

## IMPLEMENTATION OF THE FISHERMEN COMMUNITY EMPOWERMENT PROGRAM BY THE DEPARTMENT OF AGRICULTURE, FOOD AND FISHERIES OF TANJUNGPINANG CITY (CASE STUDY OF KAMPUNG BUGIS VILLAGE)

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### Abstract

#### Keywords:

Implementation,  
Empowerment,  
Fishermen

*The Department of Agriculture, Food, and Fisheries of Tanjungpinang City implemented a community empowerment program called "Fisheries Management" in Kampung Bugis Village to enhance fishermen's welfare and independence through capacity development activities for small-scale fishermen. This qualitative research examined the program's implementation impact using four policy indicators: communication, resources, disposition, and bureaucratic structure. The study employed observation, interviews, and documentation methods across three locations within Kampung Bugis Village: Kampung Bugis, Sungai Ladi, and Kampong Madong. Research findings revealed that the communication indicator functioned effectively and efficiently, generating positive impacts on program implementation. The resource indicator performed well despite budget constraints and some assistance not being properly targeted to beneficiaries. The disposition indicator was well-fulfilled through strong commitment and collaboration between city and provincial Departments of Agriculture, Food, and Fisheries, successfully building trust and encouraging active participation among local fishermen. The bureaucratic structure operated effectively with clear and adaptive task distribution, supporting successful policy implementation in the field. Overall, the fishermen community empowerment program demonstrated positive outcomes in improving the welfare and capacity of small-scale fishermen in Kampung Bugis Village, although some resource allocation challenges require attention for optimal program effectiveness.*

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## INTRODUCTION

Indonesia, an archipelagic nation with approximately 17,506 islands, occupies a strategic position between two continents, Asia and Australia, and two oceans, the Indian Ocean and the Pacific Ocean. This geographical position makes Indonesia a vital natural bridge for international trade and international relations. Indonesia's maritime territory covers approximately 5.8 million km<sup>2</sup> with a coastline of 95,161 km, making it the largest archipelagic country in the world and second only to Canada in terms of coastline length. The vast ocean, covering 3,257,357 km<sup>2</sup>, makes the fisheries sector a potential source of income for Indonesia (Ramadhani et al., 2022) .

As a maritime nation with vast oceans, Indonesia is one of the world's largest fish producers. This demonstrates that the potential of marine fisheries resources is a mainstay of livelihood for some Indonesians, especially coastal communities, as well as a food source for the general public. Indonesia has 6.4 million km<sup>2</sup> of marine waters and has an estimated fish resource wealth of 12.01 million tons annually, with a permitted fish catch limit of approximately 8.6 million tons per year (Minister of Maritime Affairs and Fisheries Decree Number 19 of 2022). Indonesia ranks as the second-largest fishery producer in the world after China (FAO, 2022)

The fisheries sector holds significant potential, particularly for coastal communities working as fishermen. Fisheries play a crucial role in national development as they directly contribute to food security in Indonesia. The role of humans in managing this abundant natural resource wealth is crucial, as the success of fisheries resource management depends heavily on the quality of the human resources who utilize them, especially the fishermen (Yusuf, 2023) .

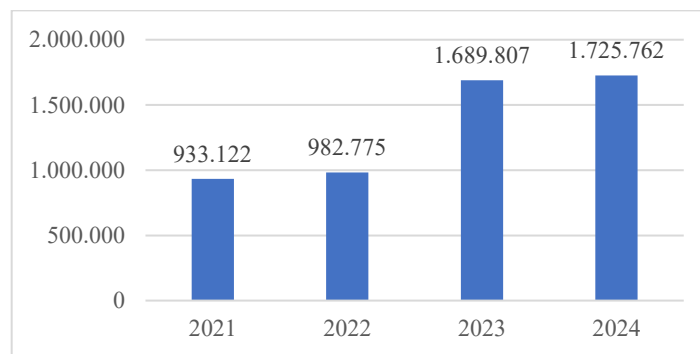
The poverty experienced by fishermen is not caused by a single factor but is influenced by various interrelated aspects. According to Kusnadi, there are two factors that influence fishermen's poverty. First, internal factors include low human resources (HR), lack of business capital, limited access to fishing technology, selling fish at low prices, difficulties in managing fishing businesses, high dependence on fishing activities, and a consumerist lifestyle that leads to a lack of attention to future planning. Second, external factors include fisheries sector development policies that are more oriented towards increasing productivity to support national economic growth, a fisheries product marketing system that favors intermediaries, damage to coastal and marine ecosystems, and the misuse of mangrove land in coastal areas for other purposes (Ginting, 2022) .

One of the government's primary responsibilities is to empower communities. Therefore, an active role is needed in addressing the various challenges faced by empowering fishing communities. Fishermen empowerment is defined as a conscious, planned, systematic, and sustainable effort to build the socio-economic and political independence of fishermen through the management of existing resource potential. The goal is to achieve sustainable social welfare. Discussions on empowerment are crucial because they can help address the main problems faced by fishermen, such as poverty, underdevelopment, and inequality (Setiawan, 2022) .

Fishermen play a crucial role in improving their quality of life, particularly in providing fishery resources, which serve as a source of animal protein for various segments of society. However, the welfare of fishermen still lags behind that of other economic sectors (Iskandar, 2023) . This demonstrates the need for support and intervention from policymakers, particularly the government, through the provision of economic facilities and the implementation of supportive regulations. This will enable

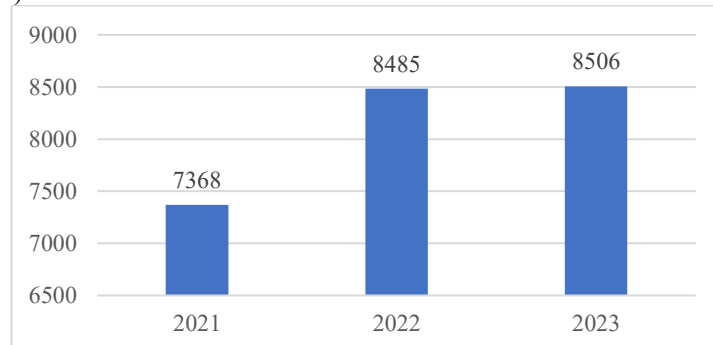
fishermen to continue operating their businesses sustainably and improve the well-being of their families.

Data shows that the number of fishermen in Indonesia increases every year. From 2021 to 2022, the number of fishermen in Indonesia was around 1,689,807, while in 2023 it was around 1,725,762 (Kusuka KKP, 2025). This number indicates that Indonesian fishermen are increasing, and the data indicates that fishermen dominate Indonesia, with the largest number.



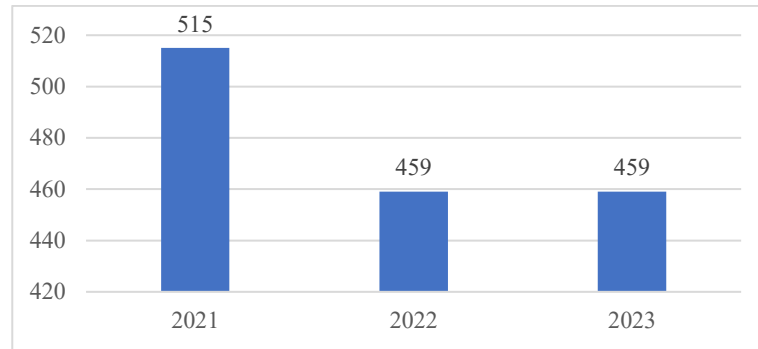
**Figure 1. Number of Fishermen in Indonesia 2021-2024**

Conditions in Kampung Bugis Village, Tanjungpinang City, exhibit interesting dynamics. Based on population data from 2021 to 2023, there was a significant increase in the population, from 7,368 in 2021 to 8,485 in 2022 and 8,506 in 2023 (Kampung Bugis Village, 2025).



**Figure 2Population Data for Kampung Bugis Village 2021-2023**

However, unlike the population, data on fishermen in Kampung Bugis Village, Tanjungpinang City, shows a different trend. The number of fishermen in Kampung Bugis Village, Tanjungpinang City, experienced a significant decline from 515 in 2021 to 459 in 2022 and 2023 (Kampung Bugis Village, Tanjungpinang City, 2025).



**Figure 3**Data on Fishermen in Kampung Bugis Village 2021-2023

The decline in the number of fishermen is likely caused by internal factors including low human resources (HR), lack of business capital, minimal access to technology for fishing, selling fish at low prices, difficulties in managing fishing businesses, high dependence on fishing activities, and a lifestyle that tends to be consumptive which causes a lack of attention in planning for the future.

**Table 1's Income Data in Kampung Bugis Village 2024**

Area	Number of people)	Average Monthly Income
Ladi River	95	Rp1,000,000 - Rp3,000,000
Madong Village	96	Rp1,000,000 - Rp3,000,000
Bugis Village	97	Rp1,500,000 - Rp3,000,000

The average income of fishermen is between Rp1,000,000 and Rp3,000,000 per month, indicating that fishermen in this region still fall into the low- to middle-income category. This situation reflects a vulnerable economic situation and the need for improved welfare. This limited income indicates that fishermen still face challenges in achieving better welfare. This provides an important basis for the Tanjungpinang City Agriculture, Food, and Fisheries Office and related parties to improve empowerment programs, access to infrastructure assistance, training, and marketing support to increase fishermen's income.

In the context of coastal communities, particularly fishermen, empowerment is a crucial step, given that they often face various challenges such as limited access to fishing technology, low levels of education, and fluctuations in catches due to weather factors and changes in the marine ecosystem. Community empowerment is a development strategy aimed at improving community welfare and independence. According to Totok & Poerwoko (2013), one such strategy is community empowerment. The goal of empowerment is to increase the capacity, independence, and welfare of fishing communities. This is achieved through fishermen having the ability to solve problems and improve their standard of living independently, thereby sustainably improving their welfare.

In 2024, the Tanjungpinang City Government, through the Tanjungpinang City Department of Agriculture, Food, and Fisheries, implemented an empowerment program called Capture Fisheries Management to improve the welfare of fishing groups. The empowerment program includes activities to develop the capacity of small-scale

fishermen. The community empowerment program covers the areas that are the focus of the implementation of this program, namely Sungai Ladi, Kampong Madong, and Kampung Bugis, which are included in the Kampung Bugis Village, Tanjungpinang City District. Kampung Bugis Village is an area known for its main livelihood in the fisheries sector, where many residents depend on marine products to meet their daily needs.

**Table 2 Empowerment Program**

No.	Region	Program
1	Madong Village	Fishing Machine Training Program
2	Ladi River	Fishing Machine Training Program
3	Bugis Village	Fishing Gear Assistance

The Tanjungpinang City Government, through the Tanjungpinang City Department of Agriculture, Food, and Fisheries, launched a community empowerment program in the Kampung Madong and Sungai Ladi areas by providing Fishing Machine Training. This training aims to improve the community's skills in operating and maintaining fishing machines so they can utilize modern technology to increase efficiency and productivity in fishing activities. With this training, it is hoped that the community will not only be able to manage fishing gear better but also be able to develop more sustainable fishing businesses. In addition, in the same year, the Tanjungpinang City Department of Agriculture, Food, and Fisheries also held a machine training program in the Kampung Bugis area by providing fishing gear assistance to local fishermen.

**Table 3 Data on Fishing Gear Assistance for Bugis Village**

No.	Types of Assistance	Volume
1	Apollo Net	64 Pcs
2	Wire trap	9 Roll
3	Crab Trap	141 Fruits
4	Shrimp Cage	4 kg
5	Shrimp Net	1 Pcs

The Tanjungpinang City Department of Agriculture, Food, and Fisheries provided aid in the form of Apollo nets, trap wire, crab traps, shrimp nets, and shrimp nets. This fishing gear assistance is expected to increase fishermen's income and well-being, while maintaining the sustainability of fisheries resources.

The Tanjungpinang City Department of Agriculture, Food, and Fisheries received various types of fishing gear assistance, including Apollo nets, trap wire, crab traps, shrimp nets, and shrimp nets. This assistance is expected to increase the community's fish catch while reducing the risks faced during fishing activities. This program is a strategic step to support the sustainability of the fisheries sector and improve the welfare of coastal communities. Through this combination of empowerment and training programs, it is hoped that the community in Tanjungpinang will become more independent and competitive in the fisheries sector.

The underlying phenomenon of this study is the persistent challenges faced by local fishermen, such as limited modern fishing gear, limited access to capital, and minimal training in sustainable fishing techniques. Therefore, this study aims to analyze the impact of the implementation of a community empowerment program conducted by the Tanjungpinang City Department of Agriculture, Food, and Fisheries in the region. This research is expected to provide an overview of the obstacles faced and the impact on the welfare of fishermen in Kampung Bugis Village.

## **REVIEW LIBRARY**

### **Policy Concept**

Policy is a collection of actions, attitudes, program plans, and decisions taken by related parties in an effort to solve problems that are very important to achieve organizational goals (Desrinelti et al., 2021) . Nugroho (2003) in Yogia ( 2020) explains that public policy is defined as an action taken to achieve a country's national goals, where measurement can be easier if it is known how far progress has been achieved in achieving these goals. According to Tachjan (2006) , the purpose of public policy is to obtain the values needed by society to improve the quality of life, both physical and non-physical, so that policy can be understood as a composition made by the government based on social events that occur in community life.

### **Implementation**

Implementation comes from the English word "to implement" which means providing the means to carry out something and have a practical impact on something, while in the Big Indonesian Dictionary it is defined as implementation or application (Permata et al., 2023) . According to Nurdin Usman in Fatimah, implementation refers to activities that are planned and carried out carefully following certain protocols to achieve certain activity goals, not just ordinary activities. Setiawan (2022) states that implementation is an expansion of activities that mutually adjust the interaction process between goals and actions to achieve them and requires an effective network of implementers and bureaucracy, while Harsono (2002) defines it as a process to implement policies into policy actions from politics to administration in order to develop and refine a program. Van Meter and Van Horn in Pramono (2020) define public policy implementation as actions on previous decisions that include efforts to change decisions into operational actions within a certain period of time as well as continuous efforts to bring about changes determined by the political decisions of public organizations. George C. Edward III's theory explains that policy implementation is influenced by four indicators: communication (the implementor must know the goals and objectives of the policy), resources (the implementor must have the necessary human and financial resources), disposition (the nature of the implementor such as commitment and honesty), and bureaucratic structure (the organizational structure responsible for implementing the policy with clear standard operating procedures) (Pramono, 2020) .

### **Empowerment**

Conceptually, empowerment is a series of activities that strengthen the strength of weak groups in society, both individuals and social institutions, so that they have self-confidence, the ability to meet life's needs, participate in social activities, and are independent in daily life (Ulum & Anggaini, 2020) . Samson (2021) defines



empowerment as the delegation or granting of power to communities that have been marginalized or lack capacity, so that they can participate actively and independently in development, make decisions, and optimize their resources to improve their welfare. From these two definitions, it can be concluded that empowerment is a systematic process or effort that increases the capacity, strength, and independence of individuals or community groups so that they are able to control resources and make decisions actively for the sake of improving the quality of life and social welfare.

### **Community Empowerment**

Community empowerment is conceptually defined as a concept in economic development that includes values related to community empowerment, namely efforts made by community members to organize themselves in planning and implementing joint actions with the aim of solving social problems or meeting social needs according to their potential and resources (Samson, 2021). Setiadi & Pradana (2022) stated that community empowerment generally focuses on groups that are in vulnerable and weak conditions with the aim that they can have the strength or ability to meet basic needs such as clothing, food, and shelter, as well as have access to productive resources that can increase income and enable them to obtain high-quality goods and services. Endah (2020) explains that the main goal of community empowerment is to provide strength to the community, especially vulnerable and powerless groups due to internal and external factors, with the hope of producing a more prosperous society, having the strength to meet basic needs, and creating an independent society not only from an economic aspect but also from a social, cultural aspect, and the right to voice and determine their own political rights.

### **Fishing Community**

Fishing communities refer to groups of people who live in coastal areas and are responsible for the exploitation, management, and utilization of coastal and aquatic resources that belong to everyone, where their lives are highly dependent on the seasons, vulnerable to ecosystem damage, and socio-economic shifts (Windasai et al., 2021). Suryadi & Sufi (2019) added that fishing communities are groups of people who live on the coast and live from the sea, so the solutions needed to address the problems faced by fishing communities must include comprehensive solutions that cover all aspects of the problem, not just solving one aspect.

### **Empowerment of Fishermen Communities**

According to Nixon (2015), empowerment of fishing communities is a systematic, organized, and sustainable basic effort to build social, economic, and political independence of fishing communities that involves managing their resources effectively to achieve sustainable social welfare, where community independence is very important to improve the use of environmental resources and regional development. Wattimena et al. (2022) argue that empowerment of fishing communities must be achieved through providing assistance for living needs in the form of short-term assistance involving technology, because community empowerment is essentially a transformation of society to utilize natural resources to improve welfare in accordance with current socio-cultural and socio-economic conditions. Windasai et al. (2021) explain that empowerment of fishing communities is an effort to increase the dignity of people in society who are unable to escape the trap of poverty and underdevelopment, in other words, enabling

communities to become independent and free themselves from these traps.

## METHOD STUDY

This study uses a descriptive qualitative approach that focuses on conveying information in the form of descriptions with analysis in the form of text descriptions, images, or other elements that are not based on numbers (Rosyada, 2020) . The object of the study is the Community Empowerment Program provided to fishermen groups in Kampung Bugis Village, Tanjungpinang City District, with the research location at the Tanjungpinang City Agriculture, Food, and Fisheries Service Office. The focus of the research is the capture fisheries management program by the Tanjungpinang City Agriculture, Food, and Fisheries Service for fishermen groups in Kampung Bugis Village. Primary data were obtained through semi-structured interviews, direct observation, and documentation (Abdussamad, 2021; Sugiyono, 2016) , while secondary data were obtained from relevant literature and records. Informants were selected using a purposive sampling method consisting of representatives of the Agriculture, Food, and Fisheries Service, heads of fishermen groups from three regions, and members of NGOs. Data analysis follows the concept of Miles and Huberman through the stages of data collection, data reduction, data presentation, and drawing conclusions using qualitative descriptive data management techniques (Adnan & Latief, 2020) .

## RESULTS AND DISCUSSION

### Communication

Communication is a crucial factor in the successful implementation of fishing community empowerment policies. The Tanjungpinang City Department of Agriculture, Food, and Fisheries has implemented a fairly effective communication strategy by engaging directly in the field, coordinating with fishermen's group leaders as intermediaries, and utilizing digital technologies such as WhatsApp groups for information dissemination. This approach allows for more personalized, two-way communication and reduces the potential for miscommunication. Most fishermen stated that information about the empowerment program was delivered in easy-to-understand language and that the socialization mechanism worked well. The department also provided practical assistance, such as hands-on training on making crab traps and squid roe, which strengthened fishermen's understanding of the program.

Although communication has been going well, several aspects still need improvement to optimize the program's effectiveness. Several fishermen assessed that the agency's responsiveness in responding to the constraints and needs of the fishing community still needs to be improved. Furthermore, fishermen hope for participatory and comprehensive communication so they can be more actively involved in program planning, implementation, and evaluation. The need to expand outreach is also important to ensure all group members and other fishermen have equal access to information. With improvements in responsiveness and active participation of fishermen, it is hoped that the empowerment program will have a more sustainable impact on improving the welfare of the fishing community in Kampung Bugis Village.

### Resource

The availability of resources is a fundamental factor in the successful implementation of the community empowerment program for fishermen. The



Tanjungpinang City Department of Agriculture, Food, and Fisheries has provided assistance in the form of fishing gear, fishing fleets, and various technical training programs, such as engine repair and crab trap production. The training program, which is routinely implemented through a certification system, demonstrates a structured effort to improve the human resource capacity of fishermen. Intensive technical assistance, including quarantine services and laboratory testing to address water quality and habitat issues, demonstrates the agency's commitment to providing ongoing support. This assistance with fishing gear and training has increased fishermen's independence in managing their own equipment, thereby reducing dependence on external equipment purchases.

Despite its positive impact, program implementation still faces challenges in targeting accuracy and equitable distribution of aid. Budget constraints mean that aid is provided in stages and has not yet reached all fishermen in need. A more serious problem is inaccurate targeting of aid, where fishermen with certain types of businesses receive equipment that does not meet their needs, such as fishing rod fishermen who receive nets. This indicates a weak data collection system and identification of fishermen's needs in the field. Inconsistency in aid distribution is also a problem, with some fishermen not receiving aid for years and then receiving it again. To optimize the program's effectiveness, improvements to the planning system, more detailed data collection, and the search for alternative funding sources are needed so that the program can reach all fishermen evenly and accurately.

## **Disposition**

The disposition or attitude of program implementers is a crucial factor in determining the success of implementing policies to empower fishing communities. The Tanjungpinang City Department of Agriculture, Food, and Fisheries demonstrated a high level of commitment and enthusiasm in implementing the fishermen empowerment program. This was reflected in the implementers' seriousness in carrying out their duties, their proactive attitude in overcoming budget constraints by proposing additional funds to the provincial and central governments, and their direct presence in the field to provide tangible assistance to fishermen. Good responsiveness was also demonstrated through prompt communication via WhatsApp and handling of emergency issues such as flooding that damaged fishing cages. The cooperation established between the city and provincial governments, as well as collaboration with NGOs as communication liaisons, demonstrated a solution-oriented disposition and responsibility for the program's sustainability.

Although the disposition of program implementers has shown a very positive attitude, there are still aspects that need to be improved to optimize the program's effectiveness. Some fishermen still believe that the agency's responsiveness in responding to aspirations and complaints needs to be improved to enable more effective two-way communication. Routine mentoring and outreach demonstrate a high level of concern, but fishermen expect more concrete follow-up to these outreach activities. This positive disposition is also reflected in the implementers' efforts to not only provide physical assistance but also act as facilitators and mentors, explaining the use of aids and actively involving fishermen in the program. Overall, the disposition of program implementers demonstrates characteristics that support successful implementation, with strong commitment, a caring attitude, and an orientation toward improving the welfare of fishing

communities.

### **Bureaucratic Structure**

The bureaucratic structure in the implementation of the fisherman community empowerment program demonstrates a structured and systematic organization. The Tanjungpinang City Department of Agriculture, Food, and Fisheries has a clear and specific division of tasks based on function, such as a fisheries analyst who handles E-Kusuka and insurance, a fishing gear analyst who handles the legality of environmentally friendly equipment, and four fisheries extension workers who hold concurrent duties according to the ministerial decree for four sub-districts in Tanjungpinang City. This specialization allows each employee to focus on their area of expertise and supports the effectiveness of program implementation. The field extension team plays a strategic role as a direct liaison between the agency and fishermen, facilitating coordination and the timely delivery of information. This bureaucratic structure also demonstrates good adaptability when faced with new regulations, such as the obligation for fishermen's groups to form legal entities, where the agency not only enforces the rules but also takes an educational approach to change the mindset of fishermen.

The effectiveness of the bureaucratic structure is also supported by diverse and easily accessible communication and complaint mechanisms. The agency provides various channels for conveying aspirations and complaints, ranging from complaint rooms in offices and suggestion boxes to digital communication via WhatsApp, which facilitates coordination without the need for in-person meetings. Although the complaint mechanism is considered clear, there are still challenges regarding waiting times, which need to be addressed to improve service responsiveness. The involvement of NGOs as mediators between the agency and fishermen strengthens the bureaucratic structure by expediting processes and facilitating fishermen's access to empowerment programs. Administrative requirements, such as establishing a legally registered cooperative for submitting assistance proposals, demonstrate the agency's efforts to strengthen fishermen's institutions, although this also creates bureaucratic challenges that require intensive assistance. Overall, the existing bureaucratic structure has demonstrated professionalism, transparency, and inclusiveness in supporting the implementation of fishermen's empowerment programs.

### **CONCLUSION**

The implementation of the community empowerment program for fishermen by the Tanjungpinang City Department of Agriculture, Food, and Fisheries in Kampung Bugis Village has shown quite good results, but several aspects still require improvement. In terms of communication, the dissemination of program information has been effective through a combination of direct field approaches and the use of digital technologies such as WhatsApp groups. However, communication needs to be improved to be more participatory and responsive so that fishermen can be more actively involved in program planning and evaluation. The availability of resources has shown a positive impact through the provision of fishing gear, technical training, and mentoring, which has increased fishermen's independence. Budgetary limitations are a major obstacle, causing aid distribution to be carried out in stages and unevenly, and there are still issues with the accuracy of aid targets, requiring improvements to the data collection system. The disposition of program implementers is very positive, with high commitment, proactive

attitudes, and direct presence in the field, which has increased fishermen's trust in the program. The bureaucratic structure is well-organized through a specific division of tasks, diverse complaint mechanisms, and the ability to adapt to new regulations, although there is still room for improvement in service responsiveness.

Based on the research findings, several recommendations are made to improve the effectiveness of the community empowerment program for fishermen. The Tanjungpinang City Department of Agriculture, Food, and Fisheries needs to develop a more interactive communication system by actively involving fishermen in program planning and evaluation, and improve the data collection system for fishermen's needs so that assistance can be targeted and distributed equitably. Efforts are also needed to find alternative funding sources to overcome budget constraints and increase responsiveness in handling fishermen's complaints. Fishermen's groups are expected to optimize the use of the training they have received by applying knowledge and skills to improve the productivity of their fisheries businesses. Active participation in each training program needs to be increased so that knowledge transfer can be evenly distributed among group members. Further research is recommended to examine the specific impacts of the empowerment program from an economic, social, and environmental perspective, and to expand the scope of the research area to obtain a more comprehensive picture of the effectiveness of the community empowerment program for fishermen at the regional level.

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