

## **IMPLEMENTATION OF FISH AUCTION PLACES RETRIBUTION POLICY IN PANGANDARAN REGENCY**

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### **ABSTRACT**

*This research is motivated by the implementation of policies regarding fees at fish auction sites by the Department of Marine Fisheries and Food Security, Pangandaran Regency which is still not optimal. The purpose of this study was to determine the implementation of policies regarding fees at fish auction sites by the Department of Marine Fisheries and Food Security, Pangandaran Regency. The research method used in this study is a descriptive method with a qualitative approach. This data was obtained using library research and field studies (observations, interviews, and documentation). The results of this study indicate that the implementation of the Fish Auction Place Retribution Policy by the Department of Marine Fisheries and Food Security in Pangandaran Regency is still not running optimally. It can be seen from the results of the research that the government can do this by conducting door-to-door guidance to fishermen and fish auction places, then conducting socialization with fishermen and business actors. The obstacle faced is the division of tasks and cooperation that is not what has been determined by the Department of Marine Fisheries and Food Security of Pangandaran Regency. Efforts made by the Department of Marine Affairs, Fisheries and Food Security of Pangandaran Regency to build synergy by cooperating with several cooperatives and civil service police units or Satpol PP in the process of collecting fish auction retribution so that it runs more effectively and efficiently.*

**Keywords:** *Implementation, Policy, Retribution, Fish Auction Place*

## **Introduction**

The enactment of Law Number 23 of 2014 concerning Regional Government requires local governments to take care of their regional affairs (Nawawi, 2018). This has an impact on the efforts that must be made by local governments to optimize their regional revenue sources for the continuity of government administration (Tatang et al., 2019), including local governments having mandatory and optional affairs. The government must serve the community, and all government duties are contained in the form of public policy. One of them is in meeting the needs of public consumption, which is the obligation of local governments, including in the management of fish auction places (Pramudya et al., 2013).

Public policy as a guide for the government in carrying out its duties (Hill & Hupe, 2002), should provide supporting facilities for the economic activities of the community. The fulfillment of fish needs for public consumption cannot be separated from the supply of fishery products (SAPUTRI, 2014). This is because the increase in consumption of fishery products is not only influenced by the willingness of the community to consume fishery products, but also requires business support to increase supply. The community in consuming fish must be supported by the supply of quality and safe fishery products at affordable prices and sourced from the production capacity of fishery products.

Fish Auction Place (in Indonesia we call Tempat Pelelangan Ikan or TPI) is a place where sellers and buyers conduct fish buying and selling transactions through auctions. Fish auction is the process of selling fish in public by way of multilevel bidding. Fish Auction Place or TPI is a fishery economic development center that functions, among others, to regulate the procedures for buying and selling fish that benefit fishermen and traders, namely the auction system. The auction system aims to find as many potential buyers as possible to buy fisherman's catch at a favorable price level without harming collecting traders (Widayati, 2008).

By the purpose of its establishment, the fish auction place has functions, among others: carrying out auction activities that can protect fishermen so that a reasonable selling price is obtained, and the security of money from the sale of fish is guaranteed. Referring to the explanation of Government Regulation of the Republic of Indonesia Number 66 of 2001 concerning Regional Levies Article 3 paragraph (2) letter c, a fish auction place is a place specifically provided by the government. Place of the auction of fish, livestock, agricultural products, and forest products, including auction services and other facilities provided at the auction site.

Given a large number of requests or needs of the community in consuming fish that must be met, the

government is by its functions (Pülzl & Treib, 2017) namely the function of coaching and service, building fish marketing facilities in the form of Fish Auction Places (TPI) (Pramudya et al., 2013). The total need for fish consumption in Pangandaran Regency is 2,800 tons. The level of consumption is influenced by several factors such as the price of fish, tastes, and the price of fish substitution as a source of protein (Ministry of Fisheries and Marine Affairs, 2020). By the Pangandaran District Regulation Number 38 of 2016 concerning Fish Auction Retribution, fisheries are all activities related to the management and utilization of fish resources and their environment from pre-production, production, and processing to marketing, which are carried out in the field of fisheries. This regional regulation is followed by the Pangandaran regent's Regulation number 31 of 2019 for technical implementation in the retribution for auction sites in the Pangandaran Regency.

Policy implementation is one of the stages in the public policy process (Hill & Hupe, 2002). Usually, implementation is carried out after a policy is formulated with clear objectives (Nursetiawan et al., 2020). Implementation studies are studies of policy studies that lead to the process of implementing a policy (Jones & Baumgartner, 2005). To another degree, Edward III (Agustino, 2017:136-141) defines Policy Implementation as follows: "With Direct and Indirect

Impact on Implementation, the direct impact of implementation can be influenced by several factors or dimensions. In the approach proposed by Edward III, four dimensions will determine the successful implementation of a policy, namely: communication, resources, disposition, and bureaucratic structure.

The fish auction retribution policy in Pangandaran Regency is one of the policies made by the local government as a form of basic service to the community. On the other hand, the implementation of the retribution policy for the Fish Auction Place is one of the implementations of the retribution that makes a significant contribution to Regional Original Income (PAD) (Amiruddin, 2014), especially the realization of levy receipts originating from the provision of livestock, fishery, and marine services. Therefore, the local government needs to socialize the local regulation made by the government itself so that there are no problems at every fish auction place (TPI) regarding the levy on fish auction fees. In Pangandaran Regency there are 4 fish auction places spread over several areas, namely the Fish Auction TPI, Pangandaran TPI, Batukaras TPI, and Madasari TPI which are managed by several cooperatives in collaboration with local governments.

The object of the Business Service Retribution is a service provided by the Regional Government based on commercial principles which include services by using/utilizing

regional assets that have not been developed optimally by the regional government (Colander & Kupers, 2014; Panggulu, 2013), as long as the private sector has not provided adequate facilities. While the Object of Certain Licensing Retribution is certain licensing services by the Regional Government to individuals or entities (Donso, 2016). The existence of Fish Auction Places (TPI) in Pangandaran Regency which aims to create community welfare, especially fishermen, based on retribution income data from year to year continues to decrease income (Department of Fisheries and Marine Affairs of Pangandaran Regency, 2021).

In addition to weather factors that affect fishermen's catches, local revenue from retribution for fish management sites is decreasing, which is indicated because the local government, in this case, the Fisheries and Marine Service of Pangandaran Regency, has not been optimal in implementing its regional regulations. Based on the theory of Edward III regarding policy implementation, the success of the policy is influenced by 4 things, namely: communication, resources, perception, and bureaucratic structure. Referring to Edward III's opinion, it is indicated among others that: the local government has not been maximal in conducting socialization with the managers of the Fish Auction Place so that not many people understand the retribution policy for the fish auction place. Second, there is still

a lack of officers working in the management of retribution for fish auction sites, so that the specified target is not achieved. And the third is related to the honesty of the fish auction manager in the process of implementing the policy on user fees, where there are still some officers who do not give tickets to fishermen and visitors, so the process of collecting fees is not effective.

Based on these problems, the authors are interested in writing an article about the implementation of the fish auction site retribution policy by the Pangandaran District Fisheries and Marine Service.

### **Literature Review**

Public policies are made by the government to regulate people's lives to achieve agreed goals (Campbell, 2002). According to Eyestone in Agustino (2017:15) defines public policy as The relationship between government units and their environment (Burstein, 2003). However, the definition is still too broad to be understood so its meaning becomes uncertain for some who study it (Yuliani, 2015). According to Eyestone, the above can cover almost all elements in the context of a country (Fitrianto, 2020). Whereas in real terms, public policy does not always reflect the breadth of Eyestone's definition.

Another understanding according to Van Meter and Van Horn (Sari et al., 2019) explains that policy implementation is as follows: Actions by public or private individuals (or

groups) directed at achieving the goals set in previous policy decisions. Actions taken by individuals/officials or government or private groups aimed at achieving the goals outlined in the policy decisions.

According to Edward III in Agustino (2017:136-141), this theoretical approach to public policy has four variables that influence its success, namely:

The first variable that affects the successful implementation of a policy is communication which according to him will determine the success of achieving the goals of implementing public policies. Effective implementation occurs when decision-makers already know what they are going to do. Knowledge of what they are going to do can work if communication goes well so any policy decisions and implementing regulations must be transmitted (or communicated) to the appropriate personnel department. In addition, the policies communicated must be precise, accurate, and consistent. Communication or information transmission is needed so that decision-makers and implementers are more consistent in implementing every policy that will be implemented in the community.

Three indicators can be used or used in measuring the success of the communication variables mentioned above, namely: first, good communication distribution will be able to produce good implementation as well. Often what happens in the

distribution of communication is misunderstanding or miscommunication, this is because communication has gone through several levels of bureaucrats so what is expected is highlighted in the middle of the road. Second, indicators of clarity; communication received by policy implementers (bureaucrats) must be clear and not confusing (not ambiguous). And the third indicator is consistent; Commands given in the implementation of communication must be consistent (to be implemented and executed).

The second variable that affects the successful implementation of a policy is that Resources are another important factor in policy implementation. According to George C Edward III, the resource indicator consists of several elements, namely: the first is the staff indicator; the main resource in policy implementation is staff or human resources (HR). One of the failures that often occur in policy implementation is caused by inadequate, adequate, or incompetent staff in their fields. It is not enough to increase the number of staff or implementers, but it is also necessary to have sufficient staff with the necessary skills and abilities. The second indicator is information; In implementing the policy, information has two forms, namely: (i) information related to the implementation of the policy. Executors must know what to do when they are given an order to take action. And (ii) information on compliance data from

implementers to government regulations and laws that have been stipulated. The third indicator is related to authority; In general, the authority must be formal for orders to be carried out. Authority is the authority or legality for implementers in carrying out policies that have been determined politically. Fourth is the facility indicator; facilities are also an important factor in policy implementation. Implementers may have sufficient staff, understand what they have to do, and have the authority to carry out their duties, but without supporting facilities (infrastructure) policy implementation will not succeed. The third variable that affects the success rate of policy implementation is disposition. Important things to note on the disposition variable, the first is the disposition factor; the disposition or attitude of the implementers will create real obstacles to policy implementation if the existing personnel does not implement the policies desired by high-ranking officials. The second is to carry out bureaucratic arrangements; In this context, Edward III requires that policy implementation must also be viewed from the perspective of bureaucratic regulation.

This refers to the appointment and appointment of bureaucratic employees by their abilities, capabilities, and competencies. The third is incentives; Edward III stated that one of the suggested techniques to overcome the problem of implementing propensity is to manipulate incentives.

The fourth variable that influences the success rate of public policy implementation is the bureaucratic structure. Even if the resources to implement a policy are available, or policy implementers know what to do, there is a possibility that the policy cannot be implemented or realized because of weaknesses in the bureaucratic structure.

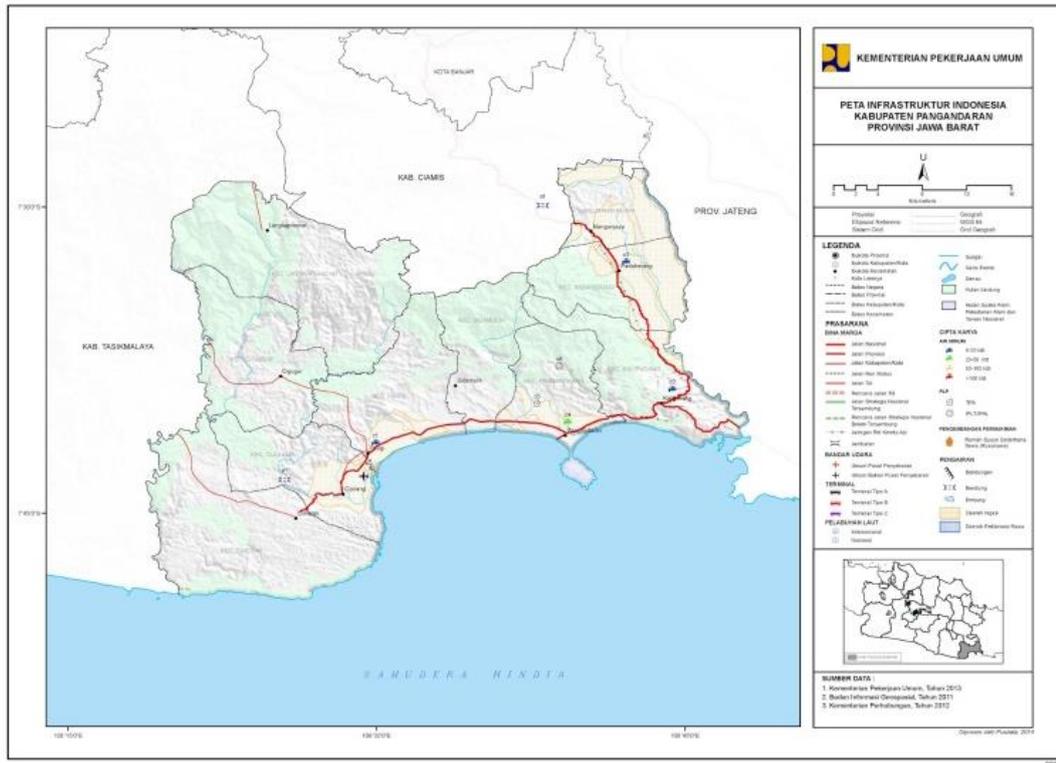
### **Research Methods**

The method used in this study is a descriptive method with a qualitative approach because the purpose is only to describe. In this study, the authors used primary data and secondary data with data collection techniques through library research and documentation studies, field studies consisting of observations, and interviews. The data processing/analysis technique in this study went through the following steps: organizing data, explaining units, synthesizing, organizing into patterns, choosing what is important and what will be studied; and drawing conclusions that can be shared with others.

### **Results and Discussion**

Pangandaran Regency, which is located on the southern coast of Java, is a potential area in the fisheries and marine sector, considering that Pangandaran Regency has a coastline of 91 Km. This condition is an opportunity for the Regional Government to optimize the source of Regional Original Income through the levy of the

Fish Auction Place. Based on observations, it is known that PAD from the retribution sector for fish auction sites has decreased from year to year, so the purpose of this study is to determine the implementation of the retribution policy for fish auction sites in Pangandaran Regency. The following is a map of Pangandaran Regency which is directly adjacent to the South Sea:



**Image. 1 Pangandaran Regency Map**

Source: <http://peta-peta1.blogspot.com/2018/12>, 2018.

Pangandaran Regency Regulation Number 38 of 2016 concerning Retribution for Fish Auction Places mandates the government, managers, and communities involved in activities at fish auctions to allocate 3.5% for the regional treasury, of which 1.5% for cooperatives and 2. % for local revenue. Based on the results of a study on the implementation of policies regarding levies at fish auction sites by the Department of Marine Fisheries and

Food Security of Pangandaran Regency, the following results were obtained:

### 1. Communication

The dimensions of communication in the implementation of policies regarding retribution for fish auctions where the results are that direct message communication and the delivery of information quickly to fishermen have not run optimally. So that the government, in this case, is the Department of Fisheries and Maritime Affairs in conveying direct messages to

fishermen, doing so through coaching, outreach, and door-to-door.

Based on the results of communication research in policy implementation that the process of socialization and door-to-door is not optimal, according to Edward III that communication is the successful implementation of community policies so that implementers know what is being done and what must be done.

The Department of Fisheries and Marine Affairs of Pangandaran Regency conveys information quickly to fishermen where there is a need for communication in conveying information to fishermen, so it is a good resource to support the implementation of tasks. So the conclusion is that conveying information directly, it can be done by socializing with fishermen and fish auction officers together so that the implementation can go according to plan.

Based on the results of the study that the government where communication determines the success in achieving the goals of a policy where if there are still many obstacles to achieving the goals can not be implemented.

Based on the results of the study that the government implements policies regarding communication according to Edward III, the success of implementing public policies so that the implementers know what to do, in the efforts made where communication will determine success in achieving organizational goals. a policy in which

the delivery of direct messages can be done by socializing and developing.

## **2. Resource**

Based on the results of research on the implementation of the resource dimension, some funds support the implementation of levies for fish auctions, and the Department of Fisheries and Marine Affairs is given supporting facilities in retribution for fish auctions, in terms of resources made by the government to overcome funding problems and guidance provided to fishermen. So in conclusion, the funds that support the implementation of the levy for the fish auction place have been optimal in their implementation where the funds needed are what was expected by officers and fishermen and Based on the results of research on Resources in policy implementation that the tools provided by the Department of Fisheries and Marine Affairs are equipped with supporting facilities in the levy fish auction where the resources needed in supporting facilities regarding fish auction fees are in the form of tools such as engine buildings and boats for fishermen to produce fish because according to Edward III states that resources are the contents of policies that have been communicated clearly and consistently, but if the implementers lack of resources to carry out the implementation will not run effectively. So in conclusion, the supporting facilities in the levy for the government fish auction place have provided cooperative facilities and

three-wheeled vehicles so that their implementation is optimal.

Based on the results of the study that the government where resources are important in implementing policies so that there will be no constraints regarding funds if the resources can be more optimal.

Based on research, the government in its efforts to provide supporting facilities to fishermen and business actors is very important in the success of the policy.

### **3. Disposition**

Based on the results of the research on the application of the Disposition dimension, that there is a clear commitment from the Department of Marine Fisheries and Food Security to collecting user fees at fish auctions and the Department of Fisheries and Marine Food Security must be firm. in the implementation of retribution collection at the fish auction. This can be concluded. Based on the results of research on the Bureaucratic Structure, namely the characters and characteristics possessed by the implementers, such as commitment, honesty, and democratic nature. A clear commitment from the Department of Marine Affairs, Fisheries, and Food Security in collecting fish auction fees where the success of a policy depends on the government carrying out its duties and commitments to existing regulations. So in conclusion, a clear commitment in the withdrawal of levies at the fish auction place is where there is a commitment that has been regulated

by regional regulations and outlined through cooperation between the Office and Cooperatives, but the withdrawal is not yet optimal in its implementation. because fishermen and business actors do not pay levies and Based on the results of the study the Bureaucratic Structure in implementing policies that the withdrawal of retribution must be firm to influence the success rate of policy implementation in terms of levy collection at fish auctions, because according to Edward III the Bureaucratic Structure is the character and nature possessed by the implementer, such as commitment, honesty. democratic nature. So in the implementation of the withdrawal of levies at the fish auction place, it is not optimal because in its implementation there are still many who do not refer to the regulations and if they do not refer to the regulations, they will get a written warning. or verbal warning.

Based on the results of the study, the government then where the attitude of the implementers must be firm in the implementation of the withdrawal of the fish auction levy so that it creates real obstacles to policy.

Based on the results of the study that the government's efforts made by the Department of Marine Fisheries and Food Security in this case there must be strict rules so that there is a deterrent effect for fishermen and business actors.

### **4. Bureaucratic Structure**

Based on the results of the research on the implementation of the dimensions of the bureaucratic structure

that the Department of Marine Fisheries and Food Security follows the Standard Operating Procedure in the implementation of fish auction fees and the distribution of tasks and cooperation that has been determined has not run optimally, this can be concluded. Based on the results of the Disposition in Policy Implementation research that the Department of Fisheries and Maritime Affairs follows the Standard Operating Procedure (SOP) in the implementation of retribution withdrawals at fish auctions, planned procedures or activities in the implementation of retribution withdrawals are by standard operating procedures, because according to Edward III that the organizational structure tasked with implementing the policy has a significant influence on the policy. So in its implementation, it is by standard operating procedures and by laws and regulations. According to Edward III, the disposition of the organizational structure in charge of implementing the policy has a significant influence on the policy. So in the division of tasks and cooperation by what has been determined where the implementation is not optimal and cooperatives also need to make withdrawals to each marketer.

Based on the results of the study that the government that influences the success rate of public policy is the division of tasks and cooperation between the Department of Fisheries and Maritime Affairs to the Cooperative then to the fish and fisherman auction place and the basket so that there are no

errors in the withdrawal of levies. Based on the results of the research that the government in this case needs to be made efforts in the division of tasks and cooperation where the Marine Service must cooperate with cooperatives and fish auction places to run optimally.

### **Conclusion**

Based on the results of research on the Application of Retribution Policy for Fish Auction Places by the Department of Marine Fisheries and Food Security of Pangandaran Regency, the researchers conclude as follows:

First, in its implementation, the Government of the Fisheries Service carries out several ways in implementing the retribution for fish auction sites, such as door to door to fishermen and fish auction places, then conducts socialization to fishermen and business actors, as well as guides the implementation of retribution for fish auction places. This can be seen from the implementation of the Retribution Policy for Fish Auction Places by the Department of Marine Fisheries and Food Security in Pangandaran Regency which can run well through direct discussions or discussions with fishermen. It can be seen that the implementation of the Fish Auction Place Retribution Policy by the Department of Marine Affairs, Fisheries, and Food Security of Pangandaran Regency is still not going well completely because there are several things, such as inadequate

resources and other supporting facilities.

Second, the obstacles encountered were the division of tasks and cooperation that were not by those determined by the Department of Marine Fisheries and Food Security of Pangandaran Regency, besides that there were still many fishermen who sold their catch outside the fish auction place, and there are still many fishermen and business actors who have not paid the retribution for the fish auction place.

Third, efforts have been made to overcome the obstacles faced, namely the Department of Marine Affairs, Fisheries and Food Security of Pangandaran Regency to build synergies by cooperating with several cooperatives and civil service police units or Satpol PP in the process of carrying out data collection on fish auction retribution to make it smoother, effective and efficient.

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