

## Government Challenges in Public Policy Supervision: Community Salt Business Program in Jeneponto Regency South Sulawesi

**Herlina Sakawati<sup>1</sup>, Muh. Nur Yamin<sup>2</sup>, Sulmiah<sup>3</sup>, Novayanti Sophia Rukmana<sup>4</sup>,  
Widyawati<sup>5</sup>**

Universitas Negeri Makassar  
Email: herlinamappakanro@gmail.com

**Abstract.** This article describes the challenges faced by the government in supervising the implementation of the people's salt business program. Structurally, the supervision of the program involves several stakeholders, from the central level to the district level. This research uses qualitative methods through observation, interviews, and secondary data review. The results showed that the lack of staff who were involved in the supervision resulted in ineffective implementation of PUGaR. In addition, the salt farmer group has a misperception about the duty of the supervisory team and lacks confidence in the supervisory team, which in turn has an impact on the safety of the supervisory team in carrying out their duties.

**Keywords:** Supervision, program, supervisory team

### INTRODUCTION

Every public policy made by the government has a goal that focuses on improving people's welfare, such as the level of health, education, poverty alleviation and so on. However, when the implementation of the policy does not achieve the goal, then the policy is considered a failure (Strassheim, 2019; McConnel, 2011). Policy failure can be influenced by individual behavior, information flow, stakeholder support capacity, human resources and communication (Agindawati, 2019; Strassheim, 2019; Ewert, 2019).

One example of a failed Indonesian government policy is the implementation of the People's Salt Business Program. This program has been implemented since 2011, which is a form of realization of the policy of the Minister of Marine Affairs and Fisheries in increasing national salt self-sufficiency, (Kurniawan & Azizi, 2012; Haidawati, Fachry, & Arief, 2014; Dharmayanti, Suhartono, & Rifin, 2013). The aim of the program is to increase salt production and quality in accordance with national standards. The findings of previous researchers show that until now, the people's salt business program has not been able to achieve the goals that have been set, (Prastio, 2019; Amanda & Buchori, 2015; Deliarnoor, Buchari, & Felfina, 2018). Salt production,

which had increased in 2012, cannot be repeated in the following years. In addition, the salt quality is still below standard.

In connection with the problem of achieving the goals of the people's salt business program, academics from various scientific fields view that it is necessary for the government to pay attention to the implementation of the program, including the results of supervision. (Yalia, 2014; Agindawati, 2019). Supervision is important for the implementation of the people's salt business program, because it can guarantee the harmony of the administration of government tasks by the central government and local governments, besides that, it ensures the smooth running of the government in an efficient and effective manner (Kansil, 2002).

Although the implementation of supervision is important for the people's salt business program, not all parties are able to carry out this supervisory function properly. As happened in the South Sulawesi area, namely Jeneponto Regency. Supervision of the people's salt business program in Jeneponto Regency which is carried out directly by the Jeneponto Marine and Fisheries Office does not have a targeted work program, the employees assigned to carry out supervision do not understand the essence of the program, so this has an impact on the results of the supervision reports that are made. In addition, the problem of the implementation of the supervision of the salt business program in Jeneponto Regency is also influenced by the external environment of the Jeneponto Regency Marine and Fisheries Office. Employees who review the implementation of the people's salt business program often receive threats from the community.

Based on this phenomenon, this study was conducted to explain the challenges faced by the government in carrying out supervision of the people's salt business program, so that the results of this study can be used by the government in order to improve the supervision strategy for the implementation of the people's salt business program in the future, in order to achieve the desired goals.

## **RESEARCH METHODS**

The implementation of supervision of the people's salt business program in Jeneponto Regency, South Sulawesi, which is faced with various problems, has encouraged researchers to conduct research using descriptive qualitative methods, because by using these methods according to their views (Creswell, 2009), researchers are able to present the results of research that are accurate, which then makes it easier for readers to understand the existing problems.

The research data consisted of primary data and secondary data, which were obtained from the results of observations, interviews, and documentation studies. Informants in this study were determined using the snowball technique, which according to (N Discovery, 2013) informants were determined based on the information that had been obtained, which then became a reference for determining the next informant. The informants in this study consisted of the Head of the Department of Marine Affairs and Fisheries in Jeneponto Regency, the staff of the

Department of Marine Affairs and Fisheries in Jeneponto Regency, the Fisheries Extension Officer in the District of Jeneponto, and the salt farmer group.

Furthermore, the research data obtained are analyzed using data analysis techniques from (Miles, Huberman, & Saldana, 2014) known as interactive models, which consist of data reduction, display data, and conclusions, drawing / verification.

## **RESULTS AND DISCUSSION**

The supervision of the people's salt business program in Jeneponto Regency is guided by the Decree of the Ministry of Marine Affairs and Fisheries No. 1 / Kep-DJPRL / 2020 concerning Technical Guidelines for Community Salt Business Development. The regulation explains that the Jeneponto Regency Marine and Fisheries Service has the responsibility to supervise the utilization of PUGaR assistance. The supervision is carried out in coordination with several stakeholders, including the Inspectorate General of the Ministry of Marine Affairs and Fisheries, the Department of Marine Affairs and Fisheries of South Sulawesi Province, the Coordination and Consolidation Team. However, in coordinating the PUGaR supervision, the Jeneponto Regency Marine and Fisheries Service did not involve the Coordination and Consolidation Team.

Basically the Coordination and Consolidation Team is formed by the power of budget users, in this case the Department of Marine Affairs and Fisheries at the Regency level, whose members consist of at least the Provincial and Regency Marine and Fisheries Service Offices, and other elements deemed appropriate to the needs in monitoring PUGaR assistance. However, the findings of the researchers show that since the PUGaR was implemented in 2011, the Jeneponto Marine and Fisheries Office did not form a Coordination and Consolidation Team. This is because the Jeneponto Regency Marine and Fisheries Office feels that it is capable of carrying out PUGaR supervision. However, the reality in the field is not as expected. The implementation of PUGaR supervision actually experiences various challenges.

The Head of the Department of Marine Affairs and Fisheries of Jeneponto Regency, in the supervision of PUGaR, delegates responsibility to the Capture Fisheries and Competitiveness sector, more precisely to the Section of Facilities and Infrastructure for Capture and Management of Marine Spaces. The employees in this section consist of 4 people, however, only 1 person carries out the supervisory role. The Head of the Department of Marine Affairs and Fisheries of Jeneponto Regency did not involve all employees at the Office, especially in the Capture Fisheries and Competitiveness sectors, on the grounds that the employees did not have understanding and experience in managing PUGaR assistance. So that only one employee at the agency bears big responsibility in supervising PUGaR assistance.

Responding to the problem of the insufficient number of staff in PUGaR supervision, the Jeneponto Marine and Fisheries Office involved a Fishery Extension Officer. The problem solving action taken by the head of the agency is not quite right, the Jeneponto Regency Marine and Fisheries Office should have provided

education and training on PUGaR to employees. Because the main factor in the lack of employees in supervision is not a lack of employees. From the data obtained, the total number of employees at the Department of Marine Affairs and Fisheries in Jeneponto Regency is 40 people. When all employees have knowledge of PUGaR, of course the implementation of PUGaR supervision can run well.

The involvement of Fisheries Extension Officers in PUGaR supervision has not been able to solve the problem. This is because the number of extension agents is only 5 people, if added by the staff of the Jeneponto Regency Marine and Fisheries Service, the total is 6 people. This is certainly not comparable to the area of salt land in Jeneponto Regency, which can be seen in the following table:

Table 1. Area of Salt Land in Jeneponto Regency

No	Districts	Area of Salt ( Ha )	
		Eksisting Land	Potencial Land
1	West Bangkala	45	159
2	Bangkala	441	608
3	Tamalatea	216	469
4	Arungkeke	269	348
5	Batang	-	5
Total Area of Salt:		971	1.588

Source: Department of Marine Affairs and Fisheries, Jeneponto Regency, 2020

From table 1, it can be seen that the number of existing salt land in Jeneponto Regency is 971 Ha. Meanwhile, from the previous discussion, it can be seen that the total number of supervisors for the utilization of PUGaR assistance is 6 people. For supervision in Arungkeke and Tamalatea Districts, 2 instructors are assigned to each. In the District of Bangkala and the District of West Bangkala it was only implemented by 1 person. The staff of the Jeneponto Regency Marine and Fisheries Service only receive reports on the results of supervision from fishery extension workers. Employees only go to the field if there is something that is considered urgent so that their presence is needed.

Another problem in implementing PUGaR supervision is that the employees who carry out the supervision also double as PUGaR treasurers. In addition, based on existing regulations, the Fishery Extension Officer in implementing PUGaR only acts

as a companion, not as a supervisor. So this causes an overcapacity workload, which in turn has an ineffective PUGaR supervision. This is in line with the view (Lisnayetti & Hasanbasri, 2006), that if someone has a high workload, then their performance will decrease. Research results (Rolos, Sambu, & Rumawas, 2018) also show that a high workload can reduce the potential for employee performance.

In addition, since 2016 PUGaR assistance is no longer in the form of cash assistance, but non-cash assistance, namely the provision of assistance in the form of goods. In Jeneponto Regency, the assistance provided was in the form of plastic geomemberan. The change in aid had a devastating effect. Most of the salt farmer groups were suspicious of the Fishery Extension Officer. They think fishery extension agents have misused PUGaR funds, fishery extension workers have corrupted PUGaR funds, so they are only given geomemberan plastic. This in turn has an impact on the loss of public trust in fisheries instructors, which in turn has an impact on the safety of fisheries instructors.

One of the fisheries extension agents received threats from salt farmers. When the extension worker wanted to monitor the use of geomembrane plastic in the Arungkeke sub-district, a group of people who were members of the fostered salt group threatened to kill the extension worker if financial assistance was not given to them. Things like this will not happen when salt farmers become aware of changes in PUGaR policy. Apart from carrying out their duties as supervisors, fishery extension agents need to disseminate information about the policy change. Because basically a supervisor does not only play a role in observing activities but is involved in all stages of activity implementation, from planning to completion of activities (Mou, 2017; Ng, 2015).

## **CONCLUSION**

The Department of Marine Affairs and Fisheries of Jeneponto Regency, as the supervisor of the utilization of PUGaR assistance, did not establish a Coordination and Coordination Team, as stipulated in the technical guidelines for Community Salt Business Development. In addition, the number of staff and fisheries extension personnel involved in supervision is still very low, which causes them to do work that exceeds their ability and is not in accordance with their duties and responsibilities. There was a change in PUGaR assistance that was not well socialized, resulting in a lack of trust from the salt group in fishery extension workers, which then affected the safety of the extension workers when supervising PUGaR assistance.

## **Reference**

- [1] H. Strassheim, "Behavioural mechanisms and public policy design: Preventing failures in behavioural public policy," *Public Policy and Administration*, vol. 0, no. 0, pp. 1-18, 2019.
- [2] McConnel, *Understanding Policy Success*, Basingstoke: Palgrave, 2011.

- [3] I. N. Agindawati, "Implementasi Kebijakan Publik dari Perspektif Penyelenggaraan Pengawasan," *Jurnal Inspirasi*, vol. 10, no. 1, pp. 98-105, 2019.
- [4] B. Ewert, "Moving beyond the obsession with nudging individual behaviour: Towards a broader understanding of Behavioural Public Policy," *Public Policy and Administration*, vol. 0, no. 0, pp. 1-24, 2019.
- [5] T. Kurniawan and A. Azizi, "Dampak Perubahan Iklim terhadap Petani Tambak Garam di Kabupaten Sampang dan Sumenep," *Jurnal Masyarakat dan Budaya*, vol. 14, no. 3, pp. 499-518, 2012.
- [6] Haidawati, M. E. Fachry and A. A. Arief, "<http://pasca.unhas.ac.id/jurnal/files/e0ad25e87417103d0204cf60246f1b76.pdf>," 26 Agustus 2014. [Online]. Available: <http://pasca.unhas.ac.id/jurnal/files/e0ad25e87417103d0204cf60246f1b76.pdf>. [Accessed 31 Januari 2020].
- [7] S. Dharmayanti, Suhartono and A. Rifin, "Analisis Ketersediaan Garam Menuju Pencapaian Swasembada Garam Nasional yang Berkelanjutan (Suatu Pendekatan Model Dinamik)," *Jurnal Sosial Ekonomi Kelautan dan Perikanan*, vol. 8, no. 1, pp. 103-115, 2013.
- [8] L. O. Prastio, "Strategi Program Pemberdayaan Usaha Garam Rakyat di Desa Muara Baru Kecamatan Cilamaya Wetan Kabupaten Karawang," *The Indonesian Journal of Politics and Policy*, vol. 1, no. 1, pp. 62-73, 2019.
- [9] R. P. Amanda and I. Buchori, "Efektifitas Program Pemberdayaan Usaha Garam Rakyat (PUGAR) Terhadap Tingkat Keberdayaan Petani Garam Rakyat di Kecamatan Kaliori," *Jurnal Teknik PWK*, vol. 4, no. 4, pp. 554-563, 2015.
- [10] N. A. Deliarnoor, R. A. Buchari and L. K. Felfina, "Evaluasi Program Pemberdayaan Usaha Garam Rakyat di Kecamatan Pangenan, Kabupaten Cirebon Jawa Barat," *Responsive*, vol. 1, no. 1, pp. 27-33, 2018.
- [11] M. Yalia, "Implementasi Kebijakan Pengembangan dan Pemberdayaan Lembaga Sosial Media Tradisional di Jawa Barat," *Patanjala*, vol. 6, no. 1, pp. 149-160, 2014.
- [12] C. Kansil, *Pengantar Ilmu Hukum dan Tata Hukum Indonesia*, Jakarta : Balai Pustaka, 2002.
- [13] J. W. Creswell, *Research Design: Qualitative, Quantitative, and Mixed Methods Approaches.*, California: SAGE, 2009.
- [14] W. Nemuan, *Metodologi Penelitian Sosial: Pendekatan Kualitatif dan Kuantitatif*, Edisi 7, Jakarta Barat: PT. Indeks, 2013.
- [15] M. Miles, A. M. Huberman and J. Saldana, *Qualitative Data Analysis: A Method Sourcebook*, New York: Routledge, 2014.
- [16] Lisnayetti and M. Hasanbasri, *Beban Kerja dan Kinerja Dosen Poltekes, Padang*: PT. Bumi Aksara, 2006.



- [17] J. K. R. Rolos, S. A. P. I. Sambu and W. Rumawas, "Pengaruh Beban Kerja Terhadap Kinerja Karyawan Pada PT. Asuransi Jiwasraya Cabang Manado Kota," *Jurnal Administrasi Bisnis*, vol. 6, no. 4, pp. 19-27, 2018.
- [18] Y. Mou, "Overseeing Criminal Justice: The Supervisory Role of the Public Prosecution Service in China," *Journal Of Law And Society*, vol. 44, no. 4, pp. 620-645, 2017.
- [19] K. H. Ng, "Supervisory Practices and Training Transfer: Lessons from Malaysia," *Asia Pacific Journal of Human Resources*, pp. 221-240, 2015.