the review that the selected informants must know and be involved in the poverty reduction process of fishing communities in the Maluku Tengah Regency. Because the subjects of this study consisted of several groups, the informants were taken based on the characteristics of the studied subjects. The informants taken are as follows:

Data Type and Source

The data in this study include both primary and secondary data. Primary data is a research source that is obtained directly from the start in the form of interviews and observations from individuals or groups (people) as well as comments from an object, event, or test result (object). For example, the researcher used in-depth interviews and direct observation at the research site to obtain primary data. At the same time, the secondary data in this study were obtained through intermediary media or indirectly in the form of journals, records, archives, and several policies related to research. The following are the details of primary and secondary data:

Weaknesses in the types and sources of data are not making reports as the final step of the Regulatory Impact Assessment process.
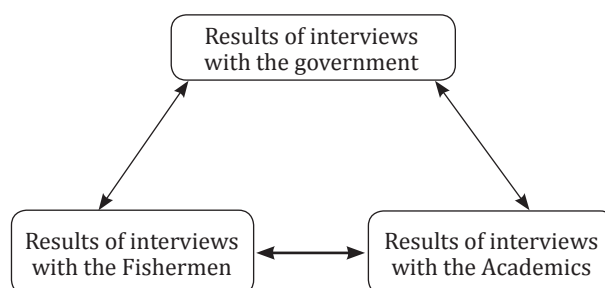
Data Validity Check Technique

The purpose of examining the data in this study is to obtain qualitative validity and reliability from the obtained data. Qualitative validity is the effort in checking the accuracy of research results via specific procedures. While the qualitative reliability of the approach used by researchers is consistent if applied by other researchers.

I verified the validity of this research data using triangulation techniques. The basic idea is that the phenomenon under study can be understood well so that the truth can be obtained from various viewpoints. Furthermore, photographing one phenomenon from different points of view will allow for a reliable level of facts to be accepted. Therefore, triangulation is an attempt to check the validity of data or information obtained by researchers from various perspectives by reducing the bias that occurs during data collection and analysis as much as possible. In other words, triangulation is intended to re-examine data findings from various actors and then compare them with multiple methods, sources and theories. In this assessment, the triangulation process is carried out as follows:

1) Source triangulation is comparing and rechecking data collected through several sources and tools using the same technique. For example, comparing data from interviews with informants from the Maluku Tengah Regency Fisheries Service and the Maluku Provincial Fisheries and Marine Service as the organizers of fishermen empowerment, fishermen who are the target group of policies, and academics as parties who help realize fishermen's empowerment.

Figure 1.
Source Triangulation: Interview Results

Source: Researcher Process, 2022

Researchers cross-checked the validity of the data generated based on the results of interviews with the same questions, with the aim of whether the answers given by each

Table 2.
Primary and Secondary Data Details

Data Type	Data Description	Data Source
Primary	Regulatory Impact Assessment: 1) Problem Analysis; 2) Regulatory Mapping; 3) Stakeholders Analysis; 4) Cost and Benefit Analysis.	In-depth interviews, direct observation, and review of qualitative documents of actors/institutions: 1) Head of Small Fisherman Empowerment, Fisheries Service of the Maluku Tengah Regency; 2) Head of Section for Capture Fisheries, Fishermen Empowerment, Small and Outer Islands of the Department of Fisheries and Maritime Affairs of Maluku; 3) Member of Commission B for Fisheries, Agriculture, Forestry, and Environment of the DPRD Maluku; 4) Secretary of Commission D for Education, Health and Community Welfare, DPRD Maluku; 5) Head of Fisheries Resource Utilization Study Program, Faculty of Fisheries and Marine Sciences, University of Pattimura Ambon; 6) Small fishermen in the Maluku Tengah Regency.
Secondary	1. Literature Topics	Journals and Books
	2. Policies	1) Law No. 7 of 2016 concerns Fishermen, Fish Cultivators, and Salt Farmers Protection and Empowerment; 2) Law Number 7 of 2016 concerning Regional Government; 3) Law Number 7 of 2016 concerning Amendments to Law Number 31 of 2004 concerning Fisheries; 4) Government Regulation of the Republic of Indonesia Number 50 of 2015 concerning the Empowerment of Small Fishermen and Small Fish Cultivators; 5) Government Regulation of the Republic of Indonesia Number 39 of 2012 concerning the Implementation of Social Welfare; 6) Presidential Regulation of the Republic of Indonesia Number 2 of 2015 concerning the 2015-2019 National Mid-Term Development Plan; 7) Regulation of the Minister of Maritime Affairs and Fisheries of the Republic of Indonesia Number 18 of 2016 concerning Guaranteed Risk Protection for Fishermen, Fish Cultivators, and Salt Farmers; 8) Regulation of the Minister of Maritime Affairs and Fisheries of the Republic of Indonesia Number 23 of 2016 concerning Planning for the Management of Coastal Areas and Small Islands; 9) Maluku Province Regional Regulation Number 10 of 2013 concerning the Management of Coastal Areas and Small Islands; 10) Maluku Province Regional Regulation Number 11 of 2013 concerning Fisheries Management; 11) Maluku Province Regional Regulation Number 21 of 2014 concerning the Medium-Term Development Plan of the Maluku Province of 2014-2019; 12) Maluku Tengah Regency Regional Regulation Number 11 of 2018 concerning the Mid-Term Regional Development Plan of the Maluku Tengah Regency for 2017-2022; 13) The Strategic Plan of the Fisheries Service of the Maluku Tengah Regency for 2018-2022.

Source: Researcher Process, 2022

actor studied were the same or different. In this study, the researchers cross-checked data from other sources, namely the government (the Fisheries Service of the Maluku Tengah Regency and the Maluku Provincial Marine and Fisheries Service), with interviews from the policy target group (Fishermen), as well as interviews with academics from the Faculty of Fisheries and Marine Sciences. University of Pattimura Ambon. This process can be known as the data's validity for further analysis.

2) Triangulation of data collection techniques, namely comparing and checking data to the same source but using different techniques. This process is done by:

a) They compared the data from observations or observations with the results of interviews. In this process, the researcher compares what the researcher observes about the conditions at the research location related to the focus of the problem with what is obtained from the interviews with predetermined informants.

b) We are comparing the results of interviews with the contents of the documents used in the study. In addition, the researcher compares the information obtained through interviews with other supporting documents directly related to the poverty alleviation of fishermen in the Maluku Tengah Regency.

The technique of Data analysis

Data analyses in this study used data instruments to alleviate fishermen's poverty. Then the data collection technique is carried out through problem analysis, regulatory mapping, stakeholder analysis, and cost-benefit analysis, and the conclusions that can be drawn are explained as follows:

1) Problem Analysis. In this stage, the researcher describes the poverty problem in the Maluku Tengah Regency. This stage is the initial stage in the evaluation process using the Regulatory Impact Assessment (RIA) instrument. At this stage, the researcher collects data and documents by selecting data from the contents of the documents carefully to suit the research objectives and does not select data from the contents of documents that are not appropriate. Apart from the papers, the researchers also analyzed the problem using interviews with research informants.

2) Regulatory Mapping. The second stage is Regulatory Mapping. At this stage, the researcher maps or categorizes every regulation or policy from the center and the region with the most vital link in poverty alleviation for fishermen in the Maluku Tengah Regency.

3) Stakeholder Analysis. The third stage of data analysis is stakeholder or stakeholder analysis. In this analysis, researchers mapped several actors closely related to poverty alleviation for fishermen in Maluku Tengah. Some of these actors are then categorized based on the interests and authorities of each stakeholder.

4) Cost and Benefit Analysis. The final stage of data analysis is the cost-benefit analysis. In this analysis, the researcher describes the costs and benefits by using the assumptions of each stakeholder studied. The assumptions built in this study use a measurement scale. The measurement uses rules to assign numbers to specific objects or events. In other words, the height gives the variable's value with a numerical notation. The element scale in this study is needed to measure the quality of the data from the size of the cost and benefit variable. The qualitative measurement scale in this study uses a Likert scale, which is a measurement scale that measures the attitudes, opinions, and assumptions of a person or group—society about social phenomena. With a Likert scale, the measured variables are translated into variable indicators. Then the indicator is used as a starting point for compiling instrument items in the form of questions or statements. 67 The scale in measuring the cost of benefit starts from the lowest, namely 1-2 with shallow assumptions, 3-4 standard scale, 5-6 with reasonable assumptions, 7-8 with firm belief, and 9-10 with very high assumptions.
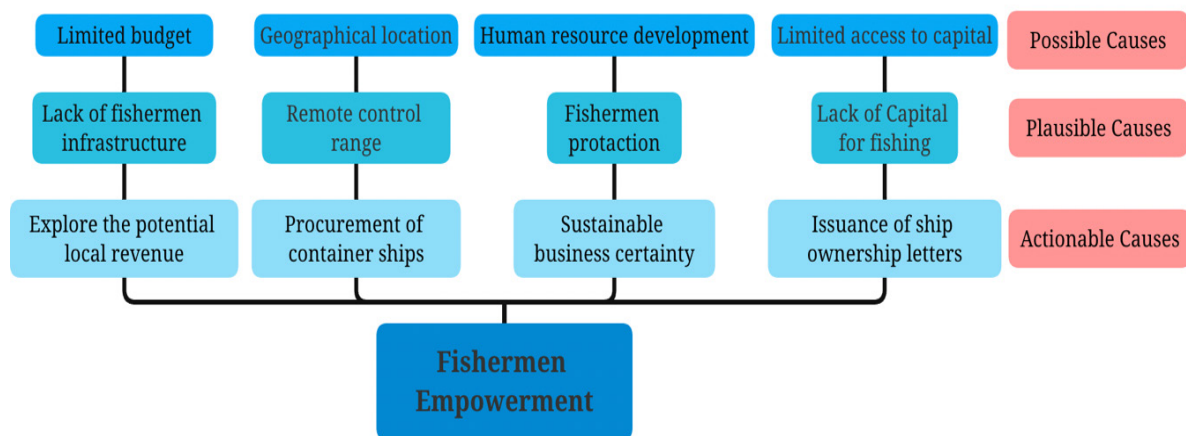
Results and Discussion
Problem Analysis

The image of fishermen's poverty in Maluku Tengah is an irony. This regency has an area of 275,907.00 Km2 consisting of 95.80% sea area and only 4.20% land area, with a fishery potential of 835,400 tons per year (BPS, 2022b). However, although Maluku Tengah fishermen live in the largest fish-producing area in golden fishing (Lumbung Ikan Nasional/LIN), this is inversely proportional. Therefore, fishermen in Maluku Tengah are the enormous pockets of poverty in Maluku Province.

In line with this, the Maluku Tengah Regency government has made the development and

Figure 2.
Hierarchical Analysis of Fishermen Empowerment

Source: Obtained from primary data, 2022

empowerment program for small fishermen one of its priorities. This is reflected in the Long-Term Development Plan (Rienstra) for 2017-2022. Then the priority program is loaded into one of the priority objectives to increase the Gross Regional Domestic Product (PDRB).

To better understand these problems, it is necessary to do an analysis using the hierarchical analysis method. This method analyzes problems based on the possible causes of pain (Dunn, 2003).

Possible Causes

The Gross Regional Domestic Product of the Maluku Tengah Regency is small. The growth rate of the Gross Regional Domestic Product is only 8.725 billion rupiahs. The Maluku Regency is far behind when compared to other regions that are Indonesia's most significant fish producers, such as the Lamongan Regency and East Java. The Lamongan Regency has a Growth rate of Gross Regional Domestic Product of 39.170 billion rupiahs (BPS, 2021).

Another reason is that the geographical location of Maluku Tengah, which is dominated by the sea, makes it difficult for its apparatus to reach the people. As a result, human resource development in the Maluku Tengah Regency is among the lowest in Indonesia. The Human Development Index in the regency is 71.32%, with a growth of only around 0.10%, while the development of the Human Development Index nationally is 72.29, with an increase of 0.49% (BPS, 2022). In addition, fishermen's business capital access is complicated because banks can only provide loans to fishermen with land certificates as collateral. As a result, most fishermen in Maluku Tengah live on land owned by other people.

Plausible Causes

The lack of Gross Regional Domestic Product in the Maluku Tengah Regency affects infrastructure development that supports fishing activities. Local revenue is very influential on economic growth, reflected in the evolution of Gross Regional Domestic Product (Fatimah et al., 2021). In addition, access to Maluku Tengah, which is remote and steep, makes it increasingly difficult for fishermen to get access and assistance from other parties. The lack of protection and empowerment of fishermen is a natural cause that affects the development of fishermen. The lack of capital to catch fish exacerbates this. At the same time, catching fish or fishing requires a large amount of money.

Actionable Causes

Maluku Tengah's local government needs to follow up to find the potential for local revenue, a long span of control, a sustainable business, and the process of issuing ship ownership certificates. The potential possessed by the district of Maluku Tengah is not only fisheries but also tourism. This district has tourist attractions exhibited locally and internationally, so local governments can utilize this potential to increase regional income.

The subsequent follow-up is the procurement of shelter boats for fishermen. Fishing vessels in Maluku Tengah are minimal and uncertain. Fishermen who live far from the fish market will be significantly disadvantaged. For example, fishermen in Banda Neira Sub-district will sell their catch at the Tulehu market. The distance traveled by Banda fishermen to reach this market is 10-12 hours away. In the end, fishermen's losses are doubled because they have to take advantage of the catch sold at low prices due to the decline in quality due to travel. It does not stop there; these fishermen have to pay for fuel to get to and from selling fish—the optimization of fishing vessels that fishermen desperately need.

The next cause that can be followed up on is the provision of fishing capital for fishermen. Only now, fishermen in the Maluku Tengah Regency need help accessing credit loans from banks. This difficulty is due to the prerequisites that fishermen must meet in the form of guarantees or collateral to the bank in land certificates. While fishermen do not have land titles, their houses belong to someone else. Because fishermen have minimal access to sources of capital, fishermen have no alternative but to rely on informal credit providers or savings and loan cooperatives. During the loan process at the cooperative, this is another reason the fishing community needs to develop. It is difficult for fishermen to build because they are entangled with high-interest loans. Fishermen will return the loan funds with a portion of 50%-75% within a certain period.

On the other hand, the Maluku Tengah Regency government needs a better strategy and design to attract fishermen to repay loans. For example, the government never thought a particular season was the peak of fish harvest, which could be given a capital loan without using high interest in this season. In addition, banks need to gain better knowledge about the businesses run by fishermen, so it is difficult for banks to provide loans. Therefore, it is necessary to issue a certificate of ownership of the ship for fishermen. Although the boats owned by the fishermen here are small (less than five gross tons), having a boat ownership certificate will benefit the fishermen to increase their fishing capital.

Regulatory Mapping

The prerequisites for effectiveness in tackling fishermen's poverty require certainty of the substance of the applicable policy. In addition, there is a need for facilitation activities through a gradual assistance effort by the level of readiness of fishermen. Assistance, in this case, is more oriented toward developing self-reliance and independence based on coastal communities' potential, problems, and needs. To answer the problem of fishermen's poverty, not a single policy can solve all poverty problems. It is necessary to involve the direct participation of the community, who are very aware of what is happening in their environment. Community involvement is a development subject, not an object of the action (Kusnadi, 2006).

In this process, policies related to poverty alleviation of fishermen in the Maluku Tengah Regency are categorized. It aims to determine the effectiveness or measure the extent to which an approach achieves its objectives (Kaye & Gibbons, 2008; OECD, 2009). Based on the statement of Kaye and Gibbons in mapping regulations, this research will map some of the policies most strongly related to poverty reduction for small fishermen in the Maluku Tengah Regency. It aims
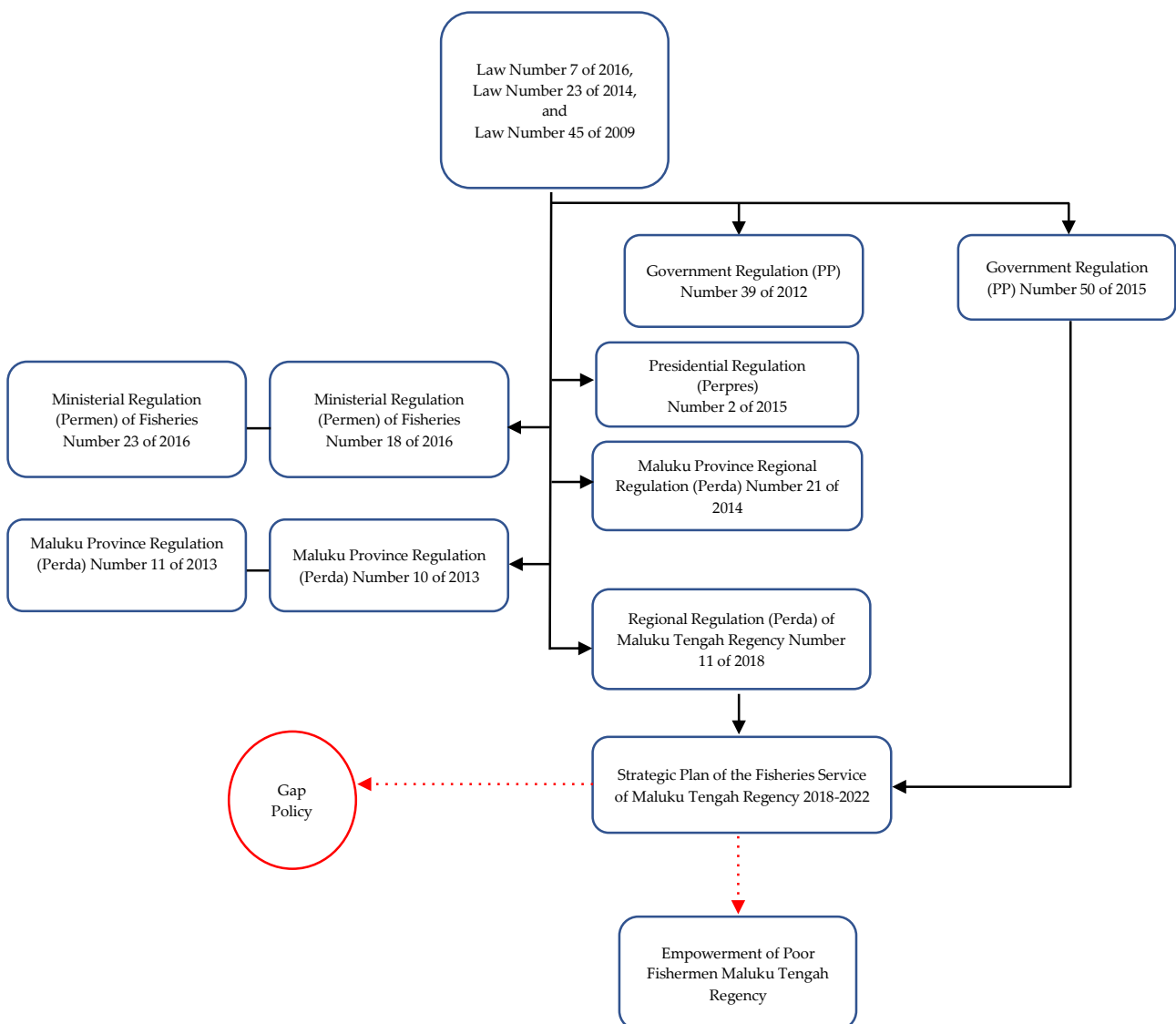
to understand the complex dynamics and measure the suitability of the policy.

Development that aims to improve community welfare (fishermen) must be connected to policies' ability and carrying capacities. However, many factors that lead to poverty alleviation efforts can be identified from field observations; therefore, mapping this regulation tries to express a portrait of poverty alleviation for small fishermen in Maluku Tengah.

To more clearly see the policy gap in poverty alleviation for fishermen in Maluku Tengah, it will be presented in the graph below.

The Strategic Plan of the Fisheries Service of the Maluku Tengah Regency has made policies outside the Government Regulation of the Republic of Indonesia Number 50 of 2015 concerning the Empowerment of Small Fishermen and Small Fish Cultivators. Because the mandate of Law Number 23 of 2014 concerning Regional Government in Appendix Y divides, the authority and responsibility of empowerment of fishermen are delegated to district or city governments. As a result, inconsistent policies impact programs and their derivatives that are not to the needs of fishermen. Another impact of inconsistent policies

Figure 3.
The figure of Mapping of Fishermen Poverty Reduction Regulations in Maluku Tengah Regency

Source: Obtained from primary data, 2022

is the budget allocation for programs that will not positively impact small fishermen. So instead of the Strategic Plan of the Fisheries Service of the Maluku Tengah Regency as the vanguard of empowering small fishermen, it has become an obstacle to reducing poverty for fishermen.

A good strategic plan will then reduce the possibility of errors and increase organizational productivity (Al-Qudah et al., 2020; Horvath et al., 2018). Non-profit institutions, such as the Fisheries Service of the Maluku Tengah Regency, only consider the possibility of realizing prosperity for fishermen if they can create a quality strategic plan. Nevertheless, many strategic planning documents need to be more strategic and formal and become a reference for development (Retnandari, 2022). Furthermore, development based on marine and fisheries is expected to overcome fishermen's poverty. Meanwhile, the research results by Kammermann and Angst found that elites often make policies not based on the community's needs but on what benefits can be obtained from these policies (Kammermann & Angst, 2021). Good public policy requires exemplary processes in making it. By providing an evidentiary basis for decision-making, including assessing alternatives and those who make them, the regulatory impact analysis aims to encourage the creation of regulations that greatly benefit society.

However, several problems need to be resolved by the Maluku Tengah Fisheries Service. Such as meager apparatus resources in managing the use of waters, coastal areas, and small fishermen. This is detrimental to optimizing the empowerment of small fishermen sustainably. An excerpt from the interview with the Head of Empowerment of Small Fishermen at the Fisheries Service is as follows:

> *"...Currently, we are trying to increase resources through education and training and sending employees to continue their studies to increase human resources. Apart from that, we are always improving the spatial management of waters, coasts, and small islands. Because in Maluku Tengah, there are lots of small islands which are difficult to reach. And it takes days to get the people on these remote islands." (In-depth interview with an informant, 12 April 2019)*

This problem is the main obstacle faced by the Fisheries Service of the Maluku Tengah Regency in efforts to overcome the poverty of fishermen in Maluku Tengah. In addition, the problem of lack of availability of data and information, low accessibility, coordination of the implementation of main tasks and official functions is not optimal, supporting infrastructure for fisheries has not been fulfilled to the point where there is a lack of resources for the main actors and business actors in the marine and fisheries sector, which are problems that have not been resolved until now, at the moment.

Stakeholders Analysis

Stakeholders are, in reference to this specific research, all parties related to the issues and problems (Ardiyansah et al., 2022; Berlin et al., 2022; Janssens de Bisthoven et al., 2022; Schlund et al., 2022; Węgrzyn & Wojewnik-filipkowska, 2022). As such, this study's stakeholders are poor fishermen, academics, and the Fisheries Service of the Maluku Tengah Regency. It should be underlined that the application of the method is based on subjectivity because it is based on communication with stakeholders (Schmeer, 1999). To make it easier to analyze this problem, the researchers mapped to explore and map the interests of various actors. It aims to examine every claim contained in each actor. The following is a mapping of stakeholders in efforts to reduce poverty for fishermen in the Maluku Tengah Regency:

The Fisheries Service of the Maluku Tengah Regency is the stakeholder with high interest and the highest power. This institution has increased interest and enthusiasm because it has the authority to formulate and implement district poverty alleviation policies for fishermen. The

Table 3.
Stakeholder Mapping

Power[2]		Interest	
		Low	High
	Low	Academics and District House of Representatives	Fishermen
	High	–	Fisheries Service of Maluku Tengah Regency

Source: Obtained from primary data, 2022

high interest is also a result of the division of power. The Fisheries Service of the Maluku Tengah Regency assists regional heads in carrying out fisheries affairs and empowering poor fishermen. This authority is contained in Law Number 23 of 2014 concerning Regional Government in Appendix Y for the Maritime Affairs and Fisheries Sector. In contrast, fishermen who have high interests but at the same time need more resources for policy. Shallow and asymmetrical bargaining positions or information imbalances cause the powerlessness of fishing communities.

What needs to be a concern in reducing poverty for fishermen in the Maluku Tengah Regency is the characteristics of support from the target group, namely the fishermen themselves. The fishing community in the Maluku Tengah Regency is different from other fishing communities. Based on the social reality that fishermen in Maluku Tengah have cultural patterns that tend to be different. The difference can be seen in their activities which tend to be closed because they only choose to interact with fellow fishermen. As a result, fishermen often get asymmetric information about any related program or policy. According to Ferrol-Schulte, this information asymmetry will be detrimental to the target group because they have less information about risks and prospects than others with more detailed information (Ferrol-Schulte et

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[2] Power in this analysis is the number of resources or power and the ability to mobilize resources toward policy. The resources, strengths, and abilities possessed by these stakeholders will affect the implementation of the policy.

al., 2014). Meanwhile, according to Syme et al., three factors cause poverty reduction policies for fishermen to be ineffective: the absence of social interaction between fishermen and stakeholders in formulating policies; their gap or asymmetric information between stakeholders; and the relative isolation from the research community (Syme et al., 2012).

In general, fishermen in the Maluku Tengah Regency are often seen as apathetic people who rarely adapt to the village environment, so the fishing community is often ignored. This apathy appears not without reason, but rather the conditions of life go awry. However, from what we observed during our coexistence with them, this was not the case. Fishermen in the Maluku Tengah Regency have good social integration. The attitude toward helping fellow fishermen is tremendous due to the nature of their work which must help each other face the difficulties they experience together. Collective disobedience to development is a form of protest against the village, local, and central governments. What fishermen want is right on target in implementing programs or policies. In simple words, fishermen in the Maluku Tengah Regency want to take sides. In the context of relationships with the state, the attitude shown by the fishermen is the socio-cultural resistance of citizens to the state that does not care about the difficulties of life they experience.

In Mendas' view, if this resistance is allowed to occur in coastal communities, it will shift toward a more excellent collective resistance to obtain certain benefits (Mendes, 2016). In another view, this kind of social movement is an organized and sustainable collective action with the aim of government and state authorities (Snow, 2007).

Cost-Benefit Analysis

A cost-benefit analysis is one element in the Regulatory Impact Assessment process. However, cost-benefit estimates rely heavily on certain assumptions, so the OECD suggests

several cost-benefit analysis solutions. One is an explicit assumption using reasonable alternative assumptions (ASPE, 2016). Furthermore, costs and benefits are not solely quantifiable metrics but also include the direct and indirect benefits of a policy. So in this study, the researcher uses explicit assumptions that make sense, which is the knowledge that still exists or is embedded in the form of experience from stakeholders with poverty reduction policies for fishermen in the Maluku Tengah Regency.

The costs and benefits of this research were based on the results of the regulatory mapping on page eleven of this article. From the results of regulatory mapping and in-depth interviews with informants, a cost and benefit analysis was carried out to see which programs were included in the Maluku Tengah Fisheries Service Strategic Plan that was not by the above-mentioned regulations. So the limitations in the study of costs and benefits are limited to the programs within the Maluku Tengah Regency Fisheries Service Strategic Plan. The research results on social costs and benefits can be seen as follows:

Table 4.
Cost and Benefits Analysis

No	7 Fishermen Empowerment Programs in The Strategic Plan of The Fisheries Service of Maluku Tengah Regency 2018-2022	Cost	Benefit
1	Program for the provision of facilities and infrastructure for the empowerment of small-scale fishing businesses in the fishing community	6.8	7.5
2	Program for building fishermen's workshops and people's shipyards	7.1	4.4
3	Program for developing and managing fish auction facilities and infrastructure	6.6	6.7
4	Program of Fishery product diversity	6.4	6.6
5	Program of Fisheries business supervision, protection, and development	6.5	7.7
6	Program of fishermen and institutional human resource development	7.2	4.5
7	Program of promotion and investment enhancement	7.8	4.5

Source: Obtained from primary data, 2022

Table 4 shows that there are two programs with high costs that can produce benefits that are also high or equivalent to the expenses incurred. Namely, the program for procuring facilities and infrastructure for empowering small-scale fisheries community businesses and programs for monitoring, protecting, and fostering fishery businesses. These two programs have high costs due to several factors. For example, the schedule for procuring facilities and infrastructure for empowering small-scale community businesses has a high price due to the number of requests from fishermen that are outside the availability of the budget. The number of fishermen who must be assisted is 29,769 families across 18 sub-districts. In addition, the budget needs must be adjusted to the budget plan set annually. Even though this empowerment program receives funding from the APBD, it has yet to be able to solve this problem simultaneously. The Department of Fisheries is aware that this program has high costs, but the benefits generated are equivalent to the costs incurred. The following are excerpts from an in-depth interview with the head of the Small Fishermen Empowerment Division at the Maluku Tengah Regency Fisheries Service:

> *"...Accommodation needs or fishermen's needs must be adjusted to the budget ceiling set annually. We have more than 29,000 fishermans to assist, including those who have submitted proposals. We get two sources of funding from the APBD, namely the General Allocation Fund (Dana Alokasi Umum, DAU) and the Special Allocation Fund and (Dana Alokasi Khusus, DAK). However, I haven't been able to solve this problem. Indeed, this program costs quite a lot, but the benefits are huge." (In-depth interview with the informant, 12 April 2019)*

Another informant confirmed what was conveyed by the Head of the Small Fisher Empowerment Division at the Maluku Tengah Regency Fisheries Service above; the fishermen empowerment program has high costs but enormous benefits because the agenda for

procuring facilities and infrastructure for empowering small-scale businesses is very much needed for business development for fishermen. Determined by informants as follows:

> *"...the program for procuring fishery business facilities and infrastructure is good, because fishermen can develop their business from this capital. The costs may be great but the benefits far outweigh the costs." (In-depth interview with an informant, 15 February 2019)*

Programs have high costs but small benefits because fishermen do not need them—for example, the program to build fishermen's workshops and people's shipyards. For fishermen, workshops and shipyards are unnecessary because ship damage only occurs on the ship's engine. However, the fishermen can repair the damage without taking it to the boat repair shop. In addition, boat engine failure does not occur every day or every time a fisherman goes fishing, but it can happen every six months or once a year. In addition, fishermen usually use the shallow sea in front of the village for shipyards to dock.

Another problematic program is the development of fishermen's human resources and institutions. This program needs to be corrected on target by fishermen. For example, what happened to tuna fishermen? The knowledge to manage and maintain the quality of fish that fishermen get is obtained from something other than training conducted by the government but by self-taught or sharing among fishermen.

Meanwhile, one example of a low-cost program that fishermen need is the management of fish auction facilities and infrastructure. This program is considered low-cost because the fishing grounds are already available and do not require construction. However, this place has yet to be effective because there needs to be supervision from officers. As a result, fish prices are uncertain for fishermen or buyers. In addition, the fish auction rules are open indefinitely, so the fishermen lose out.

Conclusion

Poverty alleviation requires collective action from multiple stakeholders and a political, social, and institutional reform process. In other words, poverty alleviation for fishermen is not only a matter of sustainable resources but also a matter of policy and governance in the community. It can be seen from the analysis using the Regulatory Impact Assessment that the government needs an effective strategy and design to gather fishermen to get out of the poverty trap. As a result, the Maluku Tengah government has yet to make quality public policies. So that the strategic plan of the Fisheries Service of Maluku Tengah Regency, considered the vanguard of fisherman poverty reduction policies, is the most dominant inhibiting factor in achieving fishermen's welfare. This is evidenced by the number of programs that are not at all in favor of fishermen. For example, the construction program for fishermen's workshops and shipyards. This program is expensive but not needed by fishermen, because fishermen typically use the shallow sea in front of the fishing village to store boats. In addition, what needs to be a concern in poverty alleviation for fishermen in Maluku Tengah Regency is the characteristics of support from the target group, namely the fishermen themselves. The fishing community in Maluku Tengah Regency is different from other fishing communities. The difference is seen in their activities which tend to be closed because they only choose to interact with fellow fishermen. In addition, fishermen often appear apathetic about development. Collective disobedience is a protest against local and central governments.

The recommendations proposed in this study suggest that the program for building workshops and shipyards, as well as the development of fishermen's resources, be stopped because they need to be more relevant, effective, and efficient with the aims and objectives of the program. Maluku Tengah fishermen have self-taught fishing skills, so they do not need training

to drive a boat and catch and recognize the quality of fish.

Another recommendation is to optimize the program for monitoring, protecting, and developing fishery businesses; the Maluku Tengah Regency Fisheries Service must formulate a strategy and design to add fishermen to loan repayments. The separation in question is to train fishermen to manage loans so that they can repay loans according to banking regulations. In addition to optimizing the Fish Auction Place (Tempat Pelelangan Ikan, TPI), the Maluku Tengah Fisheries Service places officers at the existing TPIs to determine the certainty of fish prices.

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