

# Empowerment of Coastal Women through Halal Certificate Training and Food Production of Home Industry in North Maluku Province, Indonesia

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The double responsibility belongs to coastal women who are helping families, and it is the reason why empowerment is an important way to support and help coastal women to gain power in life. One of the government ways to support the economic empowerment of coastal women is by providing halal certificates for fishery products and fisheries for Food Production of Home Industry (PIRT) certificates. This article describes the importance of halal and PIRT certificates for processed fish products produced by coastal women in fisheries businesses. The method used in the research was qualitative and supported by quantitative data. Respondents were 50 women who had a processing seafood business in the City of Ternate, Bacan Island and Morotai Island. Research results showed that halal certificates and PIRT certificates are the most important factors in supporting product marketing. But the findings in this research are the role of LPPOM MUI and Health Departement in providing halal and PIRT certificates for women fisheries businesses that are still focused in Ternate City and are not yet spread on Bacan Island and Morotai Island. It affects the marketing process of processed fish products in both areas, so impact on the economic development of coastal communities in particular on the economic empowerment of women in Morotai Island and Bacan Island.

**Key words:** *Women Empowerment, Halal Certificate, PIRT, Coastal Community.*

## Introduction

In the social and economic life of low-income families in coastal areas, women have an essential role in helping husbands to make a living. According to Kusnadi (2001), coastal women have a dual role in socio-economic activities, such as:

1. The work distribution in the fishing community is based on gender preference; coastal women or fishermen's wives take a large role in socio-economic activities on land. In contrast, men take a role in catching fish.
2. The impact of the work distribution system above urges the coastal women to be always involved in any public activities, for instance, earning family income as anticipation if their husbands do not have one, because fishing activities are depending on seasons and weather.
3. The uncertain work distribution system put coastal women as a supporting pillar for household needs. Therefore coastal women are the most group who deal with poverty.

Understanding the important role of women in coastal areas, women's empowerment becomes a priority thing in this condition. Kabeer (2005) states that women's empowerment is women's power to make the right choices in life. One way to empower women, according to Ife (2008) through policies/programs. The government has released policies/programs to help coastal women, such as:

1. Technical assistance in developing business diversification for women fishermen
2. The support of production equipment for making shredded fish for women fishermen
3. Practising of processed fishery products for women fishermen
4. Increasing access to specific capital for women in coastal areas through the Grameen Bank.
5. Increasing young entrepreneurs in coastal regions for women fishermen

Besides the programs that are initiated by Ministry of Maritime Affairs and Fisheries, several government programs are specifically for women such as productive economic business programs, women's savings and loans, and increasing women's economic productivity. The goal of this program is to empower poor women. But the condition of women is increasingly suffering, according to Hubeis (2010) programs and policies on women's empowerment and gender equality have long been implemented, but the practice of gender inequality still happen because:

1. The powerlessness of women in handling gender equality actions
2. Lack of appreciation of the women works with the unavailability of working dimensions that can gather various activities that cannot always be converted into monetary values.

3. Women's work in the household is considered as a responsibility and not classified as tangible in development.
4. The patriarchal and hierarchical cultural values that have been existing in society.

Other causes of the failure of government programs to improve the standard of living of poor women are that programs/policies are still top-down, do not pay attention to the social or cultural conditions of the community in the regions. The lack of involvement of women in the process of policy/program drafting, poor women, are only objects or complements in the program (Qodrat, Budiati, & Haris, 2017). One of the coastal areas targeted by the women's empowerment program in Eastern Indonesia is North Maluku Province, which has a coastline of 1/8 of the Indonesian coast, with 856 coastal villages (78%) out of a total of 1,079 villages. There are 106,311 thousand poor people in rural areas (BPS, Bappeda, DKP North Maluku, 2014). North Maluku has natural resources that have the potential to be managed, especially those in the sea. Unfortunately, 80 per cent of local fishers in North Maluku still live below the poverty line. Seeing the urgency of the role of coastal women, it is necessary to have strategies to empower coastal women in North Maluku.

Based on reality, the coastal women are the group who need to be empowered by utilizing resources in the sea (Chambers and Kenneth, 2005; Yunus, 2017). One of the essential factors to support the economic empowerment of coastal women, especially in developing marine products is by providing halal certificates and also certificates for Food Production of Home Industry (PIRT) (Bergeaud-Blackler, 2015; Silva, 2018; Temporal, 2011). The importance of halal labelling that is supervised by the Indonesian Ulama Council is explaining that Muslims dominate Indonesian society. They put halal and haram as a consideration in consuming food. So that one of the marketing requirements for fishery products is the halal label given by LPPOM MUI. Especially in North Maluku Province, one of the areas of the Islamic kingdom which is dominated by the Muslim population, of course, halal certificates for food products are essential for the community. Furthermore, the urgency of granting certificates for household products is related to the quality of safety and cleanliness of the food produced so that it is safe for consumption by the community.

### **North Maluku Community Characteristic**

North Maluku is an island area that consists of 9 regions and one city, and they are Ternate City, TidoreKepualuan, West Halmahera, Central Halmahera, South Halmahera, North Halmahera, East Halmahera, Morotai Island, Sula Islands, and Taliabu. The island consists of 723 uninhabited islands and 82 uninhabited islands. The Halmahera Sea borders the North Maluku region to the east, the west is bordered by the Maluku Sea, the Pacific Ocean borders the north, and the Seram Sea borders the south. The total population in 2018 was 1,232,632 people consisting of 651,512 men and 604,257 women with a percentage of the poor population of 6.37%. The sea area is 113, 796, 53 km<sup>2</sup> (69.08%) and the land area is 32,004, 57 km<sup>2</sup> (30.92%).

Characteristics of ethnic diversity are so various. The North Maluku community consists of 28 tribes and languages consisting of Austronesians lived in East, and Central Halmahera consisting of the Buli, Maba, Patani, Sawai, and Weda and non-Austronesian groups lived in West and North Halmahera. Galela, Tobelo, Loloda, Togutil, Pagu, Waioli, Ibu, Sahu, Ternate and Tidore. Ethnic and cultural diversity is the character of the people of North Maluku.

In this research, the research locations were taken in 2 regions, Bacan Island and Morotai Island and 1 Major City, Ternate City, and the reasons why this region was chosen as the research location were considered from several criteria, such as:

1. Geographically, South Halmahera is the largest area and has the largest population in North Maluku Province with an area of 8,148.90 Km (25.46%) and the highest population of 215,791 (18.95%)
2. Economically, Ternate City is the most densely populated region in North Maluku province, which is 1,957.34 people with the lowest poverty rate of 2.73%.
3. Historically, the North Maluku Region is a former region of the four largest Islamic empires in the eastern archipelago known as the MolokuKieRaha Sultanate (the four mountain sultanates in Maluku) consisting of the Ternate Sultanate, the Tidore Sultanate, the Bacan Sultanate, and the Jailolo Sultanate. This region is divided into three cultural regions called Ternate culture, Tidore culture and Bacan culture.
4. Viewed from culture, the ethnic group that developed in North Maluku, South Halmahera Regency, namely Bacan Island, is a heterogeneous region that has three indigenous tribes, called Makian, Galela, Tobelo (Amal, 2016).
5. Strategically, Morotai Island is an essential area compared to other regions. Morotai is the outermost island on the northeast side of Indonesia which is close to the ASEAN countries and East Asia. This area has become one of the special economic zones for the development of the fishing and tourism industry.

From the five different cultural characteristics and the geographical location of the small islands in the North Maluku region above, the top reasons why Ternate, Bacan Island and Morotai Island become the interesting location for research on empowering coastal women in North Maluku.

## Literature Review

The results of research on women fishermen show that:

- The role of women fishermen tends to be static and is influenced by the attitudes of the local community (Pedroza, 2019),
- The level of skills as the capital of life is averagely low,

- Tends to be strictly going on status as a wife who responsible the household, so the opportunities for activities productive economy become limited (Khan, 2016: Kagotho, 2018),
- The proportion of work distribution of poor fishers women tends to be less and taken over by men (Ramachandran, 2017), and
- The quality of the skills is very low caused by the absence of training provided by the parties so that it urges women just to help husbands, to fulfil the family needs (Shyam, 2013).

The results of research on women's empowerment have been drafting strategies for women's empowerment that focus on improving the economy. For eliminating the discrimination and inequality of poor women, there must be government intervention in economic aspects (Mayoux, 2003; Senghore, 2019) such as providing business credit or venture capital for women to develop themselves economically. Mayoux's strategy is relevant with research developed by Kabeer (2001) on the empowerment of women in the economy, and they consider the contribution of countries that implement poverty policies by empowering women through economic development and capital assistance. This concept was also implemented by developing countries such as India, Bangladesh, Ghana and Indonesia since many countries have issued economic policies by providing venture capital. This policy failed to achieve the goal because the concept of lending capital to the poor in developing countries must be supported by skill and acknowledgement about management so that the capital provided can be used properly to manage the business not to buy household consumption goods. Besides, Chaudhuri (2010), in his research on women's empowerment, stated that macro empowerment in eight countries in South and Southeast Asia using the Naila Kabeer framework. The study concluded that empowerment in 8 countries was still focusing on the result only, and ignoring resources distribution that affected the women attitude towards change. It happens a lot in countries that are valuing cultural norms strictly.

In contrast to Jo's who developed a strategy to eliminate the injustice in women by empowering psychology to raise awareness of women's strength with three aspects of strength, called "power over" the full ability to respond to complaints, resistance to the process of victim weakness or manipulation. "Top power" in empowerment emphasizes the power of participation in political structures and decision making. Individuals can be empowered when they can maximize the opportunities that open. "Power to" is a generative or productive force to have resistance and manipulation, and make it possible to create new things and actions without domination. The shared feeling "Strength with" is bigger than the number of individuals, especially when groups deal with shared problems. "Inner strength" spiritual power and the uniqueness within us makes us true human beings. It is self-acceptance and self-esteem, which, in turn, must be respected and accepted by others. Basically "power with" and "power with" explain that empowerment is a process in which people become aware of their interests, how their relationships with various other interests to

participate from positions that have power in decision making and can influence decisions (Jo, 1997).

## 1. Coastal Community

Referring to the theory of Redfield (1962) in Satria (2015), coastal communities are included in isolated village communities (communities on small islands) which have the characteristics of 1) having a distinctiveness, 2) consisting of a small number population, so that they still know each other as individuals also with personality, 3) characterized as homogeny community with limited differentiation, 4) the life needs of the population are minimal, those can be fulfilled without depending on the external market (all providing self-sufficiency). In a sociological perspective, the characteristics of coastal communities are different from the characteristics of agrarian societies. It happens to differences in the characteristics of the resources. In agrarian societies, the number of products can be estimated because the resources can be easily controlled. The production is fixed, as well as the location of its processing, makes business mobility relatively lower, and the risks are not too big. But it is different with characteristics of coastal communities that are represented by fishermen. They have to deal with finding resources to get the maximum results. It is resulting in a high risk, which had created coastal community have hard, firm and open-minded characteristic (Santos, 2015).

One of the characteristics of coastal communities is their profession as fishermen. According to Law Number 31 of 2004 concerning Fisheries, fishers are people whose livelihoods are fishing. Charles (2001) describes fishers as divided into 4 (four) levels as considered from the capacity of market orientation technology and the characteristics of production relations (Satria, 2015). The four levels of fishers are:

- 1) They are meeting their own needs (subsistence). Generally, these fishermen still use traditional fishing gear, such as rowing or non-motorized canoes and still involve family members as the main human resource.
- 2) Post-peasant fishers are characterized by the use of more advanced fishing technologies such as outboard motors or motorboats. Mastery of these motorboat facilities increasingly opens opportunities for fishers to catch fish in further waters and obtain a surplus from their catch because they have greater catching power. In general, this type of fisherman still operates in coastal areas. In this type, fishers are market-oriented. Meanwhile, the human resource used has expanded and does not depend on family members only.
- 3) Commercial fishers are fishermen who have been oriented for making high profits. Its large scale of business is characterized by a large number of workers with different statuses from workers to managers. The technology used is more modern and requires its expertise in the operation of ships and fishing equipment.

- 4) Industrial fisher, the characteristics of this type of fisherman are organized in ways similar to agro-industrial companies in developed countries that are relatively more capital intensive, provide higher income than regular fisheries, both for owners and boat crews, and produce for export-oriented canned fish and frozen fish.

North Maluku fishers are still classified as subsistence fishermen or traditional fishers who still use simple tools in fishing. Some fishermen empowerment programs are providing motorized canoes for fishing activities. Still, traditional fishers cannot use modern boat technology, so they sell the catching to the fish producer who usually uses modern boats.

## 2. Coastal Women

Coastal women are women who live in villages or coastal cities by doing economic activities to help their husbands as fishermen. The role of coastal women is important in helping the economy of fishing families, so it needs to be made a mapping of the position and role of coastal women to support efforts to optimize the role of coastal women in improving social welfare in coastal areas, especially fishing communities (Kusnadi, 2001). Women are the capital for sustainable human development, especially in coastal areas. In some Asian countries such as Cambodia, Laos, Thailand, Bangladesh, Nepal and Japan coastal women play an important role in the fisheries sector to free families from poverty and contribute to state income, they are involved in marketing and fish processing activities, fish farming and capture fisheries (Kumar, 2016; MacRae et al., 2012).

The role of coastal women in Indonesia is the same as in various countries in Asia; they play an important role in the fisheries sector 90% of women are involved in the processing of fisheries products so that the Indonesian government intervenes by making policies related to empowering coastal women in fisheries business capital lending activities, training fisheries product processing management, aid tools and processing materials to help coastal women in improving the economy of coastal communities.

## Methods

The method used in this research is qualitative and supported by quantitative methods. In its application, researchers conducted qualitative data collection with in-depth interview data collection techniques to informants who were competent in answering research questions (Lincoln & Denzin, 2000). The research informants consisted of 4 members implementing activities at the Institute of Drug and Food Research of the Indonesian Ulama Council of North Maluku Province and four employees of the Health Department. After getting information related to the implementation of halal certificate training and household industry food product certificate (PIRT), the second step is to conduct quantitative data collection on 50 coastal women spread in Ternate City, Bacan Island and Morotai Island. Respondents are

women in fishery business who have received halal certificate services and household industry product certificates (PIRT). Analysis of data using qualitative descriptive analysis and assisted with simple statistical analysis using SPSS.

## Result and Discussion

### Description of the Identity of Women in Fishery Business Actors

To find out the description of the respondents in this study, the following table will describe the characteristics of the respondents based on age, last education, ethnicity and domicile.

**Table 1.1 Respondent Characteristic Based on Age**

Age	Frequency	Percentage
40-44 years old	10	20%
45-49 years old	18	36%
50-54 years old	12	24%
55-59 years old	8	16%
60-65 years old	2	4%
<b>Total</b>	<b>50</b>	<b>100%</b>

Source: data processing results, 2019

Based on Table 1.1 above, it can be seen the characteristics of respondents based on age. From the 50 respondents, the majority of them aged between 45-49 years as many as 18 people with a percentage of 36%, followed by respondents aged 50-54 years as many as 12 people with a percentage of 24%, respondents aged 40-44 years, as many as ten people with the percentage of 20%, respondents aged 55-59 years as many as eight people with a percentage of 16%, and the remaining two people with a percentage of 4% aged between 60-65 years. The data above shows the characteristics of women who pursue fishing businesses are mostly at the age of 45-49 years and vulnerable ages 50-54 years, including in the productive age. For women in the age of 60-65 years old and still working on fisheries, business is two people.

**Table 1.2 Respondent Characteristic Based on Education**

Education	Frequency	Percentage
Elementary School	18	36%
Junior High School	16	32%
Senior High School	16	32%
<b>Total</b>	<b>50</b>	<b>100%</b>

Source: data processing results, 2019

Based on Table 1.2 above, it can be seen the characteristics of respondents based on their education. Of the 50 respondents, most of the respondents have elementary school education as many as 18 people with a percentage of 36%, followed by respondents who had the education in Junior High School level as many as 16 people with a percentage of 32%. The remaining 16 people with a percentage of 32% of respondents had education in Senior High School level. For the latest educational preferences, it is shown that women in the fishery business are still low-educated. They ended up only in Elementary School, even many of them drop out of school, and some only reached Junior High School and Senior High School.

**Table 1.3 Respondent Characteristic Based on Tribe**

Tribe	Frequency	Percentage
Ternate	19	38%
Bacan	10	20%
Galela	10	20%
Jawa	7	14%
Arab	1	2%
Makeang	1	2%
Sanana	1	2%
Medan	1	2%
<b>Total</b>	<b>50</b>	<b>100%</b>

Source: data processing results, 2019

Based on Table 1.3 above, it can be seen the characteristics of respondents based on tribe. The 50 respondents, most of them came from the Ternate tribe as many as 19 people with a percentage of 38%, followed by respondents from the Bacan tribe ten people with a percentage of 20%, the respondents came the Galela tribe as many as ten people with a percentage of 20%. Respondents came from the Javanese tribe as many as seven people with a percentage of 14%, and the remaining four people each with one percentage with a percentage 2% came from the Arab, Makeang, Sanana, and Medan ethnic groups. The data above shows the tribe variations that exist in North Maluku. Ternate City is a densely populated area that is lived by various ethnic groups. It can be seen from the data that women

who take part in the processing of fishery products come from tribe groups such as Medan, Banana, Java and also Arabs. Even though more of them are from tribe Ternate, but in principle, they are not from fishing families.

**Table 1.4 Respondent Characteristic Based on Domicile**

<b>Domicile</b>	<b>Frequency</b>	<b>Percentage</b>
Ternate City	30	60%
Bacan Island	10	20%
Morotai Island	10	20%
<b>Total</b>	<b>50</b>	<b>100%</b>

Source: data processing results, 2019

Based on Table 1.4 above, it can be seen the characteristics of respondents based on their domicile. Of the 50 respondents, most of them living in Ternate as many as 30 people with a percentage of 60%, followed by respondents who lived in Bacan Island ten people with a percentage of 20%, and remaining ten people with the percentage of 20% of respondents living in Morotai Island. The dominance data of the program participants are spread over three regions which have different regional, ethnic and governance characteristics—thus affecting the number of program participants and fishery product processing activities.

### **Implementation of Halal Certificate and Home Industry Product Certificate**

Based on Law Number 33 of 2014 Concerning the guarantee of halal products considering the importance of protection and guarantees of Moslem in consuming food, it is necessary to make a regulatory mechanism regarding halal products by Islamic law. While the certificate of household industry products is a written guarantee given by the head of the region through the Health Department for food produced by household industries that have met the requirements and safety standards (Pulubuhu et al., 2019). The most important function of a PIRT certificate is for the production and marketing of food product circulars. Without this PIRT certificate, the product cannot be marketed. Household-scale business actors can submit PIPRT certificates. In the context of North Maluku, most of the processed fishery products are still in the household business level, so the Fisheries Department is cooperating with the Health Department.

Considering the importance of halal certificates and food product certificates for fish processing businesses, the Fisheries Service doing activities that involve women in fisheries, the Health Department and BPPOM MUI. The following table 1.5. explains the process flow of the implementation of the socialization of halal certificates and household industry product certificates.

**Table 1.5 The Process of Implementation of the Socialization Activity of PIRT Certificate and Halal Certificate**

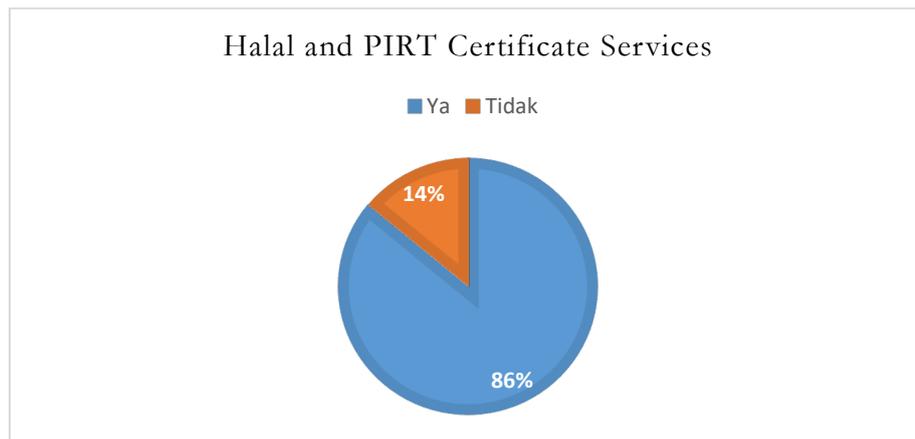
<b>Number</b>	<b>The Process of Socialization Activity of PIRT Certificate and Halal Certificate</b>	<b>Notes</b>
1	Activity Time	APBD budget of beginning year in March-May
2	Organizers' Performance	The Fisheries Service was the executor of activities, which conducted the planning to evaluation function and related with HR to financing activities.
3	Participant Activity	Participants were 30 people in Ternate City, ten on Bacan Island and three from Morotai Island.
4	Facilities and Infrastructure	In Ternate City, the facilities were supported by the Fisheries Service with Buildings and electronic devices supporting the socialization.
5	The Given Material	The material provided was related to Food Labeling and Advertising, PIRT standard sanitation procedures, Designing and implementing good food production methods (CPPB-IRT)
7	The Used Method	Lecture, question and answer, simulation and practice
8	Challenges and Problems	The challenges and problems were motivating business actors to improve the cleanliness of the food processing environment and encourage business actors who are not trying to get halal certification and PIRT Certificates

Source: Research Result, 2019

From the results of the field study, the socialization process of halal and PIRT certificates running well and effective only in Ternate. It was because health instructors (supervisors) on duty in the field were still focused in Ternate City, the growth rate of fisheries living in Ternate City so that women in the fisheries business in Ternate are more enthusiastic about submitting requests for issuance of halal certificates and food product certificates. Business people in Bacan Island and Morotai Island only participate in the socialization related to halal certificates, and their PIRT certificates do not or have never submitted to the office for the issuance of certificates.

It is found out from the results of the implementation the socialization of halal certificates and household food product certificates done by the Fisheries Department describing success in the Ternate City area because of 30 business operators participating in the socialization

have submitted licenses and certificates issuance to the Ternate City Health Department and North Maluku LPPOM MUI. In contrast to Bacan Island and Morotai Island, which still do not have the motivation to improve the quality of processed fish products and also the motivation to market products to modern markets. Following 50 women fisheries business operators spread across three regions, such as Ternate 30 businessmen, Bacan Island 10 business people, and Morotai Island 10 business people. Business operators who received socialization were as many as 43 and did not participate as many as seven business people. Here below is the presentation figure 1.

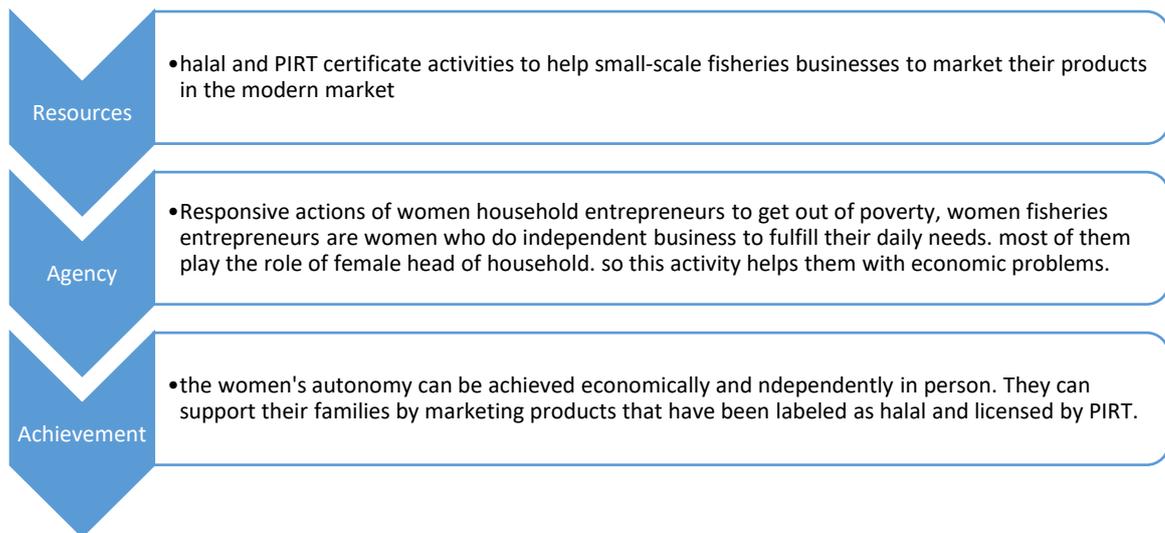


**Figure 1. Halal and PIRT Certificate Services**

Business people who participated in the socialization were spread in three regions, but only 30 business operators filled halal and PIRT certificates. 86% consists of businesspeople were engaging in activities and business actors applying for certificate issuance. Not all of who participated in this activity intended to use for PIRT and halal permits.

### **Empowering Women in the Process of Halal Certificate Activities and Household Food Product Certificates**

Women dominate fisheries processing business. Women's involvement in the fisheries business continues to increase every year. It comes out from the demands of the family's economic needs. So that in the process of this activity is useful for economic empowerment because if the business has PIRT and halal labels will facilitate the home industry to involve the modern market and will have an impact on economic improvement. This process can be illustrated from the concept of women's empowerment Naila Kabeer (1999) about Resources related to the stimulus for women to improve their abilities, and Agency is an act of women to be able to take important decisions in their lives and Achievements are changed towards empowerment has the power to achieve personal goals without dominance. The following explanation relates to the activities of halal certificates and household food product certificates which can affect empowering coastal women to run from poverty figure 2.



**Figure 2. the activities of halal certificates and household food product certificates**

The important thing that can be concluded from the Kabeer (2003) concept flow in the empowerment of coastal women is that resources greatly determine the actions of women to be able to actualize themselves towards meaningful life changes. Government programs and activities that support the home industry have involved homemakers who want to struggle to get out of poverty. The results of the actions of women entrepreneurs will have a broad impact on their decision making related to the quality of life of children and their lives independently.

## **Conclusion**

The urgency of halal certificate and household food product certificate activities in increasing the empowerment of coastal women in North Maluku has a significant economic impact. They are helped in the process of marketing products at the level of the modern market. Especially women in Ternate City, some of them are the female head of households who struggle for family life. Problems and obstacles faced by the government are dilemmatic in the field survey process because when referring to the rules of household production sites are not yet eligible for product permits. Still, because to stimulate the economy on a small scale, the government supports and issues halal and PIRT permits. Most emphasized by the Government is the health standards in processing food products and ingredients for processed foods derived from halal materials according to Islamic law. Implementation of the activity was also constrained in three areas, and activities were still focused in Ternate City due to the limited staff/supervisors/instructors in the Health Department to conduct field surveys on Morotai Island and Bacan Island.



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