

Minapolitan Program Implementation In Kalanganyar Village, Sedati District, Sidoarjo Regency

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Abstract.

The blue revolution, a key marine and fisheries-based economic development strategy, has its primary manifestation in the Minapolitan initiative. The Ministry of Maritime Affairs and Fisheries runs the Minapolitan program in a number of locales, including Kalanganyar Village, Sedati District, and Sidoarjo Regency. The purpose of this study is to evaluate how the Minapolitan program has been implemented in Kalanganyar Village. The Meter-Horn implementation model is the predominant theory employed, which includes six aspects: clarity of standards and policy objectives, adequacy of resources, quality of communication, environmental involvement, structural characteristics, and disposition of implementers. A qualitative methodology with a descriptive type is used in this investigation. Data were gathered using focus groups, interviews, document gathering, and observation. Using an interactive model for data analysis. The results showed that, in general, the implementation was quite optimal. However, four things need serious attention: the absence of technical guidelines for implementation, the low budget adequacy, the lack of staff for program implementation, and the lack of community involvement in infrastructure projects. These problems must be considered so that implementation can run optimally.

Keywords: Minapolitan program, program implementation, and a village of circles.

I. INTRODUCTION

Indonesia has 17,499 islands with an area of 7.81 million km². Of the total area, 3.25 million km² is an ocean, and 2.55 million km² is the Exclusive Economic Zone. With its vast sea area, Indonesia has enormous marine and fishery potential [1]. Data from the Ministry of Maritime Affairs and Fisheries shows that in 2020, the total estimated potential of fish resources in the 11 Fisheries Management Areas of the Republic of Indonesia is 12.01 million tons per year. The estimated number of catches allowed is 8.6 million tons per year [2]. From this estimate, Rohmin Dahuri, Advisor to the Minister of Maritime Affairs and Fisheries, said that Indonesia's total marine economic potential reaches US\$ 1.4 trillion/per year. The data above shows Indonesia's large marine and fisheries potential. Therefore, it is appropriate if the enormous potential is optimized in targeted marine and fisheries sector development policies and programs. Through a directed and effective marine sector policy, it is envisaged that it would be able to promote communal welfare, especially those in potential fisheries and marine areas. In this regard, the Government, through the Ministry of Maritime Affairs and Fisheries, released the Minapolitan program. Regulation of the Minister of Maritime Affairs and Fisheries of the Republic of Indonesia Number Per.12/Men/2010 [3], minapolitan is a regionally based notion of marine and fishery economic growth based on integration, efficiency, quality, and acceleration concepts. Furthermore, the minapolitan region is explained. The minapolitan area is a section of the part containing hubs for the production, processing, and marketing of fisheries products, services, and related activities. Furthermore, the regulation is described in the Decree of the Minister of Maritime Affairs and Fisheries of the Republic of Indonesia Number Kep.18/Men/2011 [4], relates to general guidelines for minapolitan. In this decision, it is explained that the Minapolitan program is anticipated to be able to encourage the development of the marine and fishing industries. The implementation emphasizes the principles of being integrated, efficient, qualified, and having high acceleration. The integrated concept calls for integration in order to plan and manage resource allocation holistically while taking into account the support and interests of stakeholders, sectoral agencies, national and regional governments, the business community, and the community.

According to the efficiency principles, the development of the maritime and fishing industries must be done in a way that allows for low cost but highly useful development. According to the principles of quality, the production system, output, technology, and human resources must all be oriented toward quality.

Finally, the principle of high acceleration can encourage acceleration so that production targets can be achieved in a short time through innovation. Through the four principles above, it is hoped that Minapolitan will be able to become a program that drives the progress of the marine and fisheries sector in Indonesia. Minapolitan program is implemented in many areas of Indonesia with high potential in the fisheries and marine sectors. One of these areas is Sidoarjo Regency. Sidoarjo Regency is designated as a minapolitan location based on Decree of the Minister of Maritime Affairs and Fisheries of the Republic of Indonesia Number 35/KEPMEN-KP/2013 [5], concerning the Designation of Minapolitan Areas. The determination of Sidoarjo Regency is a minapolitan area because of its very high potential in the marine and fishing areas. Sidoarjo Regency is the primary producer of milkfish and shrimp in East Java. Sidoarjo Regency has a pond area of 15,530 hectares, with the number of milkfish pond farmers in Sidoarjo around 3,500 people and thousands of pandega or people who help with pond activities [6]. Kalanganyar Village, Sedati District, Sidoarjo Regency, is one of the places where the Minapolitan program was implemented. Kalanganyar Village occupies an area of 27.30 km², or around 34.44% of the total area [7]. In the Kalanganyar Village Profile, it is stated that of this area, 2/3 of the Kalanganyar Village area is productive ponds. The broad area of the pond has excellent potential in the fishery sector, especially milkfish. Kalanganyar village is famous as producing milkfish with outstanding quality, and it is even known as the "village of iwak".

Since it was established in 2013, implementing the Minapolitan program, especially in Kalanganyar Village, has never been analyzed in a scientific study. Subarsono [8] states that policies/programs that have been released cannot be guaranteed to be successful in their implementation. Several factors can influence the success/failure of program implementation, including minapolitan. Therefore, the researcher sees the need for in-depth scientific research to analyze the implementation of the Minapolitan program in Kalanganyar Village.

Several theories can be used as the basis for analyzing program implementation. In this case, the implementation theory of Meter and Horn is chosen because the Minapolitan program's characteristics are considered. The following will describe the theory of policy implementation from Meter and Horn as described in [8], namely that several factors influence program implementation, including the following.

1. Clarity of program standards and objectives. Program standards and targets can be seen from a clear legal basis, adequate implementation instructions, and technical guidelines. Clear standards and targets will facilitate the program implementation process. On the other hand, if the standards and targets are unclear, it will cause problems, such as multiple interpretations, conflicts between implementers, inaccuracy of targets, etc.
2. Sufficiency of resources. The resources in question consist of budget adequacy, the quality of human resources/implementing employees, and the adequacy of infrastructure. Adequacy of resources is one of the essential keys to supporting implementation success. On the other hand, if there are insufficient resources, implementation will be hampered.
3. Quality of communication between implementing organizations. The Minapolitan program is designed to be implemented multi-stakeholder and cross-sectoral. So seeing the number of implementing organizations, the quality of communication between implementing organizations is one of the keys to successful implementation. There are two categories of communication. The first is vertical communication between the implementing organization and the organization at the level above it. Usually, this is for instructions and reporting. The second is horizontal communication between implementing organizations at one level. This is for cross-sectoral coordination.
4. Structural characteristics. It is related to the presence or absence of a field-implementing unit tasked with implementing the program. The unit also contains the legal basis, budget, and personnel/human resources.
5. Environmental involvement. Environmental support/participation is a crucial aspect of program implementation. If the environment is resistant/apathetic to the program, then implementation will be hampered, and vice versa.

6. Implementing disposition. It is related to the acceptance or attitude of the implementor towards the program. If the implementor accepts the program well, they will implement it happily, and the implementation will run effectively.

Six implementation factors, the Meter and Horn above, will be used as the basis for the analysis in this study. So, the analysis related to the effectiveness of implementing the Minapolitan program in Kalanganyar Village is based on the six factors above.

II. METHODS

In order to determine the elements the implementing Minapolitan program's in Kalanganyar Village, Sedati District, Sidoarjo Regency, this study takes a qualitative approach with a descriptive goal. Focus group discussions (FGD), observation, document collection, and semi-structured interviews were some of the data collection methods. The informants we determined through the purposive method were as follows: Kalanganyar Village Government; GAPOKKAN management in Kalanganya Village; Fisheries Extension in Sedati District; The Maritime Affairs and Fisheries Service of Sidoarjo Regency, the BAPPEDA of Sidoarjo Regency. This study uses interactive model data analysis as its method of data analysis. The tasks included in qualitative data analysis are interactive [9].

III. RESULT AND DISCUSSION

As explained by the focus of the research, the policy implementation factors of Van Meter-Van Horn are used as a basis for reference in the analysis of this study. These factors include clarity of standards and policy objectives, adequacy of resources, communication quality between implementing organizations; environmental involvement; structural characteristics; and disposition of implementers in developing the Minapolitan area in Kalanganyar Village. The following will describe how the fulfillment of these factors in implementing the Minapolitan Program in Kalanganyar Village will be described.

A. Clarity of Policy

Standards and objectives the clarity of these policy standards and objectives includes two things. The first is whether or not there are regulations that overshadow the Minapolitan program. Second, that is related to whether the regulation has sufficient clarity to become a guideline for implementing the Minapolitan program. These two things are the keys to the smooth implementation of a program, including Minapolitan.

In the first aspect, several regulations form the legal basis for implementing the Minapolitan program, namely the following [10].

1. Law Number 45 of 2009, which amends Law Number 31 of 2004 Concerning Fisheries.

This law is the highest constitutional basis for the fisheries sector. This law explains the utilization of fish resources, which must contribute to improving the standard of living in a sustainable and just manner. This law also explains that the central Government can assign tasks to local governments to carry out co-administration tasks in the fisheries sector. In this regard, it is the entrance to the regional minapolitan program, including in Sidoarjo Regency.

2. Government Regulation Number 54 of 2002 for the Fisheries Business.

This regulation is one of the elaborations of the previous law, which specifically addresses aspects of the fishery business. This regulation explains that the Government is tasked with creating a healthy and stable business climate. In addition, the Government is also obliged to conduct fisheries business development to create job opportunities, increase state income/foreign exchange, and improve the welfare of fishermen and small-scale fish cultivators.

3. Minister of Marine Affairs and Fisheries Regulation Number PER.12/MEN/2010 concerning Minapolitan and clarified by Decree of the Minister of Maritime Affairs and Fisheries of the Republic of Indonesia Number KEP. 18/ MEN/2011, concerning General Guidelines for Minapolitan.

These two legal bases are general guidelines in the implementation of minapolitan. This decision describes general aspects of Minapolitan implementation, such as program background, understanding/definition of related concepts; the principle of implementing policies and strategies for

developing the marine and fisheries sector with the minapolitan concept; development of the minapolitan area, and institutional arrangements.

4. Decree of the Republic of Indonesia Minister of Maritime Affairs and Fisheries Number KEP.32/MEN/2010 concerning the Designation of Minapolitan Areas.

This decree stipulates 179 regencies/cities as minapolitan areas in 33 provinces. As for one of these areas, Sidoarjo Regency, there are three sub-districts designated minapolitan cultivation areas: Candi District, Jabon District, and Sedati District. Sedati District is centered in Kalanganyar Village.

5. Regional Regulation of Sidoarjo Regency Number 6 of 2009 concerning Spatial Planning of Sidoarjo Regency of 2009-2029.

At the regional level (Sidoarjo Regency), the implementation of the Minapolitan Program has been by the existing spatial plan. The zoning of the aquaculture area in Sidoarjo includes the coastal area in Sedati District, the coast of Buduran District, the coast of Sidoarjo District, the coast of Candi District, the coast of Porong District, the coast of Tanggulangin District, and the coast of Jabon District, as the main functions of aquaculture and tourism areas.

6. Decree of the Sidoarjo Regent Number: 188/1641/404.1.3.2/2010 concerning the Center for Agropolitan and Minapolitan Areas in Sidoarjo Regency.

Furthermore, regulations at the regional level related to minapolitan are the Decree of the Sidoarjo Regent Number: 188/1641/404.1.3.2/2010 concerning the Center for Agropolitan and Minapolitan Areas in Sidoarjo Regency. This decision explains that most of the sub-districts in the Sidoarjo Regency area have sufficient potential in the agricultural and fishery sectors, so it is necessary to form a center for the agropolitan and minapolitan areas in Sidoarjo Regency.

This decision also regulates efforts to accelerate coordination and achieve macroeconomic growth targets as one of the supports for economic growth in the Agropolitan and Minapolitan Regions in Sidoarjo Regency by forming a working group to develop the Minapolitan area. In addition, in this decision, it is also emphasized that the burden of Minapolitan financing is borne by the Sidoarjo Regency Revenue and Expenditure Budget. It can be concluded that this decision contains two fundamental regulatory aspects, namely the working group (implementing staff) and the budget.

Description of the legal basis above, it can be understood that the first aspect of the clarity of standards and policy objectives has been met. Namely the existence of laws and regulations that form the legal basis for implementing the Minapolitan program. The existence of a robust legal basis will undoubtedly provide guarantees for the government or program implementers to run the program comfortably. However, the second aspect relates to the clarity of the regulations used as technical guidelines in implementing the Minapolitan program. Based on the research results, it is known that the Minapolitan program has not been supported by implementing regulations or adequate technical instructions as guidelines for program implementation. Exemplary program implementation is usually supported by technical instructions for program implementation that describe in detail the implementation of the program, such as who is the target group, who are the stakeholders involved, and what their roles are, how the flow of coordination and communication, how the environment is involved, how institutional adjustments are made, etc. During this research, we have not received adequate technical guidelines as intended.

When we asked the informants, the impression that emerged was that the interviewees were also confused or did not know about the technical guidelines. Therefore, we conclude that this second aspect is not sufficient. In the closing provisions of the Decree of the Minister of Maritime Affairs and Fisheries of the Republic of Indonesia Number KEP. 18/ MEN/2011, regarding the General Guidelines for Minapolitan, it is mandated that technical matters be explained in the implementation instructions by the characteristics of each field. The mandate in this decision should be carried out by compiling and ratifying the draft implementation guidelines and even reaching the technical implementation guidelines. It is because implementation and technical instructions can affect smooth implementation. There are research results that show obstacles similar to these findings related to the implementation of the Minapolitan program. Research by Sam'un shows an obstacle in developing the minapolitan program at the Karangsong fish landing base, Indramayu Regency, namely the weak planning of the minapolitan program [11]. The absence of

implementation/technical guidelines or weak planning creates confusion in the actual program implementation in the field. It is, of course, a factor that hinders the implementation of the Minapolitan program.

B. Adequacy of resources

Adequacy of resources is an aspect that greatly influences the success of policy implementation, including the minapolitan program. The adequacy of resources, in this case, is related to the adequacy of the budget, the quantity and quality of human resources/employees, and the adequacy of infrastructure. In the budget aspect, it turns out that local governments feel a budget burden. It is because the central Government initiates this program, but in its implementation, the majority of funding/budget is borne by local governments. Of course, this becomes a budget burden for local governments and makes budget adequacy a problem. There is a legal basis for the imposition of the budget on this local Government, namely Law Number 45 of 2009 concerning Amendments to Law Number 31 of 2004 concerning Fisheries. This law explains that the central Government can assign tasks to local governments to carry out assistance tasks in the fisheries sector, including implementing minapolitan. The Sidoarjo Regency Government has indeed responded positively to the mandate through the Decree of the Sidoarjo Regent Number: 188/1641/404.1.3.2/2010 concerning the Center for Agropolitan and Minapolitan Areas in Sidoarjo Regency. The decisions explained that the burden of the costs of administering the minapolitan is borne in the regional revenue and expenditure budget. However, interviews with several informants indicate that the budget approved for funding the minapolitan is relatively minimal. The low budget adequacy in implementing the Minapolitan program was also found in research in other regions. Result of research by Sam'un [11] show that limited local government budgets and inadequate budget support from the central Government are obstacles to implementing the Minapolitan program at the Karangsong Fish Landing Base, Indramayu Regency.

In addition, Aswanah [12] also show that limited funds are an obstacle in implementing the capture fisheries minapolitan area development program at the Brondong Archipelago Fishery Port, Lamongan Regency. Wicaksono et al [13]. also mention that the lack of budget is an obstacle to implementing the aquaculture minapolitan area development program in Rajapurbawa, Banjarnegara Regency. The description of the results of this previous study shows that the lack of budget is a common problem in implementing the Minapolitan program. Moreover, this problem needs to be considered so that the implementation of the Minapolitan program can run effectively. Another aspect of resources is the quality and quantity of human resources/implementing employees. In terms of employee quality, there are no problems. Employees have a good capacity as minapolitan implementers. However, it was problematic regarding the quantity/number of employees. The number of employees for the implementation of minapolitan is inadequate. The shortage of employees is certainly an obstacle to implementing the Minapolitan program. It turns out that other research in the fisheries sector also shows that there is a limited number of fishery extension officers. These officers are the spearhead of Minapolitan's success. For example, the results of research show that in Serdang Bedagai Regency, the number of fishery instructors is insufficient; even one extension officer can handle two or more sub-districts. In this condition, the lack of staff needs serious attention so that the implementation of the Minapolitan program can run optimally [14]. The third thing is the adequacy of the minapolitan implementation infrastructure. For infrastructure, facilities are also sufficient, and there are no problems. Even some implementation activities have taken advantage of the development of information technology. For example, for tidal flood monitoring, there is already an application that provides information on the condition of the tidal flood. It facilitates the activities carried out by the implementor and the community in implementing Minapolitan.

C. Quality of communication between implementing organizations

The program carried out by several implementing organizations / multi-sector requires good communication quality. In this case, the quality of communication between implementing organizations determines the success of the Minapolitan program implementation. Several implementing organizations implement the Minapolitan Program. These organizations are the Department of Fisheries and Marine Affairs as the Leading Sector, the Department of Cooperatives, and the Department of Industry and

Trade. The quality of communication between implementing organizations includes two aspects. The first is vertical communication between the implementor and the organization/structure/level above it. This communication is usually related to instructions and reports. The second is horizontal communication / between implementing organizations that are on one level. This communication aims for cross-sectoral coordination in implementation. The results showed that communication between implementing organizations went smoothly. Both in vertical and horizontal communication (to the above institutions/elements of leadership). It will undoubtedly be a driving factor in implementing the Minapolitan program to be more optimal.

D. Environmental involvement

Public policies/programs certainly do not run in a vacuum. Public policies/programs cannot be separated from environmental influences. Therefore, implementing policies/programs, including minapolitan, will be successful if it gets support from the environment. Implementing the Minapolitan program received support from several elements of the existing environment. The results showed that implementing the Minapolitan program was also assisted by elements of the existing community, both companies, and academics. The involvement of companies and academics is especially in community empowerment activities. Through these empowerment programs, it is hoped that the implementation of the Minapolitan program will run optimally. However, in the Minapolitan program, that is, infrastructure development, in this case, for example, the construction of gabions to overcome tidal flooding, it turns out that the local community and government (village) know better about the surrounding conditions and are not involved. The absence of the involvement of the community and local stakeholders (village) causes the results of infrastructure development projects to be less effective, or their language is "useless".

According to the community and local government (village), the infrastructure development is not right on target or even in the wrong location. Barriers to low community involvement were also found in other studies. Research by Wiratama [15] show that the lack of community involvement is an obstacle to implementing the Minapolitan program in Muncar District, Banyuwangi Regency. In addition, the results of research by Aswanah et al. [12] also show that the low participation of fishing communities is an obstacle to implementing the capture fisheries minapolitan area development program at the Brondong Archipelago Fishery Port, Lamongan Regency. The results of research by Onibala [16] show that the lack of coordination between related institutions can hinder the implementation of Minapolitan. The results of another study, namely Maya et al. [17], show that cross-sectoral coordination and support, as well as support from other stakeholders, is one of the essential prerequisites for increasing the success of the Minapolitan program implementation. The results of these studies show that the problem of low community involvement/participation is a common problem in implementing the Minapolitan program. Therefore, this problem must be considered so that the implementation of Minapolitan can run smoothly.

E. Characteristics of the structure

Exemplary program implementation is undoubtedly reliable in the field. For this reason, it is necessary to have a structure/organ/technical implementer responsible for implementing the program in the actual field. The characteristics of this structure indicate the presence or absence of technical implementers responsible for implementing the Minapolitan program in the field. From the interviews conducted, it was revealed that there was indeed a technical implementation team consisting of several cross-sectoral (cross-service) people. This implementation team was formed based on the provisions in the Decree of the Regent of Sidoarjo Number: 188/1641/404.1.3.2/2010 concerning the Center for Agropolitan and Minapolitan Areas in Sidoarjo Regency.

The decision emphasized the need for a working group to develop agropolitan and minapolitan areas. The tasks of the working group referred to are as follows:

- Provide verification of the formulation of activity results from the technical field.
- Conduct socialization, coordination, and synchronization of planning, training, and implementation of the Minapolitan area development program.
- Facilitating agribusiness institutions and information services in agropolitan and minapolitan areas.

- Conduct monitoring and evaluation of agropolitan and minapolitan area development programs.
- Report the results of the implementation of tasks to the Regent of Sidoarjo through the regional secretary.
- As for carrying out the tasks above, the secretariat assists the working group.

The existence of structures/organs / technical devices to implement programs in real terms in the field is undoubtedly very positive. It becomes a determinant of the implementation of the Minapolitan program.

F. Implementing

Disposition Implementing disposition is one of the determinants of the success of policy implementation, including Minapolitan program. The disposition of the implementer is significant to the response/acceptance of the implementor to the program being implemented. If the implementor accepts the program well, then he will run well, and the implementation of the program will run well, and vice versa. In implementing the Minapolitan program, it turned out that the implementor showed good acceptance. The implementor said he was happy and well received the idea/concept of the Minapolitan program. Even more accepting than other policies/programs in the field of fisheries. Implementors or implementers feel happy with the Minapolitan program. It is undoubtedly a determining aspect of the successful implementation of the Minapolitan program.

Table 1. Summary of Affordability of Minapolitan Program Implementation Factors

No.	Implementation Factors	Achievement
1.	Clarity of policy standards and objectives	<ul style="list-style-type: none"> • Complete legal basis (+) • There is no technical implementation guide (-)
2.	Sufficient resources	<ul style="list-style-type: none"> • Low budget adequacy (-) • Adequate employee quality (+) • The number of employees for implementers is less (-) • Adequate implementation infrastructure (+)
3.	Quality of communication	<ul style="list-style-type: none"> • Good vertical upward communication (+) • Horizontal communication / between implementers is good (+)
4.	Environmental involvement	<ul style="list-style-type: none"> • There is involvement of elements of society, both companies and academics (+) • The involvement of the community and local stakeholders in physical development projects is minimal (-)
5.	Structural characteristics	<ul style="list-style-type: none"> • There is a special structure / organ / technical implementer who is responsible for real implementation in the field (+)
6.	Disposition of implementers	<ul style="list-style-type: none"> • Implementers / implementors accept the Minapolitan program (+)

The factors for implementing the Minapolitan program are illustrated in the table above. Positive value has eight different characteristics. Indicates that these elements are sufficient to support implementation. The eight positive factors are: a completely legal foundation; adequate employee quality; adequate infrastructure; good horizontal/inter-executive communication; the participation of community elements (companies and academics); a special structure/organ/technical implementer who is in charge of the program's actual implementation in the field; and implementers/implementors who are satisfied with the Minapolitan program. These positive aspects certainly need to be maintained, even improved, so that the implementation of the Minapolitan program can run optimally. However, although there are aspects that support the implementation of the Minapolitan program, there are also aspects that have the potential to become obstacles.

The table above shows that four aspects have negative values that have the potential to become obstacles, namely: the absence of technical guidelines for implementation; low budget adequacy; lack of

staff for implementation; and the lack of community and local stakeholder involvement in physical development projects. These negative aspects must be considered. It is because these aspects have the potential to hinder and even thwart the implementation of the Minapolitan program. Minapolitan is essential to optimize. It is because the Minapolitan program can encourage economic improvement in the community. Minapolitan is designed to encourage economic growth in areas with fisheries and potential marine bases. Research Jamilah and Mawardati's research (2018) on the Minapolitan Area Development Program in the East Aceh Regency shows that implementing the Minapolitan program has positively impacted the surrounding community by improving infrastructure, increasing fishery production and employment, and increasing the quality and quantity of human resources in the fisheries sector, as well as the increase in capital and investment. The results of this study indicate that minapolitan is essential to maintain its sustainability and improve the quality of its implementation.

IV. CONCLUSION

From the previous description, it can be concluded that the Minapolitan program's implementation in Kalanganyar Village, Sedati District, Sidoarjo Regency, is running quite optimally. However, there are four things that need serious attention, namely: the absence of technical guidelines for implementation, the low budget adequacy, the lack of staff for the program implementation, and the lack of community involvement in infrastructure projects. Several suggestions can be made. First, there is a need for implementation instructions and technical implementation instructions. Second, the need to increase the budget allocation. Third, increase the number of officers or provide training to volunteers/community so they can act as extension workers. Fourth, increasing community participation in the minapolitan program's implementation.

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