

IMPLEMENTATION OF TUNA DIRECT EXPORT POLICY IN NORTH SULAWESI PROVINCE

Jenuard M. Nelwan^{1*)}, Maria H. Pratiknjo²⁾, Novie Revli Pioh³⁾

Graduate program student of Universitas Sam Ratulangi, Manado, North Sulawesi^{1,2,3}

E-mail: mossesnelwan@gmail.com¹, mariapratiknjo31@gmail.com², noviepioh@gmail.com³

Abstract: This study aims to analyze the implementation of the direct export policy of tuna in North Sulawesi province. This research uses a qualitative approach with descriptive methods. The information used in this study amounted to 5 people consisting of the head of the Marine and Fisheries Service of North Sulawesi Province, the fish processing unit and the fishing community. Data collection is done through observation, interviews and documentation. Sources of research data consist of primary data obtained directly through interviews and secondary data taken from books, journals, annual reports as well as literature and other supporting documents. This study focused on aspects of policy implementation consisting of size and objectives, inter-organizational communication resources, characteristics of implementing agencies, socio-political and economic conditions, and attitudes of implementers. Data analysis consists of data reduction, data presentation and conclusion or verification. The results of this study indicate that the implementation of the direct export policy for tuna is prepared to cut export costs which are too expensive due to the existence of an export route that is too long which will automatically affect the quality of the fish where the price of tuna will be affected by the quality of the fish that reaches the destination country, so that it can also affect the distribution process of tuna. In conclusion, the potential for tuna products in North Sulawesi has a significant impact and has a positive direction towards tuna exports between Indonesia and Japan in general and North Sulawesi to Japan or other countries in particular.

Keywords: *Direct Export, Export Policy, Tuna Fish, Marine and Fisheries Service*

1. Introduction

The Unitary State of the Republic of Indonesia (NKRI) is a country consisting of islands (archipelagic state), both large and small islands so that the NKRI is the largest country in the world consisting of thousands of islands or as many as 17.508 islands based on the provisions in Law No. 6 of 1996 concerning Indonesian Waters. The length of the coastline reaches 104.000 km. On that basis, it is reinforced by data from the Ministry of Maritime Affairs and Fisheries in figures for 2010, the total area of Indonesia's sea is around 3.544 million km² or around 70% of Indonesia's territory. This potential places the fisheries sector as one of the superior and potential sectors in Indonesia because it is ranked 3rd in the world after the People's Republic of China and Peru. In addition, the Food and Agriculture Organization (FAO) in 2020 reports that this archipelagic country contributes around 8% of world production to fishery production. This opportunity is a great opportunity for Indonesia, including North Sulawesi Province.

According to the perspective of legislation which is one type of public policy that refers to Law no. 7 of 2014 concerning Trade, the purpose of trading activities in which one of the scopes of regulation includes foreign trade or exports as stipulated in article three (3), namely:

- a. Trade aims for national economic growth;
- b. Increase employment opportunities;
- c. Guaranteed distribution of goods to consumers in a timely manner;
- d. Increase the ability to compete with domestic products.

According to Lubis (2019), export is a cross-border trade activity, where through the four objectives of trade activity that will be achieved through the implementation of an export policy and includes direct export of tuna in North Sulawesi Province. In article 95 regarding the duties of regional governments, one of them is implementing all government policies in the trade sector with the authority to set policies and strategies in the regions in order to encourage and support government policies, in this case the central government (Stievany & Jalunggono, 2022).

Tumang (2018) explained that fishery exports are very influential on economic growth, reducing poverty, creating employment opportunities and increasing investment. This means that the fishery export policy is very influential on the economic growth of North Sulawesi Province (Deputy Governor, Steven Kadow, Manado Post, p.8, November 8, 2021).

Indonesian fishery products in this case tuna in North Sulawesi Province have export quality that can be accepted by the world so that it becomes an economic driver for countries and regions which greatly affects economic growth, increases income for fishermen, creates jobs and can increase investment, especially during a pandemic. However, the goal to be achieved in tuna exports has not run optimally due to obstacles such as difficulty in distributing caught tuna, drastically falling tuna prices, long export routes, and expensive export costs.

The provincial government of North Sulawesi, through the vision and mission of the Governor and deputy Governor in 2020-2025, with the vision of “Strengthening the Economy that relies on tourism, agro-complex industries (agriculture, fisheries, animal husbandry and forestry) in favor of MSMEs” and making North Sulawesi the gateway to Indonesia in the eastern region, the North Sulawesi government took steps by conducting a Cooperation Agreement (PKS)/ Memorandum of Understanding between the Provincial Governments North Sulawesi with PT. Garuda Indonesia No. 8 on Direct Export of Manado Tuna Fish – Japan. The cooperation is related to the process of transporting fishery products from Sam Ratulangi Manado Airport directly to Japan's Narita Airport.

Through this agreement, the scheme for the export route for tuna in North Sulawesi has also changed, making it easier for exporters where airlines no longer make transit in other cities but directly to Narita, Japan.

Darondo et al. (2020) explained that tuna is a high-migratory type of fish so that it becomes a prima donna to foreign countries. This is supported by the world's demand for tuna which tends to be high or over capacity which makes the tuna industry more enthusiastic from year to year where tuna products are liked by all groups so that the selling price increases. This is what triggers exporters to send tuna abroad which is expected to be through a system that is not long or without transit, in other words, directly to the destination country without moving between cities and countries and cheap distribution costs. Hence, a policy is needed regarding the direct export of tuna to certain countries which surely can provide foreign exchange earners for the country.

Based on the background of the problems that have been described, this study aims to analyze the implementation of the direct export policy of tuna in North Sulawesi Province. This research is expected to contribute to the development of knowledge in the field of public policy

and can be used as a reference for academics in developing concepts and theories, especially in the field of managing development resources. Practical benefits include providing input for the Department of Marine Affairs and Fisheries, which is the policy implementer in reconstructing the concept of direct export of tuna fisheries, and serving as a reference for the North Sulawesi Government as a party involved in making policies related to direct export of tuna fish, as well as for the community, especially those in the tuna fish trading sector, to support the implementation of government policies.

2. Research Method

2.1. Research Design

The research design used in this study uses a qualitative descriptive method which aims to provide a clear description of the phenomenon in accordance with the subject matter to be studied, namely the implementation of the direct export policy of tuna in the province of North Sulawesi. This study uses a qualitative model which aims to provide a complete picture of the implementation of the direct export policy for tuna in the province of Sulawesi which is closely related to the ideas, perceptions, opinions or beliefs of the people being studied and the whole cannot be measured using numbers. This is in accordance with the statement by Winarni (2021) where “qualitative research deals with the ideas and perceptions or opinions and beliefs studied which are not measured using numbers”.

2.2. Place and time of Research

The place or location of the research will be carried out at the Maritime Affairs and Fisheries Office of North Sulawesi Province. the reason for choosing this place is because information about the implementation of tuna exports is in the specified research location. This research was conducted for 4 months starting from August to November 2022.

2.3. Research Informants

The informants used in this study used a purposive sampling technique in which the informants were determined by the researcher according to predetermined criteria where the researcher considered the information to provide information about the implementation of the direct export policy of tuna in North Sulawesi province.

In addition to using the purposive sampling technique, the researcher also used the Snowball technique in this study where the information obtained by the researcher from an informant can be developed by other people who also know about the information needed by the researcher which is closely related to the information submitted by the previous informant (Rukajat, 2018).

In this study the researcher took a lot of information from 5 people consisting of:

- 1) Head of Maritime Affairs and Fisheries Office of North Sulawesi Province (1 person)
- 2) Tuna Processing Unit (2 people)
- 3) Fishermen Society (2 people)

2.4. Data Collection Technique

Data collection carried out in this study included observation, interviews and documentation. Specifically, the data collection process carried out in this study includes several stages, namely:

2.4.1. Observation

Observation is an observation step that includes activities focused on objects using all the five senses (Walidin et al., 2015). The observations used in this study were carried out in a structured manner where observations were prepared about what would be observed based on the provisions in the observations which were carried out in a simple but developed manner in the field. In this study there was non-participant observation, namely where the researcher was not involved in the activity but only as an observer. Observations made in this study are related to the management of tuna fisheries in the export sector and the role of fishing communities in the provision of fisheries and the government as a policy maker in order to facilitate tuna exports.

2.4.2. Interview

The interviews conducted in this study were in-deep interviews or face-to-face question and answer processes between researchers and informants which were carried out in depth which constructed meaning in the topic of direct tuna export policies in North Sulawesi province.

The interview process, which was carried out by means of an in-depth interview, was carried out more freely and openly, asking for opinions and ideas from informants where the information obtained was recorded by the researcher as valid and accountable data.

2.4.3. Documentation

Documentation in this study is closely related to the study and processing of data obtained from informants in the form of documents that are already available to support research data. Through documentation data collection is interpreted as a step to obtain information by tracing the history of research objects. The documentation method in this study was used to collect research data which also came from articles, journals, magazines, internet news and sources of information relating to the direct export of tuna.

2.5. Research Data Sources

Sources of data in this study are primary data and secondary data.

2.5.1. Primary Data

Primary data is data that is collected directly from the main source through interviews, experimental surveys where the primary data is specific because it is tailored to the needs of the researcher.

2.5.2. Secondary Data

Secondary data is data obtained from data collection techniques that support primary data sourced from books, journals, annual reports, literature and other documents related to research problems.

2.6. Research Focus

The focus of the research in this study is the implementation of the direct export policy of tuna in North Sulawesi province based on aspects consisting of:

- 1) Size and objectives, the factors that led to the existence of a direct export policy and the objectives of the emergence of policies on direct exports and zones.

- 2) Resources, availability of tuna fishery products and available budget for direct export of tuna.
- 3) Communication between organizations, collaboration between the government and fish processing units and fishing communities.
- 4) Characteristics of implementing agencies, the role of the Maritime Affairs and Fisheries Service of North Sulawesi Province in supporting the direct export policy of tuna as part or representative of the North Sulawesi provincial government and the central government.
- 5) Socio-political and economic conditions, the role and support of the fish management unit government and fishing communities to support or reject the direct export policy of tuna.
- 6) The attitude of the implementor, the response of the implementor to the policy on direct export of tuna and the response from the target group.

2.7. Data Analysis Technique

The data analysis technique in this study consisted of several stages based on the theory according to Miles and Huberman (2005) in Zakariah et al. (2020) which consists of the stages of data reduction, data display and conclusions or verification which are described as follows:

2.7.1. Data Reduction

Data reduction is a qualitative data analysis technique where data deduction is a form of analysis used to classify, direct, and sharpen and remove unnecessary information and organize data in such a way that a final conclusion can be drawn (Saleh, 2017). The large amount of data obtained in the field needs to be recorded carefully and in detail where the data obtained is grouped. By reducing data, it means making a summary or choosing the main things and focusing on important things and looking for themes and patterns so that the reduced data will provide a clearer picture and make it easier for researchers to collect further data if needed.

2.7.2. Data Display

Presentation of data in qualitative is a step or action when the information data has been compiled and gives the possibility to draw a conclusion (Winarni, 2021). The form of data that will be presented in the form of narrative text is in the form of field notes, graphic matrices, networks and charts. In this study, researchers will present data in the form of narrative text. The purpose of presenting data will make it easier to understand what happened and plan the next stage of work based on what is understood.

2.7.3. Conclusion Draw/Verification

The final stage in data analysis based on the theory of Miles and Haberman in Rukajat (2018) is a step used to take action where the action is drawing conclusions or verification. The conclusions put forward at the outset are temporary conclusions which will certainly change if strong evidence is not found to support the data obtained through the data collection stage. But if the data obtained is in accordance with the observations made, the conclusions drawn at an early stage are accompanied by valid and consistent evidence, the conclusions drawn can be stated as a credible conclusion.

3. Results and Discussion

Exports are one of the drivers of industrial and economic growth, therefore in order to face the era of free trade, Indonesia is required to develop and carry out appropriate export strategies and not only grow in the economy. Therefore, the government carried out various deregulation and de-bureaucratization policies aimed at increasing economic efficiency and eliminating high

costs to encourage increased non-oil and gas exports. The step as a strategy carried out by the government in 2017 from the non-oil and gas sector contributed 50.07% to the total exports carried out by the Indonesian government.

From the fisheries sector, fishery products are one of the mainstays of exports in Indonesia. This can be seen from research conducted by Lasabuda (2013), “the total area of the Indonesian sea which consists of the area of Indonesian waters reaches 3.1 million km² with territorial sea waters of 0.3 million km² and 2.8 million km² of archipelago waters”. In addition, according to Tumengkol et al. (2015), “Indonesia's exclusive economic zone covering an area of approximately 2.7 million km² which stores many types of fish and other aquatic products that have important economic value”. In terms of marketing fishery products, Zee Indonesia, which is directed at the export market, has mainstay products, namely shrimp and tuna. Tuna is the second fishery export commodity that contributed foreign exchange in 2018, namely US\$215.134 million, an increase of 13.57% from the previous year which reached US\$189.43 million.

According to Yusuf et al. (2018), in the ASEAN region, Indonesia is in second place as a tuna producing country after Thailand. This is due to differences in the level of exploitation both in terms of quantity and technology of fishing gear use. However, seen from the area of Indonesian waters, the opportunity to increase production is greater and this means that the opportunity to increase exports as an addition to the country's foreign exchange is also large.

North Sulawesi Province as one of the provinces that can produce fishery products, in this case tuna, the North Sulawesi Provincial Government is targeting to become a national tuna export center province due to its high potential. The abundance of fishery resources, especially tuna, can provide economic benefits for the people of North Sulawesi. This is evidenced by data from the Central Statistics Agency in 2018, the number of exports of tuna and skipjack products from North Sulawesi reached 21.5 million kg with revenues of around USD 129 million. Of which 8.9 million kg of tuna products were exported with revenues of USD 71.9 million.

The export process carried out for fishery products, in this case tuna in North Sulawesi, cannot be separated from the challenges and obstacles that must be overcome, including difficulties in the process of distributing the caught tuna. Apart from that, the consumption of tuna, which is slightly automatic, will affect the price of tuna, which can automatically drop drastically. Another obstacle when exporting was the export route which was too long. This was proven where when exporting from North Sulawesi, it had to be sent to other cities before being sent to destination countries, including Japan and America. With the existence of a long export or distribution channel, automatically the financing for exports becomes larger.

Responding to problems related to the tuna export process that occurred, the North Sulawesi government issued a policy for direct export of tuna to destination countries where North Sulawesi has fresh tuna quality as one of the best tuna producers in Indonesia.

Statement by Deputy Governor of North Sulawesi (Steven Kandou) said that:

“Whatever we will do, even though at this point we are still in the time of the Covid-19 pandemic, there is no other way to improve the economy other than exporting, whether it's from the fisheries sector or from agriculture. Direct exports that can be realized are based on the efforts of many parties so that you cannot be satisfied with the current achievements because there are still many opportunities and markets that can be targeted so that the output and outcomes can be enjoyed specifically by the people of North Sulawesi”.

In addition, the deputy governor of North Sulawesi added that:

“This direct call breakthrough to Singapore is no joke, it's like hitting a wall to cross an inland river as a salute point for export fighters.”

The deputy governor's statement was supported by the results of interviews with researchers with the Head of the Maritime Affairs and Fisheries Office of North Sulawesi Province, who said:

“The largest number of requests for tuna exports from North Sulawesi came from Singapore and Japan. Therefore, at the beginning of March 2021, North Sulawesi Province exported 4.2 tons of fishery and agricultural products to Singapore where fishery commodities were exported from tuna and lobster. Even the North Sulawesi government has never stopped making efforts to revive the economy amid the Covid-19 pandemic by making various breakthroughs including exporting North Sulawesi fishery products directly to Singapore”.

This statement was also supported by the Director General of National Export Development of the Ministry of Commerce who said that direct call for North Sulawesi fisheries could accelerate economic recovery because it is an economic component that is a mainstay, especially in the midst of the Covid 19 pandemic. He said that:

“This is an extraordinary step because direct calls are not a trivial matter. Collaboration for Indonesian exports, especially for North Sulawesi, is an important part in the midst of a pandemic. The export points that currently exist are fisheries and agriculture. We will continue to provide convenience in export transactions”.

In carrying out exports, especially tuna, it is inseparable from the challenges and obstacles faced, especially by tuna processing entrepreneurs. Among them are the difficulties in distributing the caught tuna due to the declining price of tuna and the long export route which can automatically increase export costs. Therefore the North Sulawesi government issued a policy on tuna exports by providing direct exports of tuna to destination countries.

The approach used in this study is to analyze the implementation of the direct export policy for tuna in North Sulawesi province which is based on the Van Meter and Van Horn theories cited by Viana et al. (2021), where “there are six aspects that affect the implementation of policies in this case regarding the direct export of tuna, namely size and objectives, resources, inter-organizational communication characteristics of implementing agencies, socio-political and economic conditions, and the attitude of the implementer”. The six aspects are described as follows:

3.1. Size and Purpose

The volume of tuna exports has made North Sulawesi Province earn export foreign exchange of 3.44 million US dollars or around 48.9 billion rupiahs, but almost a year since this policy has been running, the North Sulawesi government has encountered various obstacles or new problems or problems in implementing policies on exports. .

The statement conveyed by the deputy governor of North Sulawesi through reporting in the Tribun Manado newspaper June 15 2021 which said that:

“From our point of view, our tuna exports to Japan are not optimal, they should be far from the current capacity. From one side we are grateful because we have become a de facto hub, because tuna from Bali, Maluku, Gorontalo and even from Jakarta have passed

here. Better yet, we are the main players. We also have problems with quality control, so our tuna doesn't meet the requirements to be brought to Japan because of the problem earlier, quality control, the cool box, keeping it fresh is still wrong”.

In line with the statement made by the deputy governor, the Head of the Fisheries and Maritime Affairs Service during the interview said that:

“Overall, the cash exports that we sent recently to Japan did earn foreign exchange reaching 48.9 billion, but it is inseparable from the obstacles that cause that the exports we do to Japan are still not fully running according to plan or are not optimal. Among them, the number of shipments made is still small, this is related to the price of tuna falling and the export process seen from the line requires greater costs so that more units – the management unit limits the delivery capacity. In addition, the number of fish caught, especially cash, from fishermen who are put into the fish processing unit is small because the price is cheap to sell to the fish manager”.

The statement from the Head of the North Sulawesi Province Maritime and Fisheries Service was confirmed by the informant who is a fishing community who said that:

“For the fish that we catch, especially tuna, there are a lot of them, but when we are going to sell them, the price is not in accordance with our operational costs to catch the fish. So we don't go to sea more often”.

In the export process, based on the results of research and observations made, it turns out that there are several factors that can affect exports. Interviews conducted with the Head of the Marine and Fishery Services Office of North Sulawesi Province said that:

“We are in a situation of one coin with two different sides but intertwined with one another, we can see that the need for tuna exports from foreign countries is very high. However, the shipping process carried out from the area of origin, especially us in North Sulawesi, depends on the role of the entrepreneur, in this case the fish processing unit, especially tuna, where there are problems when exporting, the export costs are too high due to the existence of longer export routes, for example from Manado must be sent first to Surabaya or stop over to other cities, which will then be sent to the export destination country. Surely this will affect the quality of the fish and also the sustainability of the tuna processing unit. Therefore, the government of North Sulawesi made a policy in which direct export activities were carried out yesterday in early March 2021. The government of North Sulawesi exported 2.4 tons of products from the fisheries and agriculture sectors.”

Based on the results of the interviews conducted, it can be concluded that the measure of the existence of this direct tuna export policy is the large number of tuna fishery commodities where North Sulawesi itself is one of the largest tuna fishery product producers in Indonesia so it is necessary to export directly from North Sulawesi to destination countries without going through transit in other cities. The purpose of direct export of tuna is to cut long export routes and reduce the cost of exporting tuna from North Sulawesi to destination countries.

3.2. Resource

Increasingly high demand for cash in the world makes the industry increase from year to year. The country of Indonesia is one of the largest countries that can produce extinction and has even dominated the international tuna market. Apart from the Flores Sea, the Maluku Sea, the

waters of the South Sulawesi Sea, North Sulawesi is precisely one of the areas that can produce tuna on a large scale because in 2019 North Sulawesi produced around 25.778 tons of tuna of various types.

Overall in Indonesia in 2018 and 2019 Indonesia managed to enter more than 19% of total world production with an average production of Indonesian tuna, skipjack and cob of more than 1.2 million tonnes per year. Meanwhile, the volume of Indonesian tuna exports reached 19,831 tons with a value of US\$659.9 million in 2017. According to the Central Bureau of Statistics, sea waters from Sulawesi reached 7.796 tons.

The results of interviews conducted by researchers with fishing communities stated that:

“The amount of tuna caught by us as fishermen is calculated that in one month it can reach 40 tons of tuna. Then from there we take it to the fish processing unit, so sometimes the price given has fallen or is below. the purchase price at which we sell it is much cheaper than usual, which was 45.000/kg, now it can only be Rp15.000/kg, all depending on market demand.”

The results of interviews conducted by researchers with fish processing units in fish processing units say that:

“The amount of tuna available, especially in the first fish processing unit, not only comes from the North Sulawesi region, we sometimes get it from the Maluku region, but for the export process, we do it from North Sulawesi. The problem is that the cost of the fish we buy and send abroad is more expensive, but most of the export prices are more expensive because there is a process of moving, so from Manado it has to be sent to Surabaya first, the term is transit, surely the transit process costs money. care for fish that have been put in certain boxes. But there is also a policy that cannot be moved around, this surely requires a greater cost”.

Based on the direct export policy of tuna made by the government of North Sulawesi, the results of interviews conducted by researchers and fish processing units said that:

“With the tuna direct export policy made by the North Sulawesi provincial government, surely, we as a fish processing unit breathe more freely because the cost of shipping abroad is cheaper or requires less funds and surely the quality of fish will be achieved well because the export route for cash fish shipments becomes shorter because there is no need to make stopovers in other cities before reaching other countries. Automatically the distribution process lasts shorter”.

Based on the results of the interview, it can be concluded that resources seen from the capacity of fishery products in this case tuna fish are always achieved or fulfilled but the biggest obstacle is the availability of a budget where the required budget is a larger budget due to the transit process that requires greater maintenance costs with the policy of direct export from North Sulawesi to the destination country, namely Singapore and Japan. Automatically helps the fish processing unit and indirectly helps fishermen create high tuna prices and automatically affects the economic level of most communities in this case fishing communities.

3.3. Interorganizational communication

The direct export of tuna cannot be separated from the cooperation that is built through inter-organizational communication, in this case the competent agencies in the export process.

Communication that can be created, among others, through activities that prioritize the implementation of direct export of tuna.

The process of direct export of tuna fish must also be supported by good fishery quality where demand from outside countries towards the government is realized to fish processing units. Organizational communication occurs due to a process within the organization in the form of delivery, receipt and exchange of information and messages. In this study, the communication process between organizations was built on the direct export of tuna fish which aims to create an open communication environment by using an inclusive communication strategy and ensuring communication within the company using two-way communication using interaction procedures that must be result-oriented and using several media for messaging.

The results of interviews conducted by researchers with the Head of the North Sulawesi Province Fisheries and Maritime Services said that:

“In terms of communication regarding exports as a whole, the government, in this case through the Maritime Affairs and Fisheries Service, provides information to fish processors, in this case fish processing units, is carried out in several ways, including by conveying it directly or by conveying information through the media. in this case newspaper or digital media or can be sent directly via social media and paint media that are currently available”.

This statement is supported by the fish processing unit which said that:

“information about fishery activities in this case export importing, especially tuna fish, we always get information from the government in this case from the Fisheries Service which intensely provides information ranging from export costs to export needs so we strive to cooperate in this case also cooperation efforts that we do not only with the government but also with fishermen because the main supplier of fishery products in this case tuna fish is the community So We also provide information to the community where this fishing community focuses on the price of tuna that they will sell to us fish processing units and also our fish processing units get real information from the government about the price of tuna fish purchased by foreign countries as well as financing for its export”.

Based on the results of the interviews conducted, it can be concluded that in the implementation of export of tuna either directly or previously through several transits, there is communication between the government and fish processing units as a source of fish processing products in collaboration with fishing communities as providers of tuna taken from waters.

3.4. Characteristics of implementing agencies

The government as a state administration agency that provides services and protection for every citizen, makes arrangements, mobilizes all the necessary resources and fosters good relations within the state and with other countries. At the local level, surely, fostering relations with the national government and regional governments as well as between the government and the people themselves.

This is also inseparable from the process of implementing the tuna export policy which is currently being carried out by direct export. In carrying out these exports, surely there must be exporters as exporters who understand the terms, types, and groups where exporters are individual agencies or business entities both in the form of legal entities and non-legal entities that carry out exports.

Characteristics of implementing agencies In this study, namely the government and fish management units, in this case acting as exporters of a company. The results of interviews

conducted by researchers with the head of the Maritime Affairs and Fisheries Service of North Sulawesi Province said that:

“Surely, these direct export implementing agencies consist of the government and also exporters with business entities, in this case fish processing units. This form of cooperation between agencies is where the government provides information about the need for the amount of tuna in this case which will be exported abroad where it is executed by fish processing units in this case which are legal entities or not legal entities but for the export of tuna to foreign countries, especially in Japan, it must be in an institution or business entity which is surely a legal entity”

Added by the fish processing unit regarding the characteristics of the implementing agency, namely the government and they are also exporters, it was found that:

“We, in this case fish processing units other than PT we also have CV or Commanditaire Vennotschap Firm where we in an export company surely we are allowed to export processing in this case tuna fish which is informed directly by the government surely by following the procedures or stages determined by the government to facilitate the implementation of exports”

The characteristics of implementing agencies can be concluded where there is a cooperative relationship and the government is specifically tasked with providing information and providing opportunities and providing facilities to carry out exports in this case tuna fish in collaboration with fish processing units as centers for providing fishery products to be exported to destination countries.

3.5. Sociopolitical and Economic Conditions

The condition of the export performance of tuna commodities on the world market as the main destination for Indonesian tuna exports tends to increase. However, the export process must pay attention to socio-economic and political conditions both in the country of origin, in this case Indonesia, especially in North Sulawesi and in the destination country of origin.

At present, with the Covid-19 pandemic, which has not yet subsided, and even an automatic increase in Indonesia, countries that apply processes or stages to deal with Covid-19 cases certainly have an effect on the economy, in this case the development of Indonesia itself. In order to support economic development, especially during the Covid-19 pandemic, the economy can be determined by carrying out exports, in this case tug fisheries, to foreign countries so that they can contribute more foreign exchange. This is also surely an opportunity for North Sulawesi Province, which sees the opportunities available. This is evidenced in the economic development of North Sulawesi, which ranks eighth in terms of economic growth, namely 5,6%.

The results of interviews conducted by researchers with the Head of the Fisheries and Maritime Services stated that:

“The tuna export that we are doing is one of the strategic steps from the government, especially the North Sulawesi government, to improve the community's economy, especially during the current post- and still ongoing period. This surely requires the government, in this case the Government of North Sulawesi, to be able to improve the economy, so one of the economies can be increased through the export of tuna to foreign countries”.

The results of interviews conducted by researchers with fish processing units and fishing communities obtained responses regarding the social and political economic conditions at the time of tuna export. It was conveyed that:

“at the present time, with the world of politics only a few years away, most of them think that it is close to regional head and presidential elections, surely this politics will have an impact on the fisheries sector, in this case trade. Furthermore, with the Covid 19 pandemic, in the early days it happened, our economy as fish managers and also fishing communities created a lot of stress for us where the price of fish dropped and the distribution process could not be carried out, the community also did not look for fish, so the processing we did none at all, especially for tuna so that exports are also not carried out due to the unavailability of fishery products”.

Based on the results of the interviews conducted, it can be concluded that in terms of political and economic conditions, the community sees that the tuna export process is either directly or indirectly where with direct exports automatically financing for the export process is reduced while the current economic conditions must be accompanied by suitability and must be improved, especially during the Covid pandemic where there is a decrease in various sectors regarding income related. With the economy this is also related to the approaching election period of heads of state and regional heads where it becomes a proportion or opportunity to show about the quality of the regions led in order to get a good opinion seen from the fisheries sector where the economy is growing with income from tuna exports.

3.6. Implementer's Attitude

In implementing the direct export policy of tuna, surely there must be commitment from policy implementers so as to enable the policy to be implemented properly in accordance with the objectives. The implementers are expected to be able to have commitment, be honest and also show a democratic nature whereby the attitude of the implementer will be able to carry out the policy as well as what is desired by the policy makers. If the implementor has a different attitude or perspective from the policy makers, the policy implementation process will automatically become ineffective. One of the factors that influence the effectiveness of policy implementation is the attitude of the implementer where if the implementer agrees with the contents of the policy, they will carry it out happily, but if their views differ from those of policy makers, the implementation process will experience many problems.

The results of interviews conducted by researchers with the head of the North Sulawesi Province Maritime Affairs and Fisheries Service regarding the attitude of the implementer in terms of the direct export policy of tuna in North Sulawesi province found that:

“The government, in this case, as the implementer, especially those of us at the Maritime Affairs and Fisheries Service, is surely an example and must provide honest, accurate and democratic information as our commitment to serve the community, in this case fish processing and fishing communities, the biggest piled on the economy depending on the fisheries sector”.

The fish processing unit and also the fishing community responded to a statement from the Head of the North Sulawesi Province Fisheries and Maritime Services regarding the attitude of the implementer saying that:

“So far, we have found openness between policymakers and policy implementers Where they provide information about the export of this tuna fish intensely whenever there is a

change in information that is directly informed either through wa messages or with direct visits to our location is inseparable also Their attitude towards fishermen is to visit directly and ask about fishery products in this case the number of fish obtained from where then inform about the price of tuna to be sold and purchased by the manager as a whole we get the right information run by the implementors”.

Based on the results of the interviews, it can be concluded that the attitude of the implementers regarding the implementation of the direct export policy for tuna in North Sulawesi is showing good cooperation between policy makers and implementers where it can be shown from fish processing units and fishing communities that they obtain information openly and honestly from implementers.

According to Rifaldi et al. (2020), “tuna fish is a fish species that has economic value and is a leading commodity in Indonesian fisheries where tuna is the country's number two foreign exchange earner”. Tuna is one of Indonesia's mainstay export commodities from the capture fisheries sector where the condition of the export performance of tuna commodities on the world market, especially in Japan as the main destination country for Indonesian tuna exports tends to experience an increase in export volume and even shows a decrease in export production volume.

The world's tuna demand makes the tuna industry more passionate from year to year where cash products that are preferred by all circles make the selling price higher where Indonesia is the largest tuna producing country has great potential to dominate the international tuna market. Indonesia is very deserving of being counted in the tuna business According to official FAO data through Sophia in 2016 there were 7.7 million Matrix tons of tuna and species such as tuna caught worldwide. In the same year Indonesia managed to enter more than 16% of total world production with the average production of Indonesian tuna, skipjack and cob reaching more than 1.2 tons per year while Indonesia's 6 export volume reached 198,131 tons with a value of 569.99 million US Dollars.

Types of tuna are diverse, namely bigeye tuna, madidihang (yellowfin tuna), albakora (albacore), skipjack tuna and southern bluefin tuna (Firdaus, 2019). With an affordable price, tuna fish has a high nutritional content to overcome the problem of malnutrition that still occurs in Indonesia. In addition to high protein, tuna also contains vitamins A, D, B6, B12 and is rich in minerals. Tuna fish is also rich in omega 3 higher than chicken and beef which is beneficial in maintaining cholesterol and heart.

The economic value of trade in Indonesian tuna fishery products is enormous and is an opportunity that can be continuously exploited. However, sustainability aspects must be prioritized so that tuna fisheries continue to be sustainable. The high demand for the global market has become the focus of the Directorate General of Capture Fisheries (DJPT) of the Ministry of Maritime Affairs and Fisheries (KKP) to manage tuna from upstream to downstream and protect tuna habitat.

The Indonesian government has the commitment and consistency to support the conservation and management of tuna resources through the development of national tuna fisheries management. This plan was launched during the Bali Tuna Conference 1 and subsequently stipulated by the Decree of the Minister of Maritime Affairs and Fisheries of the Republic of Indonesia Number 107 of 2015.

This national tuna management plan has been established to implement the rules and standards adopted by the Regional Fisheries Management Organizations (RFMOs), which Indonesia now participates in The Indian Ocean Tuna Commission (IOTC), The Western and

Central Pacific Fisheries Commission (WCPFC), The Commission for the Conservation of Southern Bluefin Tuna (CCSBT) and the Inter-American Tropical Tuna Commission (IATTC). This national tuna management plan aims to realize sustainable management of tuna fisheries for the welfare of the fishing community (Kusdiantoro et al., 2019). In addition, it also supports the realization of national food sovereignty, a sustainable supply of fish protein and an increase in fishermen's income as well as the provision of job opportunities on board fishing vessels and fish processing units including other supporting industries which are the national aspirations of the Indonesian government as the world's maritime axis and sea as the future front of the nation.

The exemplary government continues to work in synergy with the fishing industry in protecting tuna habitat. Strategic policies and programs after the launch of the MMAF to achieve sustainable management of tuna fisheries will benefit and improve the economy of the tuna fishing community. Buyers of tuna products at international offices that are members of the IPNLF will buy tuna products at a premium price, namely Anova Food, Fish Tales, Followfish, Frinsa del Noroeste, Green World Company, Migros Group, MMP International, Sainsbury's, Salica, Sea Delight Europe, SL, Tri Marine, Tuna Solutions and World Wise Foods. The cooperation scheme with MSC and the tuna fisheries association supported by IPNLF is free of charge to obtain the certificate.

Therefore, the government continues to encourage entrepreneurs so that tuna fishing must pay attention to sustainability for the sustainability of tuna resources, accountability for prevention and accountability where the use of tuna must be in accordance with the principles of responsible fisheries management so that by paying attention to this the world can see Indonesia's commitment to maintaining tuna habitats. This surely can affect the country's foreign exchange derived from tuna exports.

One of the steps taken by the Indonesian government in supporting and supporting tuna exports in order to increase the country's foreign exchange is by issuing a policy on direct exports of tuna, in other words the North Sulawesi government is preparing fishery products that are sent directly to the destination country without going through other cities in Indonesia.

The Governor of North Sulawesi, Mr. Olly Dondokambey, SE, in his remarks at the inaugural export of fishery products from Manado Narita at Sam Ratulangi Airport, Manado, September 23 2020, said that this breakthrough in tuna exports would have a significant impact towards development in the maritime sector in North Sulawesi Province and making this area an area that stands on its own feet in the economy and realizing this Province as Indonesia's gateway in the Pacific Region.

This statement was supported by the Deputy Governor (Drs. Steven Kandow) after the implementation of the Development Planning Meeting (*Musrenbang*) for the 2021-2026 Regional Medium-Term Development Plan for North Sulawesi Province, at the Luwansa Hotel in Manado which was held by the Regional Planning and Development Agency for North Sulawesi Province said that aside from that fishery exports greatly affect economic growth, reduce poverty, create jobs and increase investment. This means that this policy greatly influences the economic growth of North Sulawesi Province.

The first export by the North Sulawesi government to Singapore is a form of policy implementation on direct tuna exports. This is considered through the process of transporting fishery products from North Sulawesi to the northern states, compared to Bali having a difference of 2 to 3 days where our fishing industry in North Sulawesi before being exported directly must first go to Bali and then reach the other countries' destinations like Japan.

3.7. Implementation of Tuna Direct Export Policy in North Sulawesi Province

The process of exporting goods is part of the international trade system where international trade is trade that occurs between two or more countries. Trade between countries can occur if there is a difference in the price of goods in various countries due to differences in quantity, type, quality and method of combining production factors, differences in income and tastes. So, it can be concluded that international trade can occur due to differences in factors that affect demand and supply from various countries.

This also applies to international trade in the fisheries sector. Indonesia is one of the largest tuna producing countries in the world, surely conducting international trade. One of the areas in Indonesia that has the largest production of tuna from the 4 largest tuna producing regions in Indonesia is in the province of North Sulawesi. North Sulawesi Province itself, in order to guarantee export value, especially in the field of tuna, surely, must export in a large capacity accompanied by small expenditures. Surely, this can only happen if the export process is carried out without going through a long export route, automatically the export costs used will be cheaper compared to the export process which has a long export route. In addition, the existence of a long export route will affect the quality of tuna.

Another problem is the tuna export process which is not carried out directly, there is also a policy from Customs which states that the use of styrofoam for packing lists of tuna may not be carried out in transit or transferred from one plane to another, this is because there will be shocks to the fish caught. has been packaged so that the quality of the fish to the destination country is no longer in accordance with the standards given. Therefore, a strategy is needed from the internal government of the North Sulawesi province to be able to amaze tuna exports by maintaining the quality of tuna exports, including by issuing a direct tuna export policy.

With a direct export policy pattern, tuna can automatically lift export routes that are too long and reduce export costs that are too expensive. determined because if it does not match the quality that is determined automatically the price of the tuna will drop and through the policy on direct export of tuna it will no longer make it difficult or difficult in the process of distributing the caught tuna.

The implementation of this policy is closely related to factors as an aspect of implementing the direct export policy of tuna in the province of North Sulawesi. The success of policy implementation will be determined by several supporting and inhibiting factors involved in implementing the policy as well as the direct export policy of tuna.

3.7.1. Size and Purpose

The size and objectives of the policy regarding the direct export of tuna where the size in question is the standard and target of the policy made, namely regarding how the implementation of exports must be carried out directly which aims to facilitate the export process which has an impact on export costs which are reduced due to the export route that is directly to the destination country so that the quality of the product, in this case tuna, is higher or at least standard according to the trade process discussion because if the quality of the fish drops during the distribution process, the price of tuna will automatically drop drastically.

The process of determining the implementation of the tuna direct export policy also aims to be able to set a direction so that the policy objectives on the direct export of tuna can be realized as a result of government activities as part of an implementation concept that describes as a legal administration tool in which various actors, organizations, procedures and techniques that work together to implement a policy to achieve the desired effect or goal.

3.7.2. Resource

The resource in this study is the availability of tuna products and also the budget needed in the export process. The availability of tuna products also depends on the amount of production or catch carried out by the fishing community where the fishing community itself is enthusiastic about finding tuna fish and sent directly to the fish management unit depending also on the market price the process of taking fish carried out by fishermen requires more budget so that if the number of fish is purchased the price below will automatically have a large difference with the budget that issued at the time of fishing.

From the fish processing unit sector itself such as the fishing community, the process of managing fishery products in this case tuna fish that must be packed then sent through the use of transportation in this case the aircraft to go abroad automatically has or requires considerable costs but the problem will be even greater if the financing process to export is greater due to the existence of a longer line which causes costs for The export becomes higher and when the fish arrives in the destination country automatically the quality of the fish is no longer the same when packing automatically the price will affect the quality of the fish and it can be said that the fish processing unit becomes loss.

3.7.3. Interorganizational Communication

In implementing a policy, it must automatically have inter-organizational communication that is structured as an implementation of management, namely by aligning management functions and carrying out supervision with communication within the organization.

In this study, inter-organizational communication, namely between the government and fish processing units and fishing communities, is the main point for obtaining fishery product ingredients, in this case tuna fish products. The government's role is to convey the amount of tuna export needs that will be sent received from buyers who are abroad or in the case of the next state level the fish processing unit provides the amount needed, surely, cannot be separated from the fishing community which is the backbone for providing fishery products in it's tuna.

3.7.4. Characteristics of Implementing Agencies

The North Sulawesi provincial government through the Maritime and Fisheries Service continues to work closely with fish processing units in informing about needs and market prices for tuna where this is the main task of the government so that it can carry out exports, especially tuna and to fish processing itself must provide according to the needs needed, this is also closely related to fishing communities.

3.7.5. Sociopolitical and Economic Conditions

Economic growth will certainly affect society in general, this also applies to people in the province of North Sulawesi. Hence, the North Sulawesi government in terms of helping the process of exporting tuna directly adjusted to the socio-political and economic conditions. The current social conditions where people are still struggling with the co-19 pandemic which indirectly attacks the economic sector in particular. During the Covid-19 pandemic, surely, the government had to adopt policies in order to maintain economic stability. One way to do this was to export.

The export process carried out by the North Sulawesi government which is carried out directly certainly has an economic impact on the community where entrepreneurs involved in the export process, especially tuna, will be more relieved because the financing pattern becomes smaller which was very large due to the existence of export routes that are too long so that it can

affect the quality of fish where the quality of fish that drops automatically will affect the price of tuna but directly the distribution process carried out by the government through direct export of tuna will cut everything and surely can provide greater foreign exchange with exports carried out.

3.7.6. Implementer's Attitude

The cooperation between policy implementors on the direct export of tuna can be seen from the contribution made by implementors who provide information about the export process up to the price determined on the world market delivered by the implementor to the fish processing unit and also to the general public through available media showing that the implementor executes the work or implementation that has been determined by the government.

It can be said that implementors collaborate and are responsible and inform honestly and competently and sincerely in implementing the policies that have been made.

4. Conclusion

4.1. Conclusion

Based on the results and discussion, the conclusions of this study can be drawn, namely:

- 1) The potential for tuna production in North Sulawesi has a significant impact and has a positive direction towards tuna exports between Indonesia to Japan in general and North Sulawesi to Japan or other destination countries.
- 2) With the direct export of tuna, it automatically cuts export costs and also shortens the export route so that it can maintain the quality of tuna which has an impact on fish price stability and facilitates the process of distributing the caught tuna.
- 3) The availability of tuna in North Sulawesi province is very much evidenced by North Sulawesi being the fourth largest area in Indonesia which has tuna fishery production.

4.2. Suggestion

Based on the conclusions of the study, the researcher provides suggestions namely

- 1) Direct tuna export cooperation should be implemented in more countries, not only in Japan or in the ASEAN region.
- 2) The need for the number of tuna must surely be adjusted to the fish breeding process to maintain the sustainability of the availability of tuna and to maintain the sustainability of tuna fisheries production.
- 3) There is a need for improved regulations that can help improve the tuna export process in North Sulawesi.

References

- Darondo, F. A., Halim, S., & Wudianto, W. (2020). Modifikasi pemberat hand line dengan inovasi menggunakan pemberat batu beton pada penangkapan tuna di Pelabuhan Perikanan Samudera (PPS) Bitung. *Jurnal Ilmu Dan Teknologi Perikanan Tangkap*, 5(2).
- Firdaus, M. (2019). Profil perikanan tuna dan cakalang di Indonesia. *Buletin Ilmiah Marina Sosial Ekonomi Kelautan Dan Perikanan*, 4(1), 23–32.
- Kusdiantoro, K., Fahrudin, A., Wisudo, S. H., & Juanda, B. (2019). Perikanan tangkap di Indonesia: potret dan tantangan keberlanjutannya. *Jurnal Sosial Ekonomi Kelautan Dan*

Perikanan, 14(2), 145–162.

Lasabuda, R. (2013). Pembangunan wilayah pesisir dan lautan dalam perspektif Negara Kepulauan Republik Indonesia. *Jurnal Ilmiah Platax, 1(2)*, 92–101.

Lubis, E. (2019). *Pelabuhan perikanan*. PT Penerbit IPB Press.

Rifaldi, R. R., Zulkarnain, Z., & Usman, M. (2020). Analisis faktor-faktor yang mempengaruhi volume ekspor ikan tuna Indonesia. *Jurnal Ilmiah Mahasiswa Pertanian, 5(2)*, 180–191.

Rukajat, A. (2018). *Pendekatan penelitian kualitatif (Qualitative research approach)*. Deepublish.

Saleh, S. (2017). *Analisis data kualitatif*. Pustaka Ramadhan, Bandung.

Stievany, G. M., & Jalunggono, G. (2022). Analysis Of The Effect Of Inflation, Exports And Imports On Indonesia's Economic Growth. *Marginal: Journal of Management, Accounting, General Finance and International Economic Issues, 1(3)*, 1–14. <https://doi.org/https://doi.org/10.55047/marginal.v1i3.140>

Tumangkeng, S. (2018). Analisis potensi ekonomi di sektor dan sub sektor pertanian, kehutanan dan perikanan kota Tomohon. *Jurnal Berkala Ilmiah Efisiensi, 18(01)*.

Tumengkol, W., Palar, S., & Rotinsulu, D. (2015). Kinerja dan daya saing ekspor hasil perikanan laut Kota Bitung. *Jurnal Berkala Ilmiah Efisiensi, 15(01)*.

Viana, Y. W., Priyadi, B. P., & Purnaweni, H. (2021). *Analisis Perubahan Peraturan Menteri Kelautan dan Perikanan terkait Penggunaan Alat Tangkap Ikan Jenis Cantrang pada Kecamatan Juwana Kabupaten Pati/96/ADM. PUBLIK/2021*. Faculty of Social and Political Science.

Walidin, W., Saifullah, & ZA, T. (2015). *Metodologi Penelitian Kualitatif Dan Grounded Theory*. FTK Ar-Raniry Press.

Winarni, E. W. (2021). *Teori dan praktik penelitian kuantitatif, kualitatif, PTK, R & D*. Bumi Aksara.

Yusuf, R., Arthatiani, F. Y., & Maharani, H. (2018). Kinerja ekspor tuna indonesia: suatu pendekatan analisis bayesian. *Jurnal Kebijakan Sosial Ekonomi Kelautan Dan Perikanan, 7(1)*, 39–50.

Zakariah, M. A., Afriani, V., & Zakariah, K. H. M. (2020). *Metodologi Penelitian Kualitatif, Kuantitatif, Action Research, Research And Development (R n D)*. Yayasan Pondok Pesantren Al Mawaddah Warrahmah Kolaka.