



UNIVERSITI PUTRA MALAYSIA

**THE CHANGE AGENT OF THE FISHERMEN DEVELOPMENT AREA
STAFF OF THE FISHERIES DEVELOPMENT AUTHORITY OF
MALAYSIA**

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THE CHANGE AGENT ROLE OF THE FISHERMEN DEVELOPMENT AREA STAFF
OF THE FISHERIES DEVELOPMENT AUTHORITY OF MALAYSIA

by

Luz R. Yater

A thesis submitted in partial fulfilment of the
requirements for the degree of Master of Science
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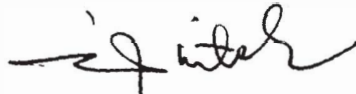
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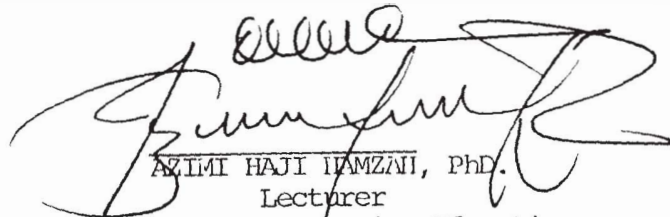
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An abstract of the thesis presented to the Senate of Universiti Pertanian Malaysia in partial fulfilment of the requirements for the Degree of Master of Science.

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Supervisor : Dr. Hj Azimi Hj Hamzah
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This study was conducted primarily to assess the change agent roles of the Fishermen Development Area (FDA) staff of the Fisheries Development Authority of Malaysia (LKIM). Data for this study were gathered from 59 FDA frontline officers from five selected FDAs through group self-administered questionnaires and drop-and-collect data collection method.

The study revealed that majority of the respondents were 30 years old and below; majority of them completed the Cambridge Overseas School Certificate/Malaysian School Certificate; nine were Diploma and Bachelor's Degree holders and majority of them joined LKIM without any working experience.



With regard to role performance of the FDA staff contacted, the study revealed that almost all of the respondents did not consider work planning as part of their responsibility; more than three-fourths consulted their state supervisors as need arises; more respondents were dissatisfied than satisfied with their job; and slightly more than three-fourths of the respondents had linkage with staff from other agencies (mainly through meetings/conferences/workshops attended).

Both the assistant development officers and the development assistants found it either very difficult or not difficult at all working with the fishermen. The managers were very certain of their felt difficulties both in working with the fishermen and with colleagues/supervisors and staff from other agencies. Generally, there seemed to be lack of clear understanding of change agent's role among the respondents.

Based on selected personal characteristics, the mental and experiential preparation of the staff seemed to be inadequate for the officers to carry out their expected change agent roles. Further preparation is needed for IKIM to help its staff to be more process-oriented.



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PERANAN PEKERJA-PEKERJA PENGEMBANGAN KAWASAN PEMBANGUNAN NELAYAN,
LEMBAGA KEMAJUAN IKAN MALAYSIA

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Tujuan utama kajian ini ialah untuk mengetahui peranan agen pengembangan, Kawasan Pembangunan Nelayan iaitu kakitangan Lembaga Kemajuan Ikan Malaysia (LKIM). Data bagi kajian ini dikumpul daripada 59 orang pegawai barisan hadapan dari lima Kawasan Pembangunan Nelayan. Pengumpulan data dijalankan dengan menggunakan kaedah soal-selidik yang ditadbir sendiri dan juga kaedah gugur-dan-pungut.

Kajian mendapati responden berumur 30 tahun dan ke bawah; majoriti mempunyai Sijil Pelajaran Malaysia; sembilan orang mempunyai Diploma dan Ijazah dan majoriti memasuki LKIM tanpa mempunyai pengalaman bekerja.



Berhubung dengan prestasi kerja responden, hampir semua tidak menganggap perancangan kerja sebagai tanggungjawab mereka; lebih daripada tiga perempat menghubungi penyelia mereka di peringkat negeri apabila timbul keperluan; lebih banyak responden yang tidak puas berbanding dengan yang berasa puas dengan kerja mereka dan lebih daripada tiga perempat responden mempunyai hubungan dengan kakitangan dari agensi-agensi lain (kebanyakannya melalui mesyuarat/persidangan/bengkel yang dihadiri).

Responden yang terdiri daripada penolong pegawai pengembangan dan pembantu pembangunan mendapati bekerja dengan nelayan sangat sukar atau tidak sukar. Pengurus pula benar-benar dapat merasakan kesukaran bekerja dengan nelayan, rakan sejawat/penyelia dan dengan kakitangan dari agensi-agensi lain. Pada amnya, responden kurang mempunyai kefahaman yang cukup tentang peranan agen perubahan.

Berdasarkan ciri-ciri peribadi responden, penyediaan mental kakitangan adalah tidak mencukupi bagi membolehkan pegawai menjalankan peranan sebagai agen perubahan. Usaha-usaha perlu dibuat untuk LKIM menolong kakitangannya lebih berorientasikan proses dalam mengendalikan kerja pengembangan.

CHAPTER I

THE PROBLEM AND ITS CONTEXT

One of the major agencies involved in developing the fisheries sector is the Fisheries Development Authority of Malaysia or the Lembaga Kemajuan Ikan Malaysia (LKIM), in Bahasa Malaysia. ("LKIM" will be used when referring to the Fisheries Development Authority of Malaysia throughout this paper). The initial objective of LKIM was to look at the legal compliance of the Fishermen's Association throughout Peninsular Malaysia (LKIM, 1982). However, due to reasons such as low educational achievement of fishermen in general, dependency on middlemen and government, and the limited resources of LKIM to develop the fishermen community, LKIM modified its objective to one which focuses on helping the fishermen improve their living standard so that they could enjoy as much social and economic benefits as the other sectors in the country. This change in objective is a recent development.

The activities to attain the objective in LKIM's new programme are not fully assessed yet. However, few selected areas have embarked on the new programme. These areas are called the Fishermen Development Areas (FDAs). The FDAs can be viewed as the machinery for development vis-a-vis:

- 1) implementation of integrated development projects to increase productivity and fishermen's income,
- 2) as a centre to channel various subsidies and support services by various government agencies, and
- 3) as a growth centre where economic



activities can be enjoyed by the fishermen's community (Malaysia Agricultural Directory and Index, 1984/1985: 87). But, having been used to its initial role of "looking at the legal compliance", it is possible that the FDA staff is still acting as "development workers" who carry out regulatory and enforcement functions but not as change agents in the true sense of the word.

In order to achieve the objective in the new development programme, LKIM staff needs to have the necessary competencies of a change agent (or extension agent). Change agent means a person who assists clients achieve progress. Any person whose purpose is to change his client's attitudes and action is a change agent (Asma et al, 1983: 123). Carter (1984: 215-234) proposed five areas of competence a change agent should have, namely: the ability of coping with the work environment, conducting systematic enquiry, programming, reckoning with human behaviour and focusing on the professionalism of change agent. These competencies are proposed as ways of diagnosing and formulating modes of response to problematic situations encountered in the change agent's work.

Since the programme is new and requires different sets of roles by its staff, several questions may be raised. Such questions may include: Are the educational preparation of the staff relevant to the new roles as change agent? What are their areas of specialization? Are their pre-

service work experiences supportive of the roles required in this recent development? Are the officers actually performing their expected roles as change agents? What is their level of satisfaction in their present job? How do they characterize their present job? What are their opinions regarding the effectiveness of LKIM in uplifting the conditions of the fishermen community? What are their difficulties in performing their job? What are their training needs?

Getting answers to such questions especially during the early stage of LKIM's embarkation as a change agency is critical for the organization to formulate strategies to develop its human resources. This study, therefore, assessed the change agent's roles of the FDA staff.

Background

The Fisheries Development Authority of Malaysia

The Fisheries Development Authority of Malaysia (LKIM) is concerned with enhancing the social and economic conditions of the fishermen communities. With this main objective, LKIM is looking at the marine fisheries development, the fishermen's community development, aquaculture, and marketing, financial, administration, and technical planning aspect of the fisheries sector in the country. It works closely with the fishermen through the Fishermen Associations (FAs) and the small fishermen units, KUKENAL (Bahasa Malaysia acronym for Kumpulan



Kecil Nelayan), the two main organizations of fishermen. The other organizations are the Fishermen Cooperative Society (FCS) and the various confederations of FAs and FCSs. The objectives of LKIM are carried out with the direct participation of the fishermen mainly through the FAs and the KUKENAL, plus the other organizations of fishermen.

The Fishermen's Association

The Fishermen's Association is a formal grouping of 20 to 50 fishermen that aims at promoting the social and economic interests or well-being of its members through direct participation with government projects. It is a formal organization because it needs to register first before it can function as a group. The Deputy Chairman of LKIM is appointed to be the Registrar for FAs.

The general objectives of the FAs are:

1. to manage and operate financial aid scheme to provide credit and capital resources to members;
2. to promote member education and training including circulation of information on matters of interest to members;
3. to organize exhibition, fairs and displays;
4. to organize fishing operation or aquaculture; the assembly, storage, processing, distribution and disposal of members' products;
5. to provide health centres, nurseries, thrift institutions, insurance, mutual aids and other welfare programmes;
6. to assist in investigations and collection of statistics relevant to the fishing industry;

7. to provide buoys and other navigation aides and fishing harbour facilities;
8. to mediate in disputes involving a member or members arising in the fishing industry; and
9. to organize member participation in any conservation programmes directed by the Director General of Fisheries (Act 44, Laws of Malaysia, 1972: 7-8).

The responsibility of LKIM over FAs includes organizing the fishermen, registering them, advising and coordinating any scheme/s they carry out, and inspecting and supervising their activities. LKIM's responsibility goes to the extent that when FAs face a compulsory dissolution, all costs due to the dissolution are borne by LKIM as if such expenses were incurred in the course of exercising its power and functions (Act A261, Amendment Act, 1974, Laws of Malaysia).

The Small Fishermen Units or KUKENAL

The small fishermen units or KUKENAL are informal groupings of 10 to 20 fishermen. They are formed to facilitate the involvement of the fishermen in the development programmes in the FDAs. Each KUKENAL has its leader who is selected from the group by the members. The leader from each KUKENAL becomes the contact person between the fishermen and the FDA staff.

KUKENAL members are fishermen having common interest, skills and aspirations. The formation of the group is aimed at encouraging the participation of fishermen in social and economic activities for the interest of the fishermen community. It is also aimed at improving the system of channelling the government's

inputs, extension service and assistance to the fishermen community. Being an informal group and consisting of a few members with common interests, skills and aspirations, KUKENAL is the new concept, and, probably, a better one than FAS since the needs and interest of the fishermen are being taken into account. It can probably be a better grouping being small and cohesive. The formation of these KUKENAL was initiated by LKIM in the early 1980s purposely to facilitate the implementation of the FDA programme.

The Fishermen's Cooperative Society

The Fishermen's Cooperative Society is one of the several other organizations of fishermen with whom LKIM directly deals with. The Fishermen's Cooperative Society (FCS) is any cooperative society which, by virtue of an Act, is registered under the Cooperative Societies Ordinance (1958) of Sabah and the Cooperative Societies of Sarawak and whose principal objectives or main functions concern fishing production credit, marketing and processing of fish and other commercial and trading ventures (Act A261, Laws of Malaysia, p.6). Lee (1978: 274) stated that the government considers cooperatives to be the best means for the fishermen to acquire their own boats and gears and thus be freed from the control of the boat owners. But Soong, (as cited in Lee, 1978), reported that the Director of Fisheries admitted in 1968 that:

Channelling aid through the fishermen's cooperative society has not been successful because of lack of managerial skills and leadership among the fishermen (Lee, 1978: 274).



This means that the effectiveness of the FCS has been hampered by lack of understanding of cooperative principles, a sense of responsibility and industriousness of its members. IKIM staff members in general should have done or are doing something about these constraints since they are still using the FCSs for their new programme, the FDA Programme.

This study attempted to assess whether or not FDA staff was identifying and discussing fishermen's problems, suggestions and needs, organizing the fishermen for some group activities, involving the fishermen in decision making, upgrading their skills, to name a few of the questions asked in the survey which were more or less related to solving the constraints which have long been hampering the effectiveness of the FCSs.

Fishermen's Involvement in FAs, KUKENAL and FCSs

There is no restriction in membership in any of the three organizations mentioned: FAs, KUKENAL and FCSs. A fisherman may, for instance, be an active member of all organizations at the same time. All organizations are working toward the same goal, i.e., to promote a better living condition for the fishermen and their community. The distinguishing feature for each organization is that FAs are formal and encompass a wide variety of activities to attain their objectives. KUKENAL, on the other hand, are informal and small units specifically formed for the FDA programme. The Fishermen's Cooperative Society is formal and mainly organized for commercial and trading purposes.