

## Conference Paper

# Community Participation in the Program for the Use of Marine Space at the Department of Marine and Fisheries North Kalimantan Province

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**Abstract.**

The success of the marine utilization program implemented by the Office of Maritime Affairs and Fisheries of North Kalimantan Province relies heavily on community participation. This study aims to analyze the extent of community involvement in this program. Qualitative research methods were employed, and data sources included both primary and secondary data. The informants consisted of stakeholders directly engaged in the program.

The study's findings revealed that community participation in the marine space utilization program at the Maritime Affairs and Fisheries Service of North Kalimantan Province is at the highest level, known as citizen control. This means that the level of community engagement surpasses both non-participation and basic citizen participation. The Office of Maritime Affairs and Fisheries of North Kalimantan Province prioritizes utilizing its capacity to implement policies, programs, and activities for marine space utilization rather than solely relying on its authority.

Furthermore, the relationship between the Office of Maritime Affairs and Fisheries of North Kalimantan Province and the community, including community organizations, demonstrates mutual trust and collaboration.

**Keywords:** community participation, marine spatial utilization program

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## 1. Introduction

Indonesia, which stretches from Sabang to Merauke, has 17,499 islands with a total area of Indonesia around 7.81 million km<sup>2</sup>. Of the total area of the region, 3.25 million km<sup>2</sup> is ocean and 2.55 million km<sup>2</sup> is the Economic Zone Exclusive. Only about 2.01 million km<sup>2</sup> of the island. In other words, territory or sea space in Indonesia is wider than land space. One of the territories provinces in Indonesia is North Kalimantan Province. And by limited provincial authority, North Kalimantan Province is known to have a sea area of 11,579 km<sup>2</sup> (13% of the total area).

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The vast sea area in Indonesia, especially in North Kalimantan Province, which has a sea area of 13% of the total area, is the best wealth for the government and society in utilizing this sea space. The utilization of marine space is an important activity for almost all sectors of life in the world. The potential that exists in the waters of the sea, both above and below the surface of the water, can be of great benefit to mankind and other living things if managed properly. Utilization of sea space is an effort to realize the structure of sea space and pattern of sea space through Spatial Planning (RTR) through the preparation and implementation of programs and their financing.

Sea space utilization programs can be carried out through activities such as fishing activities, sea transportation, or shipping to the management of energy and mineral resources. However, these activities will also be crucial because they can determine the sustainability of ecosystems in the sea and its coasts. Without proper and proper management of marine utilization programs, the use of marine space will only threaten all the potential it. The participation of several stakeholders, especially the community, in marine utilization programs, plays a very important role in the success of a program.

The success of policies or programs that have been made by the local government in the marine utilization program through the Maritime Affairs and Fisheries Service of North Kalimantan Province is inseparable from the participation of the people in North Kalimantan Province. Midgley [1] reveals that community participation connotes the direct involvement of ordinary people in local affairs. Community participation means the involvement of ordinary people in local affairs directly. Meanwhile, Cohen [2] distinguished four types of participation, including (1) community participation in decision-making processes and organizational policies, (2) community participation or participation in the development of operational activities based on predetermined programs, (3) community participation in enjoying or utilizing development results to be achieved in the implementation of development, and (4) community participation in the form of participating in assessing and supervising development activities and their results.

For this reason, it is important to involve the community in government programs for the success of each program made by the government so that it is not only the government that becomes an actor but the community is also involved and participates in it so that together they can succeed in the marine utilization program in North Kalimantan Province.

And based on the explanation above, this study aims to analyze how the level of community participation in the implementation of marine space utilization programs

by the Maritime Affairs and Fisheries Service of North Kalimantan Province uses the participation ladder concept by Burns, et al [3].

## 2. Methods

This study used qualitative research methods. As Moleong [4], states that the qualitative research method is a method that aims to explain or describe problems in a systematic, factual, and accurate manner regarding facts. The location is at the Maritime Affairs and Fisheries Office of North Kalimantan Province, where the selection of this location is based on the problem, namely how is the level of community participation in the marine space utilization program at the Maritime Affairs and Fisheries Service of North Kalimantan Province and it can be said that not many have conducted research related to the program. empowering sea space, especially in North Kalimantan Province, making it easier for writers to obtain secondary data or information directly. Informants are people who are authorized to provide information about community participation in marine space utilization programs at the Maritime Affairs and Fisheries Service of North Kalimantan Province.

The data obtained includes primary data and secondary data. Primary data is data obtained directly from sources (not through intermediary media) which can be in the form of individual or group subject (person) opinions, observations of an object (physical), events or activities, and test results. While secondary data is data obtained in a ready-made form or the form of publication data. The primary data in this study is the result of direct interviews with informants and observations about community participation in the marine space utilization program at the Maritime Affairs and Fisheries Service of North Kalimantan Province, while the secondary data consists of data related to the marine space utilization program obtained from the internet, books, journals, and previous researchers. And the main data collection techniques were in-depth interviews, and participant observation, namely observation where the researcher is involved with the daily activities of the person being observed or used as a source of research data. And the study of documentation, namely studying documents or records of events that have passed. As for the data analysis technique in this study, the data analysis model used is the interactive analysis model by Miles, et al [5] (2014).

## 3. Results and Discussion

### 3.1. Implementation of the Marine Spatial Utilization Program at the Marine and Fisheries Office of North Kalimantan Province

Utilization of the sea in North Kalimantan Province is implemented through programs or activities carried out by the Office of Maritime Affairs and Fisheries of North Kalimantan Province. The program is the Marine, Coastal, and Small Islands Management Program which is carried out with two types of activities, as will be stated as follows.

1. Sea Spatial Management up to 12 miles outside Oil and Gas, includes 3 sub-activities, including:

- a. Compilation and Determination of Zoning Plans for Coastal Zone and Small Islands
- b. Management of Conservation Areas in Coastal Areas and Small Islands
- c. Disaster Mitigation for Coastal Zone and Small Islands
- d. Rehabilitation of Coastal Waters and Small Islands

2. Empowerment of Coastal Communities and Small Islands includes sub-activities, including:

1. Institutional Strengthening and Development of Coastal Communities and Small Islands
2. Providing Assistance, Ease of Access to Science, Technology, and Information, as well as Organizing Education and Training
3. Provision of Infrastructure Assistance for Coastal Communities and Small Islands

In addition, in the marine space utilization program in North Kalimantan Province, there are several data related to individual lists and corporate lists which are the Technical Considerations for Approval of Conformity for Marine Space Utilization Activities (PKKPRL) for North Kalimantan Province in 2022-2023. For individuals in 2022, there will be 15 people while in 2023 there will be 19 people. And for corporations in 2022, there will be 9 companies while in 2023 there will be 3 companies. The individuals and corporations that became the Technical Considerations for Approval of the Conformity of Marine Spatial Utilization Activities (PKKPRL) in North Kalimantan Province are distributed in 5 districts/cities in North Kalimantan Province, namely in Bulungan, Nunukan, Tarakan, Malinau and Tana Tidung

During the implementation of the marine space utilization program in North Kalimantan Province, there were several obstacles experienced by the Maritime Affairs and Fisheries Service of North Kalimantan Province. These obstacles include:

1. Geographical factors are related to accessibility. Most of the coastal areas and small islands located in the outermost and remote areas, although accessible, require a large amount of money to achieve this, and some of the limited means of transportation available (dominantly water transportation is used).
2. Educational background. In general, most of the educational background of coastal communities and small islands is still low, so their understanding and level of knowledge are still limited. In addition, public awareness of the management and utilization of marine space is still lacking.
3. The budget for supporting the Marine Spatial Utilization Program is also limited. This is because this program is not a priority program but only support for other programs, such as Capture Fisheries, Aquaculture, and Monitoring of Marine and Fishery Resources.
4. Changes in regulations (regulations) related to the use of sea space. Changes in regulations, especially those issued by the central government, both Government Regulations (PP) and Minister of Maritime Affairs and Fisheries Regulations (Permenpan KKP) are often a dilemma for local governments, especially since regulations have been changed in a short period. Therefore, this will affect existing programs in the regions, because before implementation it is necessary to carry out outreach activities to the community. If the regulation changes, socialization will be carried out repeatedly.
5. Existing conditions (data and information). The acceleration of development in coastal areas and small islands is very dynamic and continues to increase significantly, often the existing information and data on the utilization of sea space are not conveyed in a complete and real way so between the programs that have been prepared and the existing conditions the use of sea space is slightly left behind.
6. The intensity of supervision, especially oversight of the use of sea space, is still minimal, especially regarding the legality/permitting and suitability of the use of sea space, so that several existing conditions for the use of sea space sometimes intersect or overlap between one activity and another.

The total budget and budget realization for community empowerment activities for coastal and small islands marine space utilization programs in North Kalimantan Province from 2020 to 2023 can be seen in the table below.

TABLE 1: Total Budget for the 2020-2023 Sea Spatial Utilization Program.

Activity / Year	2020	2021	2022
Community Empowerment and Small Islands	Rp. 512,650,000	Rp. 499,758,296	Rp. 943,000,000
Marine Space Management Up to 12 miles outside Oil and Gas (Regional Marine Protected Areas)	Rp. 693,855,000	Rp. 545,953,092	Rp. 292,710,000

Source: Maritime Affairs and Fisheries Office of North Kalimantan Province, 2023

Based on the table above, shows that the total budget for community empowerment activities and small islands is greater than the total budget for marine space management activities up to 12 miles outside oil and gas or regional waters conservation areas in North Kalimantan Province.

### 3.2. Community Participation in the Marine Spatial Utilization Program at the Maritime Affairs and Fisheries Office of North Kalimantan Province

Community participation in the marine space utilization program at the Maritime Affairs and Fisheries Service of North Kalimantan Province can be seen using the participation ladder concept by Burns, et al [3]. This participation ladder consists of 12 steps classified into three categories. The three categories are non-citizen participation, citizen participation, and control. These three categories of participants will be used to explain community participation in the marine space utilization program at the Marine and Fisheries Service of North Kalimantan Province, which will be explained below.

#### 3.2.1. Non-Participation of Citizens

Non-participation of citizens can be seen by the manipulation of information and the impression that it often occurs in public life. The degree of participation in citizen non-participation consists of four steps, namely citizen fraud, cynical consulting, bad information, and customer maintenance.

First, is related to citizen fraud which can be interpreted as providing incorrect information or distorting information regarding programs or activities that are being or will be carried out to cover up the real conditions that are currently happening. In the marine spatial utilization program in North Kalimantan Province, the information provided is by the existing reality through Focus Group Discussions (FGD) and outreach.

However, it can be said that the number of participants or the community who took part in the activity was not large so only representatives from the group attended.

Second, regarding cynical consultation which is defined as a discussion in the hope of getting directions, an exchange of thoughts to get the best advice or suggestions. However, at this time people consider community participation as information that does not need to be a consideration so people often perceive it as a cynical consultation or dissatisfaction with the services provided. The Office of Maritime Affairs and Fisheries of North Kalimantan Province is trying to get community participation in the marine space utilization program in the form of information sharing carried out through Focus Group Discussions, and this has also been regulated in good regulations issued by both the central government through the Ministry of Maritime Affairs and Fisheries and by local governments. Where the rights, obligations, and participation of the community in the utilization of sea space starting from the preparation (planning), implementation (implementation), and supervision have been accommodated. So community participation with the information provided by the community regarding the marine space utilization program in North Kalimantan Province is very important and is also considered.

Third, regarding bad information. This is related to the lack of information provided by the government to the public regarding the programs and activities to be carried out so that the community cannot participate in these programs and activities. In general, the Office of Maritime Affairs and Fisheries of the North Kalimantan Province has provided maximum information, but due to limitations, not all members of the community immediately received the information, and only community representatives were expected to be able to convey it to the rest of the community. Information related to the marine space utilization program was also conveyed to the relevant Regional Apparatus Organizations (OPD), namely the District/City Fisheries Office to be able to assist in conveying information to coastal communities and small islands in their territory. The involvement of the District/City Fisheries Office is very helpful in conveying information to the public because they know more about the characteristics of their respective regions and communities. Besides that, there is still the responsibility of the district/city regional government in North Kalimantan Province through the Community Development of Coastal and Small Islands activities. So that information related to the marine space utilization program in North Kalimantan Province has been conveyed to the public through the Maritime Affairs and Fisheries Service of North Kalimantan Province, the Fisheries Service at the Regency / City Level, and local governments at the district/city level in North Kalimantan Province which are carried out through several activities.

The fourth is related to customer maintenance. This is related to how the maintenance is provided by the government, in this case, the Maritime Affairs and Fisheries Service of North Kalimantan Province, to create conditions for services and the implementation of effective programs and activities to deal with residents' anger over complaints received. The Maritime Affairs and Fisheries Service of North Kalimantan Province has taken strategic and effective steps by involving several relevant stakeholders both in the internal scope of the Service (across sectors) and the external sphere (other regional apparatus organizations, vertical agencies in the region). Initially by forming a team, then carrying out coordination meetings which were held several times, then conducting Focus Group Discussions with communities who have interests, and then matters that become input and decisions are outlined in the Minutes of Agreement which will then be followed up by the Maritime Affairs and Fisheries Service or other relevant stakeholders. Furthermore, periodic monitoring and evaluation as well as follow-up coordination meetings are carried out to find out whether it has been carried out or not or whether there are obstacles in carrying it out so that all suggestions and complaints from the community regarding the marine space utilization program in North Kalimantan Province can be accommodated and carried out properly.

So based on the explanation above, it can be said that the marine space utilization program at the Maritime Affairs and Fisheries Service of North Kalimantan Province is not by indicators of non-participation of citizens. This is due to the compatibility between the information provided by the public and the conditions or reality that occur related to the marine space utilization program. Then the information provided by the community in the marine space utilization program is very important and is also considered by the local government, in this case, the Maritime Affairs and Fisheries Service of North Kalimantan Province, in making decisions as well as providing and disseminating information related to the marine space utilization program in North Kalimantan Province so that the community can participate.

### **3.2.2. Citizen Participation**

Citizen participation in this degree of participation, citizens have the power to influence decision-making in government. This degree of participation consists of six rungs, namely quality consultation, genuine consultation, an effective advisory body, decentralization of decision-making, partnership, and delegated control.

First, related to quality consultation, namely the development of language, methods and beliefs, and assumptions that people understand. This can be seen by the ability of



the program implementation team to adapt to the community so that they understand how the program can help the community. The research findings indicate that the program implementing team, namely the Maritime Affairs and Fisheries Service of North Kalimantan Province, was able to adapt and provide understanding to the community in implementing the use of sea space and could increase their capacity through outreach and training to communities participating in the marine space utilization program in North Kalimantan Province.

The second is how genuine consultation involves citizens in influencing decisions which can be seen by involving the community in decision-making to give rise to community participation in a program. The findings of the research show that the Maritime Affairs and Fisheries Service of North Kalimantan Province has involved the community in taking further actions and decisions related to the marine space utilization program in North Kalimantan Province. This was carried out by the North Kalimantan Provincial Office by conducting socialization and coordination meetings with the community to realize community participation both from the planning stage to the implementation stage of the marine space utilization program.

An effective advisory body deals with actors who function as catalysts/facilitators who encourage citizens to convey their aspirations in a program. The actor that catalyzes, in this case, is the Regional People's Representative Council (DPRD). In the marine space utilization program in North Kalimantan Province, apart from the Maritime Affairs and Fisheries Service of North Kalimantan Province, there are several actors involved in this marine space utilization program. These actors are the Regional People's Legislative Council (DPRD), Non-Governmental Organizations (NGOs), and Community Oversight Groups (POKMASWAS) which also play a role as catalysts and facilitators in the marine space utilization program in North Kalimantan Province.

Then decentralization in decision-making, namely limited decentralization in decision making contains the influence of citizens in the decision-making process. In other words, there is the influence of citizens in a given birth program. In this regard, the results of the study indicate that there is community influence in the marine space utilization program in North Kalimantan Province. This is justified by the implementation of public consultations and Development Planning Meetings (Musrenbang) held in North Kalimantan Province so that these activities can produce programs and activities for the utilization of sea space that are by community needs as a solution to problems felt by the community.

And then there is the matter of delegated control. Local organizations, whether in the form of associations or cooperatives that manage certain affairs or neighboring-based governments (such as villages) can carry out the management of certain regional affairs after being delegated by the local government. In implementing the marine space utilization program in North Kalimantan Province, in addition to the Maritime Affairs and Fisheries Service of North Kalimantan Province which is the leading sector, there is delegated control, or in other words there is a local organization formed to manage certain affairs. The local organizations are the Conservation Community Driving Group (KOMPAK) and the Monitoring Community Group (POKMASWAS) whose task is to supervise the use of marine space in North Kalimantan Province.

From the results of the explanation above, it can be said that the marine space utilization program at the Maritime Affairs and Fisheries Service of North Kalimantan Province is an indicator of citizen participation. This is due to socialization. Coordination meetings and training as self-adjustment, and information sharing or Focus Group Discussions are held by the Maritime Affairs and Fisheries Office of North Kalimantan Province in implementing the marine space utilization program so that all information from the public is taken into account in making a decision. There is decentralization in decision-making in the marine space utilization program which is carried out through public consultations and Development Planning Deliberations (Musrenbang) so that there is community influence on the program.

### **3.2.3. Citizen Control**

The last level of community participation is citizen control. Residents have the power to govern a particular program, area, or institution with a degree of independence from the local government, in this case, the Department of Maritime Affairs and Fisheries of North Kalimantan Province. The government can delegate powers to certain matters based on legal contracts. And there are two rungs in this degree, namely entrusted control and interdependence control.

Entrusted control can be interpreted where local governments can entrust the management of an affair to an organization either through financial assistance relationships or through the development of various forms of relationships and assistance contracts that are more informal. This can be seen by the existence of a deliberation forum that is used to convey the aspirations and ideas of residents during the implementation of the marine space utilization program in North Kalimantan Province so that the Maritime Affairs and Fisheries Service of North Kalimantan Province can entrust the

management of an affair to an organization. Based on this explanation, the research findings indicate that there is a deliberation forum held to convey all the aspirations and ideas of the community in the implementation of the marine space utilization program in North Kalimantan Province. The forum is the Development Planning Consultation (Musrenbang) at the village, sub-district, and district/city levels in North Kalimantan Province. And there is also a Village Consultative Body which has duties and functions to guard the aspirations of the people and maintain authority and stability in the marine space utilization program.

Then finally is related to interdependence control. A greater degree of democracy is developed by establishing a body of democratic authority to handle a particular matter. This relates to the Maritime Affairs and Fisheries Service of North Kalimantan Province and communities with a greater degree of democracy developed by establishing a democratic authority body that handles a particular matter but cannot be separated from notifications or socialization so that the public is aware of a marine space utilization program in the Province. North Kalimantan. This is justified by research results which show that several organizations have been formed, each of which handles specific and different matters in the implementation of the marine space utilization program in North Kalimantan Province.

Based on the explanation above, it can be concluded that the marine space utilization program at the Maritime Affairs and Fisheries Service of North Kalimantan Province already exists and is by the indicators of citizen control. This is evidenced by the existence of deliberative bodies and forums in the implementation of the marine space utilization program in North Kalimantan Province and the establishment of a special organization formed to handle a particular matter in the marine space utilization program in North Kalimantan Province.

Community participation in the marine space utilization program at the Maritime Affairs and Fisheries Service of North Kalimantan Province is at the highest degree of participation, namely citizen control, where the level of community participation exceeds the degree of non-participation of citizens and citizen participation. The Office of Maritime Affairs and Fisheries of North Kalimantan Province tends to use its capacity to implement policies, programs, and activities for the use of sea space rather than using its authority. The relationship between the government, in this case, the Department of Maritime Affairs and Fisheries of North Kalimantan Province, with the community, and with social organizations shows mutual trust in one another. Thus, the Maritime Affairs and Fisheries Service of North Kalimantan Province can be closer to the community with certain limits,

## 4. Conclusion

Based on the explanation above, the authors conclude that the level of community participation in the marine space utilization program at the Maritime Affairs and Fisheries Service of North Kalimantan Province is at the highest degree of participation, namely citizen control, where the level of community participation exceeds the degree of non-participation of citizens and citizen participation. The Office of Maritime Affairs and Fisheries of North Kalimantan Province tends to use its capacity to implement policies, programs, and activities for the use of sea space rather than using its authority. The relationship between the government, in this case, the Department of Maritime Affairs and Fisheries of North Kalimantan Province, with the community, and with social organizations shows mutual trust in one another.

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