

THE ROLE OF THE TANJUNGPINANG CITY LOCAL GOVERNMENT IN REGULATING STREET VENDORS IN THE BINTAN CENTER MARKET SHOPHOUSE AREA OF TANJUNGPINANG CITY

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Abstract

Keywords:
Role,
Regulation,
Street Vendors

The existence of Street Vendors (PKL) in the Bintan Center Market area of Tanjungpinang City presents a complex phenomenon that drives community economy while creating problems of disorder, congestion, and irregular public space usage. The Tanjungpinang City Regional Government bears important responsibility in regulating and controlling street vendors to prevent interference with public interests. This qualitative descriptive study, using Ryaas Rasyid's Government Role theory, aims to determine the local government's role in controlling street vendors in the Bintan Center Market shophouse area and identify implementation obstacles. Results show the government functions as regulator through public order regulations prohibiting public facilities for selling purposes, as dynamicator through cross-agency coordination and persuasive approaches to vendors, and as facilitator by providing relocation at Pujasera Market. Implementation obstacles include absence of structured coaching programs, minimal relocation site promotion, and low vendor awareness regarding regulatory compliance. The study concludes that local government roles require strengthening through more targeted and sustainable approaches, including long-term coaching and enhanced cross-sector coordination to achieve more effective and efficient street vendor management.

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INTRODUCTION

Law Number 23 of 2014 concerning Regional Government defines regional government as the implementation of government affairs by the regional government



together with the Regional People's Representative Council (DPRD) based on the principles of autonomy and assistance. The principle of broad autonomy within the framework of the Unitary State of the Republic of Indonesia gives the government responsibility for creating an orderly and safe environment, including the management of public spaces. Regional autonomy aims to increase regional growth, public services, independence, and competitiveness. (Widjaja, 2002).

Modernization and population growth have driven people to seek alternative livelihoods through illegal commerce, known as street vendors (PKL), who operate on sidewalks or city verandas. Street vendors constitute an informal economic sector that provides significant benefits to urban communities (Sa'adah & Wicoro, 2022) . The economic development of Indonesian cities demonstrates the diversity of formal and informal economic activities. The formal sector has clear regulations and falls under authorized institutions, while the informal sector lacks a clear legal basis. For rural communities migrating to urban areas without adequate capital and skills, the informal sector becomes the primary option (Lucky Octaviani & Yuli Puspitasari, 2021) .

Street vendors (PKL) play a significant role in the local economy by providing goods and services at relatively low prices and easy access. Lack of business capital and the necessary specialized skills contribute to the continued increase in the number of street vendors. Limited space forces street vendors to operate in town squares and on sidewalks (Nur Hidayah, 2023) . The presence of street vendors creates urban problems such as traffic congestion, public order disturbances, a decline in urban aesthetics, and unequal competition with formal businesses. Local governments are responsible for regulating and regulating street vendors so they can operate without disrupting the order and beauty of the city.

Tanjungpinang City Regional Regulation Number 7 of 2018 concerning amendments to Regional Regulation Number 5 of 2015 concerning Public Order, Article 6 letter H prohibits selling or using public facilities without obtaining permission from the local government. The Bintan Center Market Shophouse area has become a busy center of trade activity with many street vendors operating. Although they contribute positively to the local economy, their presence causes problems with traffic congestion, cleanliness, and public order.

Table 1. Data on Street Vendors in the Bintan Center Market Shophouse Area

No	Subdistrict	Number of green open spaces	Total Area
1	West Tanjungpinang	84 Locations	± 112,500 m ²
2	East Tanjungpinang	99 Locations	± 128,000 m ²
3	Tanjungpinang City	55 Locations	± 78,500 m ²
4	Bestari Hill	60 Locations	± 85,000 m ²
Total		298 Locations	± 404,000m ²

Source: Tanjungpinang City Satpol PP data (reprocessed)

Data shows that 52 street vendors (PKL) operate in the Bintan Center Market Ruko area, selling a variety of goods, including tubers, fruits, vegetables, clothing, and

street vendors. The vendors are spread across various locations: 5 in kiosks, 5 using pickup trucks to sell vegetables and fruit, 35 selling on the sidewalk, and 7 additional vendors. This situation creates spatial disorganization, disrupts the sidewalk's function as a pedestrian path, creates congestion, and impacts the comfort and aesthetics of the neighborhood.

The Tanjungpinang City Government had provided stalls at the Pujasera Market, managed by the Sinar Bahagia Group, located behind the Bintan Center Market. However, the relocation of street vendors from the sidewalk to the market was short-lived due to high rents and a lack of customers, resulting in insufficient income to cover daily living expenses.

The role of local governments in regulating street vendors (PKL) is crucial to creating an orderly and comfortable environment. Regulation aims not only to enforce regulations but also to provide solutions so that street vendors can continue to operate their businesses without disrupting public order. A humanistic and dialogical approach between the government and street vendors is necessary to create a mutually beneficial agreement. This research is expected to provide constructive recommendations for the Tanjungpinang City Government in organizing trade areas and creating a more orderly spatial plan.

Based on this background, this study aims to analyze the role of the Tanjungpinang City regional government in regulating street vendors in the Bintan Center Market Ruko area and identify the obstacles faced in its implementation. This research is expected to be useful theoretically to increase insight into the role of local governments in regulating street vendors, and practically to help the government design effective regulation programs and increase public awareness of applicable regulations.

REVIEW LIBRARY

Role

Sociological and social psychology perspectives view roles as the primary regulators of everyday actions through the social categories individuals hold. A person carries out a series of rights, responsibilities, obligations, norms, and behaviors that accompany each social role, where these behaviors can be predicted and influenced by the environment, social status, and other factors (Monalisa Francisca, 2015). A role is understood as a set of behaviors or actions expected to be carried out by an individual or group in a particular context, with expectations explicitly conveyed by parties who have important and relevant relationships (Rukmana, 2020).

Windasai et al. (2021) define a role as the attitude or actions of a person with a position in society according to the expectations of their environment. When related to local government, this role encompasses the functions of service, development, empowerment, and community regulation, demonstrating the implementation of rights and obligations appropriate to one's position. Riantika (2021) identifies the concept of a role as encompassing the functions expected of an individual, the main tasks of management, the function of variables in causal relationships, the function within a group or institution, and the expected behavioral patterns that accompany a status.

Local government

The implementation of regional government based on the 1945 Constitution of the Republic of Indonesia is a government that regulates and manages its own government

affairs based on the principles of autonomy and assistance tasks. This implementation is aimed at accelerating public welfare through improved services, empowerment, community participation, and strengthening regional competitiveness while taking into account the principles of democracy, equality, justice, privileges, and regional specialization within the unitary system of the Republic of Indonesia. Guntoro (2021) emphasizes that regional government is the foremost means of fulfilling community aspirations, supporting national policies, and adapting to global trends through decentralization and regional autonomy policies.

Rasyid (1997) identified three core tasks of government institutions: providing public services, empowering communities, and implementing development. Public services include granting permits, ensuring security and health, and routinely protecting residents. Community empowerment aims to create a society capable of advancing independently through guidance, advice, and training, while development implementation focuses on achieving community goals such as infrastructure and telecommunications development.

Community empowerment

Empowerment is understood as both a process and a goal, encompassing a series of actions to increase the strength, capacity, and independence of vulnerable groups, including individuals trapped in poverty. Windasai et al. (2021) state that empowerment is aimed at generating positive social change, enabling communities to develop the knowledge, skills, and strengths necessary to meet their physical, economic, and social needs. The success of empowerment is reflected in increased self-confidence, the ability to voice aspirations, a decent living, active participation in social activities, and the ability to independently fulfill various life roles.

Safitriani et al. (2024) explain that the concept of community empowerment refers to the process by which individuals, families, and communities gain more control over the conditions and decisions that affect their daily lives. The ultimate goal is to create a self-sufficient society with the ability to make accurate decisions and access resources to improve well-being. (Zubaedi, 2013) adds that empowerment activities aim to create a community structure that reflects a spirit of self-reliance and participation through increased social interaction, fostering solidarity and togetherness, and natural communication without intervention.

Development

Siagian, in Riyadi &, defines development as a consciously planned and implemented effort for growth and change by the nation, state, and government to strengthen the nation. Development is a systematic process of improvement toward a better future, designed to build a nation toward modernity. This process must be viewed as multidimensional, encompassing fundamental changes in social structures, societal behavior, and institutional reform.

Digdowiseiso (2019) emphasized that development essentially focuses on humanitarian values such as fulfilling basic survival needs, maintaining dignity so that individuals feel worthy of respect, and ensuring freedom from all forms of colonialism and slavery. Development is defined as the ability of individuals to determine their own future direction, which includes increasing the capacity for justice, strengthening power and authority, and interdependent relationships between individuals and groups.

Regulation of Street Vendors

The term "Street Vendor" originates from the Dutch colonial era where regulations stipulated that every highway must have a pedestrian space of five feet or about one and a half meters, so people who sell goods on sidewalks are called street vendors (Cardona, 2020) . Wahyudianto (2018) explains street vendors as individuals who sell goods along roads, sidewalks, or other public locations that are not specifically provided for trading activities. The characteristics of street vendors include simple business activities without a complex cooperation system, small business scale due to limited capital and labor, and activities that are not equipped with a business permit.

Based on Domestic Regulation Number 41 of 2012, street vendor management is a regional government effort that includes identifying fostered locations for the determination, relocation, regulation, and elimination of street vendor locations in accordance with laws and public interests. Pratama (2024) defines regulation as an effort to create an orderly and safe situation without conflict, obstacles, violations or deviations from the rules. Muhammad (2024) states that the purpose of regulation is to prevent and minimize threats to public order and ensure the optimal running of the wheels of government and the implementation of regional regulations so that the government and the community can carry out activities safely, orderly, and regularly.

METHOD STUDY

This study uses a qualitative descriptive approach to determine the role of the Tanjungpinang City Regional Government in regulating street vendors in the Bintan Center Market Shophouse Area. Sugiyono (2010) explains descriptive research as a type of research that aims to provide a comprehensive picture of social arrangements or relationships between phenomena being studied, where descriptive qualitative methods are used to describe or analyze research results without being used to draw broader conclusions. Hermawan & Amirullah (2016) define qualitative research as research that describes phenomena using words without involving numbers or various forms of measurement, while Abdussamad (2021) states that qualitative research is a research approach in social sciences that uses a scientific paradigm based on theory to investigate social problems comprehensively from the background and perspective of the object being studied. The objects of this study are the Tanjungpinang City Regional Government such as the Civil Service Police Unit as a regional apparatus organization that carries out regulatory actions, and street vendors as business actors who trade using public facilities. The research location was conducted in the Bintan Center Market Area, Air Raja Village, Tanjungpinang City, focusing on the role of local government in regulating street vendors and identifying obstacles faced in its implementation. This research uses primary data obtained through interviews with informants from the Tanjungpinang City Public Order Agency (Satpol PP), the Tanjungpinang City Trade and Industry Agency (Disperindag), the Regional Secretariat for legal affairs, Bintan Center street vendors, and buyers, as well as secondary data in the form of supporting documents and literature obtained indirectly through intermediary media (Sugiyono, 2010) .

The data collection technique used interviews and documentation as the main methods in this study. Marendah Ratnaningtyas et al. (2023) describes interviews as question and answer sessions between the interviewer and the interviewee with the aim of collecting data or information to be developed in the research. Hardani et al. (2020)

states documentation as a data collection technique through documents in the form of writings, pictures, or monumental works such as biographies, policy regulations, and other written documents. The research informants consisted of 9 people including PPNS Satpol PP, Head of Trade Division of Disperindag, Legal Division of the Regional Secretariat, 3 street vendors, and 3 community buyers who were selected based on their authority, direct involvement, and ability to provide factual information according to the research problem. Data analysis used the Miles & Huberman (1994) model in Hardani et al. (2020) which consists of three simultaneous activity flows: data reduction, data presentation, and drawing conclusions. Data reduction is carried out by filtering information from interviews and documentation to suit the research focus, condensing and organizing data so that researchers can draw conclusions by removing irrelevant information. Data presentation is done through descriptive narratives of interview quotes and visual documentation that are grouped into main themes such as the role of government, street vendor dynamics, socio-economic impacts, and obstacles to regulation to facilitate understanding and arrangement of relationship patterns. The final conclusion is obtained by comparing field findings with the theory of the role of government and street vendor regulation to ensure the relevance and accuracy of the research results, where the initial conclusions are temporary in nature can be changed if no strong evidence is found to support them in the next stage of data collection.

RESULTS AND DISCUSSION

Regulator

The Tanjungpinang City Government carries out its role as a regulator by drafting regulations that serve as the legal basis for regulating street vendors in the Bintan Center Market Shophouse Area. The Legal Division plays a role in drafting regulations that provide legitimacy to the Public Order Agency (Satpol PP) to take action and the Department of Industry and Trade to regulate street vendors. The legal basis used is Tanjungpinang City Regional Regulation Number 7 of 2018 concerning Amendments to Regional Regulation Number 5 of 2015 concerning Public Order, specifically Article 6 Letter H which prohibits anyone from selling, displaying merchandise, or leaving carts on green belts, city parks, and other public facilities unless they have permission from the Regional Government. However, traders' knowledge of the applicable regulations is still very minimal and tends to be passive, where they only have general knowledge of the prohibition on selling on sidewalks without a deep understanding of the consequences of violations.

As a supporting instrument for implementing regulations, the Regional Government provides various tools and mechanisms in the form of banners, prohibition signs, and verbal notifications by officers. Information signs function as a passive socialization medium to inform the public about the existence of Regional Regulations, but their effectiveness is still limited because many vendors continue to sell in prohibited locations. Regional Regulations have also stipulated sanctions in Article 25 paragraph 1 in the form of a maximum imprisonment of 3 months or a maximum fine of Rp 50,000,000, but in practice the government does not strictly enforce these sanctions against street vendors who continue to use sidewalks and road shoulders for selling.

Although the government has a strong legal basis and several supporting instruments as a regulator, implementation in the field still faces various obstacles. Limited socialization instruments, lack of continuous supervision, and the lack of

sanctions that provide a deterrent effect indicate that the regulator's role has not been fully effective in addressing the problem of street vendors in this area. From 2018 to 2025, no new policies related to public order were found. Therefore, the regulatory role has been formally implemented through the establishment of regional regulations. However, substantively and functionally, it is still not optimal because it has not been accompanied by increased public legal awareness. A more integrated strategy is needed so that existing instruments can encourage the creation of order in public spaces.

Dynamist

The government plays a dynamic role in regulating street vendors in the Bintan Center Market Ruko area through an approach that is not only commanding or coercive, but also provides continuous direction and coordination. The Public Order Agency (Satpol PP) conducted street vendor monitoring activities in the Bincen area and produced several important agreements, namely that the selling permit is temporary until further discussion regarding the solution, only those registered during the regulation are permitted to sell and no additional street vendors are permitted, stalls are relocated by about 2 meters so that the location does not widen onto the sidewalk, selling hours are limited from Monday to Friday until 09.00 WIB and Saturday-Sunday until 10.00 WIB, and street vendors are not permitted to leave merchandise or leftover merchandise and trash after selling. Based on the agreement, vendors are allowed to continue selling for the next month while discussing a permanent solution without disrupting their economic activities.

The street vendor (PKL) arrangement process was carried out by dividing the vendors into three neatly recorded blocks. Block A had 21 vendors with stall numbers 1.1 to 1.21, Block B had 22 vendors with stall numbers 2.0 to 2.21, and Block C had 16 vendors, for a total of 59 organized vendors. The vendors generally sold fruit, vegetables, and tubers. The local government did not immediately carry out repressive regulations, but first developed an administrative and coaching approach through an orderly and recorded arrangement process. The arrangement through block division and stall numbering reflected the government's intention to find a middle ground between the community's economic needs and the interests of city order. This was part of a coaching process that emphasized not only prohibitions but also provided a more orderly and coordinated alternative.

Coordination is a vital aspect in implementing the enforcement, where the Public Order Agency (Satpol PP) formed an integrated team involving the Department of Industry and Trade, the Department of Transportation, sub-district heads, village heads, and market managers to build cross-sector synergy in creating a more comprehensive approach. Externally, the government also coordinated directly with vendors through outreach in the form of field meetings and official invitations to street vendor representatives. Despite resistance from vendors who felt the relocation site was deserted and far from buyers, the government's coordination reflected the role of a dynamic force that functions to mobilize all elements to work in an integrated manner, not only limited to determining the technical implementation of the enforcement but also as a means of building a shared understanding of existing policies.

Facilitator

The government's role as a facilitator in regulating street vendors in the Bintan

Center Market Ruko area still faces various limitations, particularly in providing capital support. Interviews revealed no coaching programs or capital assistance accessible to street vendors in the area, unlike vendors on the waterfront who receive assistance in the form of carts and containers. Dependence on private management without government intervention or supporting policies actually limits the space for street vendors to thrive in the relocation sites provided. Yet, one of the crucial functions of a facilitator is to create a competitive business ecosystem, including providing capital through partnerships with banks, cooperatives, or revolving funds that can help street vendors adapt and survive in their new locations.

In terms of facilities and infrastructure, the government has provided a Pujasera market building with a permanent roof and neatly arranged stall areas to relocate vendors from the sidewalk. However, this facility has not been functioning optimally due to a lack of public interest in visiting the market, which only offers fruit and tubers. Vendors' experiences indicate that after two weeks in the new location, no customers came, resulting in wasted merchandise. This demonstrates that the process of relocating street vendors requires not only land provision but also consideration of factors such as consumer accessibility, location attractiveness, and the economic potential of the new location. Relocations that are not based on an assessment of the vendors' actual needs tend to fail because they fail to consider the interaction patterns between vendors and consumers.

The main obstacles faced by local governments in implementing regulations include three important aspects. First, the characteristics of street vendors are difficult to change because they tend to resist change and continue to sell on sidewalks or roadsides, which are considered strategic and easily accessible to buyers. Second, the lack of education and outreach by the government, which is considered suboptimal in providing information regarding public order, where outreach efforts are still limited to the installation of signs or limited meetings that do not reach all street vendors as a whole. Third, the lack of public awareness as consumers, which also strengthens the presence of street vendors in unofficial locations because they continue to choose to shop on sidewalks or roadsides, which are considered practical without considering safety aspects.

CONCLUSION

Based on the results of research on the role of the Tanjungpinang City Government in regulating street vendors in the Bintan Center Market Shophouse Area, it can be concluded that the government has carried out three main roles: as a regulator, a dynamic agent, and a facilitator, but its implementation has not been fully optimal. As a regulator, the government has established regulations through Regional Regulation Number 7 of 2018 with a fairly clear basis, but its implementation remains weak due to limited socialization and the absence of strict enforcement of sanctions. In the dynamic agent role, the government has provided cross-sectoral direction and coordination through an integrated team and a persuasive approach to street vendors, but still faces resistance from vendors who refuse to relocate because the new location is considered non-strategic. Meanwhile, as a facilitator, the government has provided a relocation site for the Pujasera Market with adequate physical facilities, but has not been accompanied by a structured empowerment or business development program to support the economic sustainability of street vendors in the new location. The main obstacles faced include the characteristics of vendors that are difficult to change, a lack of government education and socialization,

and minimal public awareness as consumers.

To improve the effectiveness of the enforcement, it is recommended that local governments strengthen outreach through direct dialogue and discussion forums involving vendors, so that policies are based on mutual understanding, rather than being unilateral. The government needs to periodically evaluate the effectiveness of the relocation sites and actively promote them to attract the public, along with the implementation of strict sanctions to create a deterrent effect. Street vendors are expected to maintain good communication with the government and demonstrate an open attitude and a willingness to adapt to regulatory policies to create mutually beneficial solutions. Meanwhile, the public, as users of public spaces and consumers, plays a crucial role in supporting the success of the enforcement by appreciating the government's efforts to maintain urban order and changing consumption patterns to support vendors in the designated relocation sites.

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