

Implementation of Minister of Transportation Regulation No. 819 of 2018 by the Harbormaster Office and Port Authority: Challenges, Communication Strategies, and Fishermen's Reactions in Dumai City, Riau Province

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Abstract:

The waters of Dumai City, Riau Province, serve as an international transportation route with a strategic position in economic and industrial growth. Minister of Transportation Regulation No. 819 of 2018 was issued to regulate shipping zones and ensure the safety of port service users. However, this regulation has sparked numerous complaints from the public, particularly fishermen, due to livelihood restrictions that directly increase operational costs. To address these negative reactions, the Dumai Port Authority Office (KSOP) plays a significant role by implementing various measures in enforcing Ministerial Regulation No. 819 of 2018. This study aims to understand the communication strategies used by the Dumai Port Authority Office, especially in coordinating with stakeholders. This research uses a qualitative method, gathering data through observation and interviews. The results show that the Dumai Port Authority Office, along with the Class I Dumai Navigation District, PT Kilang Pertamina Internasional, and PT Wilmar Cahaya Asia, has a strategic role with the ability to influence policy direction and implementation. The Dumai Port Authority Office adopts strategies that involve collaboration with strategic partners, annual outreach programs, the distribution of social assistance and life jackets to the fishing community, and cooperation with relevant agencies and government institutions, including the Water Police, to monitor vessels violating regulations. Additionally, KSOP involves the participation of the community and companies, including the certification and standardization of maritime safety instruments. This study contributes to the discussion on the effectiveness of communication strategies in maritime policy implementation, where this approach can enhance understanding and acceptance of regulations within the maritime community.

Keywords: Development communication, port authority, shipping, maritime policy, safety.

INTRODUCTION

Geographically, Dumai City's waters in Riau Province, being near the Strait of Malacca, serve as an international transportation route. Table 1 presents data on Dumai City's Gross Regional Domestic Product (GRDP) from 2018 to 2022, measured in millions of rupiah. Overall, Dumai City's GRDP has increased year by year, largely due to the contribution of dominant sectors such as manufacturing, electricity and gas supply, as well as education and health services. This highlights the importance of navigation policies and shipping procedures. The growth in sectors such as "Transportation and Warehousing" and "Electricity and Gas Supply" demonstrates increased economic activity linked to the port. Furthermore, the data in Table 1 indicates priority sectors that need attention, such as "Transportation and Warehousing," which are closely related to the port. Therefore, analyzing how industrial sectors contribute to the GRDP helps us understand how port policies and development impact the local economy and how we can optimize development communication to support economic growth in Dumai City.

Table 1: Contribution of Business Fields/Industrial Sectors to Dumai City's Gross Regional Domestic Product

Business Fields	2018	2019	2020	2021	2022
Agriculture, Forestry, and Fisheries	1,875	1,923	2,079	2,303	2,452
Mining and Quarrying	120	128	129	132	139
Manufacturing	18,660	20,867	21,772	24,294	27,843
Electricity and Gas Supply	28	31	73	92	140
Water Supply, Waste Management, and Recycling	4	5	5	6	6
Construction	3,786	4,049	3,941	3,995	4,510
Trade: Repair of Motor Vehicles and Motorcycles	5,413	5,736	5,258	5,873	6,350
Transportation and Warehousing	973	1,055	726	757	889
Accommodation and Food Services	303	319	260	314	335
Information and Communication	380	418	457	478	500
Financial and Insurance Services	390	397	409	449	517
Real Estate	153	161	164	168	182
Business Services	1	2	1	1	1
Public Administration, Defense, and Social Security	568	587	590	605	667
Education Services	161	177	185	192	199
Health Services and Social Work	56	65	77	86	93
Other Services	196	220	181	193	225
Total GRDP of Dumai City	33,076	36,147	36,313	39,946	45,056

Source: BPS Dumai City, 2023.

The government, through the Ministry of Transportation Regulation No. 819 of 2018 on Dumai Navigation Safety Regulations, regulates shipping zones to create safe and conducive industrial waters. Technically, the Office of the Harbor Master and Port Authority (KSOP) of Dumai City oversees and implements this regulation, managing the procedures for industrial vessels, including entry and exit from shipping zones, anchoring areas, as well as the weight and type of permitted vessels. However, this regulation also prohibits local communities, especially fishermen, from entering the shipping zone (non-fishing ground zones) (Ministry of Transportation, 2018). Section (b) of the regulation prohibits fishing vessels from operating in the shipping zone. This forces fishermen to find alternative routes, taking longer journeys that can last several days to fish.

Additionally, Section (c) mandates that a pilot must accompany any vessel operating in this zone, and it strictly prohibits local community vessels, including fishing boats, from entering or crossing the zone without supervision from a pilot. According to this regulation, the prohibition on passing through and operating in Dumai's shipping lanes applies not only to fishing vessels but also to local vessels without permits that are not under KSOP supervision.

However, this policy is not the only challenge faced by Dumai's fishermen. As a result of this regulation, fishermen must travel farther and spend several days at sea to return to land. The high operational costs incurred by fishermen in Dumai, along with environmental problems and climate change, have caused a decline in fishing productivity (Sitorus, Fatkhullah, & Julastri, 2022). When pollution affects the sea, isolates fishermen, raises the waves, and extreme weather prevents them from fishing, the coastal communities in Dumai can no longer sustain their livelihoods. Between 2006 and 2010, fishery production decreased by 50% (Firdaus, Sari, & Tampubolon, 2021). Dumai, being a coastal area where the community depends on marine fisheries, has seen some fishermen

switch professions due to declining fishing productivity and high fishing costs (Wahyuni, Zakaria, & Endaryantoindo, 2019).

Figure 1: Fishermen Switching Professions to Fruit Vendors



Source: Researcher Documentation, 2023.

Various efforts to enforce the regulations have consistently failed. Both fishermen who disregard the rules and smugglers operating increasingly frequently in shipping lanes continue to pose challenges (Syafudin, 2017). The government seeks a more sustainable and safer livelihood for the community, while companies aim to maintain their business continuity without disruptions and minimize accidents or incidents involving local communities (Grimm, 2014). The ongoing conflict between the community and the government or with companies indicates a breakdown in communication (Hodge, 2014). The government, in this case, can act as a mediator to accommodate the interests of the companies without neglecting or disrupting the community's fundamental need to survive.

Therefore, it is necessary to adopt the right strategy, or perhaps a different approach, to educate and implement government regulations so the community voluntarily complies with them (Fatkhullah, Mulyani, Dewi, Habib, & Reihan, 2023). A comprehensive effort is needed to change the social life and behavior of the coastal communities of Dumai City. Communication is an approach used to enhance participation in the process of planned change (Milam & Heath, 2014), aimed at improving the quality of life sustainably by using technology or implementing selected ideas (Sinuff, et al., 2015).

Research on the implementation of shipping regulations, such as Kepmenhub No. 819 of 2018, has been widely conducted, particularly in the context of maritime policies and marine resource management. Several previous studies (Abraham, 2017) have identified various challenges in the implementation of maritime regulations, such as the lack of legal awareness among fishermen (Yulia, 2021), limited resources for oversight (Supeno, Suhartono, & Yudianto, 2019), and conflicts of interest between different stakeholders (Pratomo & Kwik, 2020). These studies often highlight the negative impact of shipping regulations on fishing communities (Chapsos, Koning, & Noortmann, 2019), including reduced access to fisheries resources and detrimental economic effects (Putri, Salim, & Hudalah, 2021).

However, some gaps in previous research make this study important. First, few studies have examined the impact of shipping regulations in specific local contexts, such as Dumai City, with its unique geographical and socio-economic characteristics. This local understanding is crucial for more effective policies. Second, there has been insufficient attention to collaborative efforts between the government and the private sector in supporting comprehensive policy implementation. Additionally, we have not adequately explored the effectiveness of the communication and socialization mechanisms used by KSOP and other stakeholders.

Thus, this study aims to fill these gaps by exploring the implementation of Kepmenhub No. 819 of 2018 more deeply in Dumai City. It analyzes and evaluates the communication strategies applied by KSOP Dumai City in the implementation of Kepmenhub No. 819 of 2018, focusing on the effectiveness of socialization, coordination, and collaboration with various stakeholders. This study also aims to identify communication barriers faced, understand

the perceptions and experiences of stakeholders, and provide practical recommendations to improve public engagement and participation in supporting maritime safety regulations.

In this research, we categorize stakeholders into two groups. We classify them into primary and secondary stakeholders based on their interests and influence, as shown in Table 2 (Kim, Kim, Marshall, & Afzali, 2018). By type, there are stakeholders from the government, private sector, and the community. This study limits its scope to primary and secondary stakeholders from government and private institutions as communicators of Kepmenhub No. 819. Furthermore, this study examines the dynamics from the perspectives of these two actors, with the parameters based on various efforts undertaken by the stakeholders in implementing Kepmenhub No. 819.

This study is significant because, in practice, several companies, such as PT Kilang Pertamina Internasional, have developed participatory communication models by appreciating communities that comply with the regulations through CSR programs (Mulyani, Fatkhullah, & Imawan, 2023). The results of this study can serve as a reference for developing innovative, transparent, and inclusive communication strategies. It is also essential when ineffective efforts are repeated and continue to put communities in risky situations while companies or the private sector face disadvantages. In this context, both companies and communities are partners of the government, and bringing synergy between both parties is one strategy to accelerate development (Soetomo, 2018).

METHOD

This study employed a qualitative method with a descriptive-interpretive and phenomenological approach (Creswell, 2015). We chose this approach to gain a deep understanding of stakeholders' experiences regarding the implementation of Ministry of Transportation Regulation No. 819 of 2018 in Dumai City, specifically in the context of development communication and maritime safety. The phenomenological approach focuses on exploring the essence of subjective experiences (Creswell, 2016) of the stakeholders involved in this policy, including fishermen and the Port Authority (KSOP) as policymakers.

The research was conducted in Dumai City over three months, from August to October 2023. We chose Dumai City as the research site due to its relevance to the implementation of Ministry of Transportation Regulation No. 819 of 2018 on maritime safety. We collected data through in-depth interviews and participatory observation.

We conducted the in-depth interviews using semi-structured question guides that we prepared based on the research objectives. These interviews aimed to explore the perceptions, experiences, and challenges faced by various stakeholders in implementing the policy. We recorded each interview and then transcribed them for analysis purposes. We purposively selected the informants based on their relevance to the research questions (Campbell et al., 2020) and their involvement in the policy implementation context. The key informants included officials from the Ministry of Transportation, KSOP Dumai, shipping company representatives, and fishermen affected by the policy. These informants were chosen based on their ability to provide relevant and in-depth information on the issues being studied (Sugiyono, 2016, pp. 82,85).

We conducted the interviews in stages. In the first stage, we carried out interviews to obtain a general overview of the policy implementation. In the second stage, interviews focused on specific issues that emerged during the policy socialization and implementation process. The third stage involved clarifying and validating information through additional interviews with key informants to explore more complex issues.

Table 2: Research Informants

Context	Primary Stakeholders	Secondary Stakeholders
Government	<ul style="list-style-type: none"> Government communication to support the implementation of Ministry of Transportation Regulation No. 819 Coordination and collaboration strategies to strengthen participation in the implementation of Ministry of Transportation Regulation No. 819 	<ul style="list-style-type: none"> Ministry of Transportation (1 person) Department of Transportation (1 person) Port Authority Class I Dumai (2 persons) Navigation District of Dumai City (2 persons)
Private Sector	<ul style="list-style-type: none"> Interpretation of Ministry of Transportation Regulation No. 819 Role and participation in the implementation of Ministry of Transportation Regulation No. 819 	<ul style="list-style-type: none"> Pertamina Marine (2 persons) Wilmar (2 persons) Pelindo (2 persons)

	<ul style="list-style-type: none">• Challenges faced in the implementation of Ministry of Transportation Regulation No. 819
Community	<ul style="list-style-type: none">• Interpretation, attitudes, and responses to Ministry of Transportation Regulation No. 819• Efforts made by various parties in implementing Ministry of Transportation Regulation No. 819

Source: Research Documentation, 2023.

Meanwhile, we conducted participatory observation throughout the research, actively participating in policy socialization activities, stakeholder meetings, and other relevant events—the observation aimed to understand the direct interactions between stakeholders and the dynamics of communication taking place.

Data analysis was carried out in several stages, starting with data collection and organization. After that, we reduced the data by selecting information relevant to the research focus. We then categorized the reduced data according to the main themes that emerged from the interviews and observations. Next, we presented the data in the form of descriptive narratives that captured the experiences and perspectives of the informants (Casterlé, Gastmans, Bryon, & Denier, 2012). We concluded by linking the analyzed data to the research objectives and the theories used. Finally, we conducted verification through data triangulation, comparing information from various sources (primary and secondary informants) to ensure data consistency and validity (Papautsky, Crandall, Grome, & Greenberg, 2015).

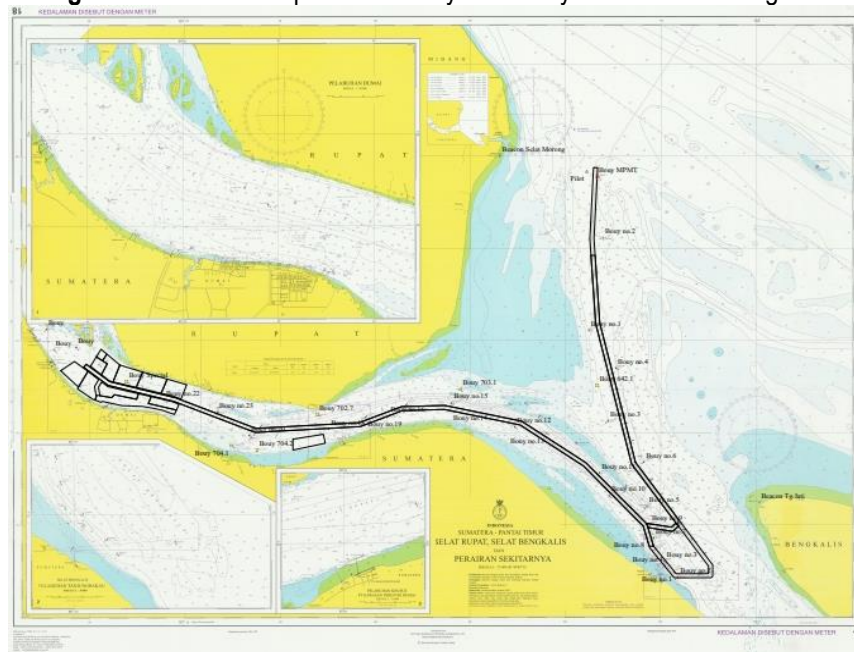
We maintained the validity of the data by using source triangulation techniques. These techniques allowed us to check the consistency of information obtained from the primary informants with information from other informants, including supporting stakeholders such as fishermen and shipping companies. By employing this approach, we ensured that the data were valid and accurately reflected the situation.

RESULTS AND DISCUSSION

KSOP Dumai City and Its Connection to the Minister of Transportation Decree 819 of 2018

The Harbor Master Office and Port Authority (KSOP) is a government agency under the Directorate General of Sea Transportation, Ministry of Transportation, responsible for overseeing and regulating shipping and port activities in Indonesia. KSOP is tasked with ensuring smooth and safe ship traffic, ensuring shipping safety, and enforcing maritime regulations in port areas. Led by a Harbor Master, KSOP is primarily responsible for ensuring compliance with international and national safety standards, such as the International Convention for the Safety of Life at Sea (SOLAS) and regulations from the International Maritime Organization (IMO). KSOP also facilitates the entry and exit of ships at the port through the issuance of sailing permits (port clearance), monitoring ship operations, and maintaining safety in port areas.

At major ports like Dumai Port, KSOP plays a central role in ensuring smooth operations and overseeing various activities, including cargo loading and unloading, ship services, and providing support facilities for the maritime industry.

Figure 2: Thematic Map of Dumai City Waterways and Aids to Navigation

Source: Dumai Class I Navigation District, 2023.

The Minister of Transportation Decree Number 819 of 2018 (Kepmenhub 819) regulates the Procedures for Emergency Management at Ports. This regulation provides guidelines for KSOP in managing emergencies that may occur at ports, such as fires, ship accidents, oil spills, and other natural disasters. In the context of Dumai Port, Kepmenhub 819 of 2018 plays an essential role in improving shipping safety standards and maintaining security in port areas.

As a crucial port for the distribution of oil, gas, and other commodities, Dumai Port faces specific risks related to maritime activities. Therefore, KSOP Dumai implements the Emergency Response Plan (RPKD) based on the guidelines of Kepmenhub 819. This plan involves the preparation of evacuation procedures, communication arrangements between agencies, and necessary mitigation steps to reduce the impact of maritime accidents or incidents.

KSOP Dumai collaborates with various agencies, including the Navigation District, the National Search and Rescue Agency (BASARNAS), the Water Police (Polairud), and the Indonesian Navy, to coordinate responses to emergencies. One form of Kepmenhub 819 implementation in Dumai includes monitoring shipping lanes and conducting routine checks on navigation aids such as buoys and lighthouses (SBNP) around the port. This oversight ensures that shipping lanes remain safe and free from hazards such as fishing nets or other equipment that could interfere with vessel traffic.

The Role of Stakeholders in the Transition to Non-Fishing Ground Areas

In implementing Kepmenhub 819 of 2018, various stakeholders play crucial roles in ensuring its success and compliance. The primary stakeholders include the Harbor Master Office and Port Authority (KSOP), the Navigation District, PT Pelabuhan Indonesia (Pelindo), the Water Police, the Marine and Fisheries Service, shipping companies, and the fishing community.

First, KSOP serves as the primary regulator at the port. It is responsible for managing ship traffic, ensuring maritime safety, and enforcing maritime laws. KSOP also acts as a liaison between stakeholders, including shipping companies and the fishing community, ensuring that all parties comply with regulations. Unfortunately, restrictions on fishing activities and crossing certain areas, as stipulated in the "Prohibition" section (b), have led to dissatisfaction among fishermen. They expressed their concerns during the annual socialization meetings with the Ministry of Transportation, the Navigation District, KSOP, and the Fisheries Service. The fishermen feel disadvantaged by policies limiting their operational freedom and income. The main challenge here is balancing marine resource protection with the economic needs of fishermen. It is crucial to find this balance to safeguard marine resources while ensuring the livelihoods of fishermen to maintain local economic stability (Habib & Fatkhullah, 2023).

Second, the Navigation District manages and maintains Aids to Navigation (SBNP). They ensure that shipping lanes are safe and accessible for vessels. The Navigation District works with Pelindo and shipping companies to maintain the proper condition of SBNP to prevent damage that could compromise shipping safety and cause unnecessary losses.

“This regulation is actually based on Law No. 17 concerning public ports listed in the National Port Master Plan. Why do we need lane designations? When a collision occurs, the insurance company can claim. These ships carry goods, and if a collision occurs without an established regulation, insurance companies will refuse to pay claims, as they will consider it human error. This often results in financial losses, as the party responsible has to compensate. Nobody wants to take that responsibility, not even the state. “To avoid these losses, we need to implement stricter regulations.” (Head of Navigation District, Interview, July 12, 2023).

The limitations in gathering fishermen for socialization sessions have resulted in a lack of understanding about the new regulations. Limited efforts in socialization have led to the misuse of signs and navigation aids by fishermen, ultimately harming the state. We must address the difficulty in disseminating information about these new policies to fishermen immediately. A lack of understanding of the regulations may lead to the misuse of signs and navigation aids, jeopardizing shipping safety and causing financial losses to the state. The urgency of more effective socialization is crucial to avoid greater negative consequences in the future.

“Socializing the rules is actually quite difficult. Usually, we just put up signs. But even that is ineffective; the fishermen know there are signs, but they still violate them. Sometimes, fishermen use the signs as mooring points for their boats and fish in those areas. “This misuse of the signs is the issue.” (Head of Navigation District, Interview, July 12, 2023).

Based on interpersonal communication theory (Docan-Morgan, 2021), direct interaction between KSOP, the Water Police, and the fishing community is crucial. Through open discussions, direct socialization, and involving community leaders, KSOP can effectively address fishermen's concerns. This approach helps build trust and ensures better acceptance and implementation of the policies. On the other hand, the Public Engagement Model by James E. Grunig and Todd Hunt can also strengthen the implementation of Kepmenhub No. 819 by involving fishermen and local communities in policy planning and evaluation (Schalet, 2020). This participation not only increases understanding and support for the policy but also helps the government tailor regulations to meet the real needs of the community. Public involvement in decision-making can reduce resistance and improve compliance with regulations.

Third, PT Pelabuhan Indonesia (Pelindo) plays a vital role in providing pilotage and mooring services at the port. They ensure that every ship entering and leaving the port follows safe and efficient procedures. Additionally, Pelindo collaborates with KSOP in supervising and enforcing port regulations.

Figure 3: Warning to Fishermen Violating the Shipping Zone



Source: Research Documentation, 2023.

Fourth, the Water Police are responsible for maintaining security and order in the waters. They conduct regular patrols and collaborate with KSOP to enforce maritime laws. However, because they are under the command of the local police chief, their priorities often align with the local police's interests and instructions. Unfortunately, despite frequent warnings and regular patrols, fishermen's non-compliance with the rules remains a problem. This lack of compliance can endanger shipping safety and marine resources. Additionally, fines for rule violations have proven ineffective. Moreover, the controversy surrounding which fishing gear is permitted or prohibited has created tensions among fishermen, leading to demonstrations and instability.

"We've reprimanded them many times, we patrol daily, and if anyone violates the rules, we give them a warning. But you know fishermen; we reprimand them today, and tomorrow they do it again." (Dumai Water Police Officer Interview July 12, 2023).

Fifth, the Marine and Fisheries Service plays a role in guiding and empowering the fishing community. They assist fishermen by providing support, training, and other resources needed to improve their productivity and welfare. Although the socialization of Kepmenhub 819 is not their primary duty, the involvement of the Marine and Fisheries Service in socialization efforts can help strengthen the relationship between the government and the fishing community.

"Socialization about shipping lanes, especially for fishing, is conducted annually in Pekanbaru. The Marine and Fisheries Service, the Ministry of Maritime Affairs and Fisheries (KKP), the Health Department, Pelindo, fishermen, and all port users attend. It's not just about the ministry, but all aspects of safety, including shipping communication." (Marine and Fisheries Service of Dumai City, Interview, July 12, 2023).

Sixth, shipping companies are the main users of shipping lanes and ports. They must ensure that their operations comply with all regulations set forth in Kepmenhub 819 of 2018. Shipping companies also have the responsibility to cooperate with KSOP and Pelindo in maintaining safety and operational efficiency at the port.

Seventh, the fishing community is directly affected by these regulations. They must adjust their fishing activities to comply with the rules, which often means traveling further distances and facing higher operational costs. The fishing community also needs a clear understanding of the benefits and objectives of Kepmenhub 819 to improve their safety and well-being.

Effective coordination and collaboration among all these stakeholders are essential to ensure the smooth implementation of Kepmenhub 819. Through good communication and mutual understanding, each party can contribute to maritime safety and the welfare of coastal communities, especially in Dumai City.

KSOP Partnership Strategy to Support the Transition of Non-Fishing Ground Areas

A strategic partnership is an essential step in supporting the government's program (Intani, 2018), particularly in the transition of non-fishing ground areas aimed at maintaining the sustainability of aquatic ecosystems and maritime safety. This partnership involves active collaboration between KSOP and various related entities, such as

government agencies like the Department of Marine Affairs and Fisheries, the Navigation District, the Water Police, fishing communities, and private sector companies involved in maritime activities.

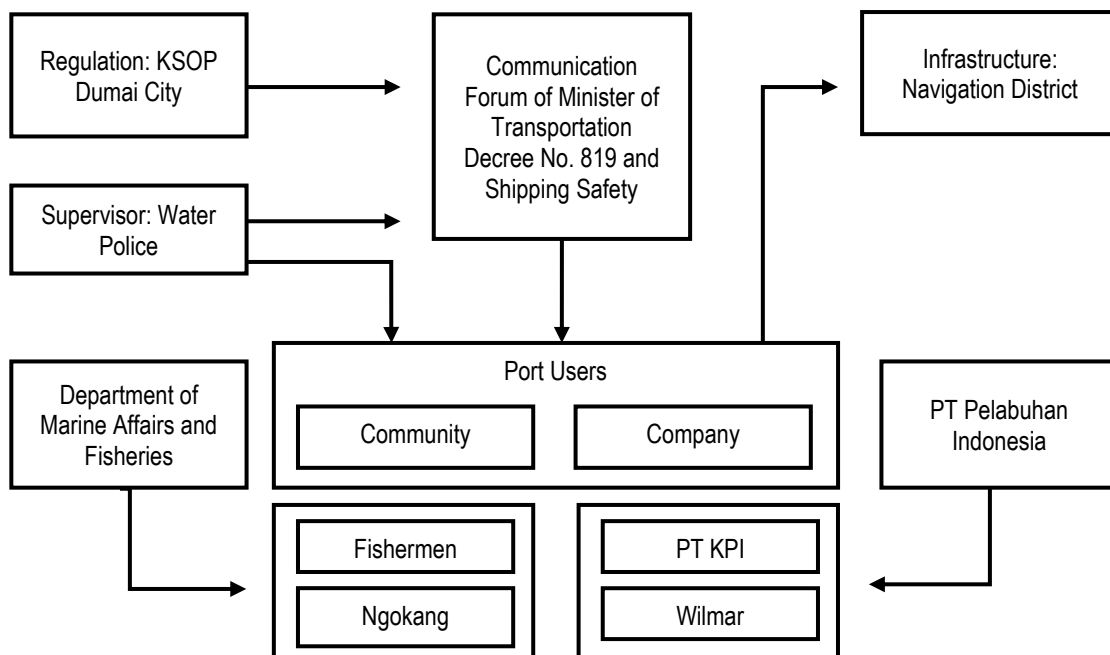
In this context, KSOP plays a key role as a regulator and law enforcer in shipping lanes. The strategic partnership of KSOP involves several critical steps. First, they coordinate with relevant government agencies to align policies and actions required to establish clearly defined non-fishing ground areas and identify regions necessary to protect marine resources.

“We usually cooperate with the navigation district. There is also cooperation with the water police. For patrols, we usually do them independently; we have regular patrols, and they also have their patrols” (Head of KSOP Dumai City, Interview July 16, 2023).

This strategic partnership includes socialization and education efforts directed at the fishing community regarding the importance of maintaining non-fishing ground areas. KSOP plays a role in educating fishermen about the benefits of these areas to ensure the sustainability of marine resources, which directly impacts their future livelihoods. Furthermore, KSOP collaborates with private sector parties involved in maritime activities to ensure compliance with the rules and regulations set for non-fishing ground areas. This cooperation may include the use of technology, such as the installation of navigation tools that help guide vessels to avoid crossing into designated non-fishing ground areas.

The arrows in Figure 4 illustrate the communication patterns between two or more actors. A single arrow indicates one-way communication, while double arrows signify a dialogical or two-way communication pattern. In this context, KSOP plays a leading role as the executor and law enforcer in shipping lanes. Studies in development communication cover the role and function of communication as a tool to increase stakeholder participation in development efforts. Thus, KSOP's strategic partnership involves several important steps.

Figure 4: Strategic Partners in Implementing Ministerial Regulation No. 819 of 2018.



Source: Researcher Documentation, 2023.

First, KSOP collaborates with the Navigation District, the Ministry of Marine Affairs and Fisheries, and other stakeholders to educate the community about the importance of safety and the sustainability of marine ecosystems in the shipping lanes of Dumai City. Through socialization, awareness campaigns, and training, they emphasize the use of life jackets and educate fishermen about non-fishing ground areas and sustainable fishing practices

(Mulyani I., Fatkhullah, Reihan, & Agustiawan, 2024). Regular meetings with community leaders and CSR support from companies, such as environmental awareness campaigns, further enhance public understanding of the importance of protecting marine ecosystems.

Figure 5: Disciplinary Efforts Against Ngokang Boats



Source: Researcher Documentation, 2023.

Second, KSOP cooperates with strategic partners like the Navigation District, the Department of Marine Affairs and Fisheries, Pertamina Marine, Wilmar, and fishing groups to enforce radio communication ownership regulations through coordinated patrols in the Dumai City shipping lanes. These patrols involve personnel from various parties, with schedules determined based on intelligence data. KSOP leads operational coordination with support from the Water Police and the Navigation District. Before conducting patrols, we hold meetings to determine routes and assign roles. The patrols use advanced technology vessels, supported by drones and radar, to monitor activities in difficult-to-reach areas.

Third, KSOP partners with strategic partners to provide supporting infrastructure for navigation, such as lighthouses, navigation buoys, and beacon lights. This collaboration involves coordination with relevant parties in the planning, procurement, and installation of such facilities. The goal is to ensure that the necessary infrastructure is available and functioning properly to enhance the safety and efficiency of activities in the Dumai City shipping lanes.

“If there is a violation or danger, the navigation district will broadcast to ships that there is a hazard such as a disaster, fire, or ship collision in the area, so ships in the vicinity can be alert or even assist if needed” (Head of KSOP Dumai City, Interview, July 16, 2023).

The strategic partnership between KSOP, the private sector, the government, and local communities in the context of transitioning non-fishing ground areas has the primary goal of ensuring the sustainability of aquatic ecosystems and maritime safety. In facing regulatory changes that govern activity restrictions in shipping zones, this partnership plays a crucial role in facilitating a smooth transition for all parties involved, particularly fishermen and coastal communities.

Challenges in the Implementation of Ministerial Decree No. 819 of 2018

We attribute the difficulty in implementing Ministerial Decree No. 819 of 2018 among fishermen and local communities to several factors that serve as the main obstacles in this process. First, fishermen's limited understanding of the objectives and benefits of the regulation hinders compliance. Many fishermen only perceive the direct impact of the regulation on their activities without understanding its broader context (Hapsari et al., 2020). They feel that this regulation directly harms and restricts their fishing activities and mobility without recognizing the actual goal of protecting marine resources. This lack of understanding can lead to continued non-compliance due to the lack of support and comprehension from the relevant parties (Primyastanto, Dewi, & Susilo, 2010).

“Usually, the ones who complain about this regulation are the fishermen, while the businesspeople are happy with it because it provides certainty. The fishermen complain because they only know how to make a living,

and this regulation makes it more complicated for them. 'We can't eat if we don't go out to sea, and the fish are abundant in that area. When businesspeople run into the fishermen's nets, it causes difficulties because they have to pay compensation.' Sometimes, the fishermen deliberately set their nets so that they can demand compensation from the businesspeople. If we do not handle this properly, foreign traders will stop buying oil from Dumai. Dumai happens to be one of the largest CPO exporters." (Head of KSOP Kota Dumai, Interview July 16, 2023).

Fritz Heider's cognitive balance theory explains how individuals seek consistency between their attitudes and behaviors (Crandall, Silvia, N'Gbala, Tsang, & Dawson, 2007). In the context of the implementation of Ministerial Decree No. 819, many fishermen feel that the regulations restricting their activities do not align with their economic needs. This inconsistency can lead to cognitive conflict, where fishermen feel pressured to balance between complying with the regulations and their need to earn a livelihood. To address this, a supportive communication approach, such as providing detailed information on the long-term benefits of marine resource protection and social assistance, can help alleviate discomfort and increase acceptance of the policy.

Second, the limited human resources within KSOP and the Water Police also play a significant role. The vastness of the waters requires intensive patrols to ensure compliance with the regulations (Zakirman, Dewi, & Pambudi, 2022). However, the lack of personnel and human resources to conduct patrols and enforce the law in the navigation zones limits the ability to monitor and act on violations (Togelang, R, & Wahongan, 2021).

Third, the complexity of Indonesia's vast and varied waters presents another challenge. The complex geographical structure, including numerous islands, coral reefs, and differences in depth and sea conditions (Hidayah & Wiyanto, 2021), makes it difficult to monitor and enforce regulations. The difficulty of covering such a wide and diverse area makes it challenging for the government to conduct effective oversight, particularly in controlling violations that may occur in remote and hard-to-reach areas.

As a result, the implementation of Ministerial Decree No. 819 of 2018 highlights the challenges faced in regulating navigation zones and protecting marine resources. These challenges not only reflect technical and resource constraints but also underscore the urgent need for a more holistic approach to maritime policy design. The complex implementation process reveals the importance of building effective and inclusive communication with all stakeholders, including fishermen and local communities. This demonstrates that policies not only need to be regulated and monitored but also accepted and understood by those affected. Emphasizing community involvement and transparency in the enforcement of regulations can improve relations between regulators and communities and enhance the effectiveness of policies.

Public Reaction to the Transition of Non-Fishing Ground Area

Effective communication theories, such as the Shannon-Weaver Model, emphasize the importance of sending clear and unambiguous messages from the sender (KSOP and the government) to the receiver (fishermen and the community) (Stewart, Malayan, & Roberts, 2001). In the context of Kepmenhub No. 819, effective communication requires delivering clear information about non-fishing ground regulations and their consequences. The main challenge is ensuring that the message about this regulation is received and understood properly by all parties. Errors in message delivery or unclear information can lead to misunderstandings and resistance to the regulation, hindering compliance and effective implementation.

In this case, although many express dissatisfaction with the regulation, especially in terms of limiting fishing grounds and increasing operational oversight around ports, the majority of the community already understands the positive intent behind Kepmenhub No. 819. The socialization efforts made by the Port Authority Office (KSOP) and the central government emphasize that this regulation is designed to protect all parties involved in port and marine activities, with the primary goal of safeguarding lives and maritime assets.

"This rule is actually made for the benefit of the fishermen as well. The sea may seem vast, but we don't know what's underwater. There might be chains, anchors, or other hazards that could harm both fishermen and large vessels." (Tuna Fishermen Group in Dumai City, Interview, July 18, 2023).

However, this understanding is often insufficient for those under economic pressure. Fishermen who depend entirely on the sea and small boats often face significant financial challenges. With the implementation of stricter safety regulations, some feel compelled to take unsafe measures to reduce sailing costs. For example, some fishermen continue to sail without meeting all safety requirements due to the pressure of providing for their families, even though they fully understand the risks involved. For this group, the short-term priority of livelihood often outweighs full compliance with the required safety regulations.

On the other hand, some fishermen willingly promote Kepmenhub No. 819. They recognize the importance of maintaining good relations with the government, not only to receive direct benefits like aid and subsidies but also to ensure mutual safety at sea. This group of fishermen sees that by complying with the regulations and promoting the importance of maritime safety, they not only protect themselves but also demonstrate their commitment to the sustainability of the fishing community. They often serve as ambassadors, helping the government reach out to their peers who are hesitant to follow the rules.

The effectiveness of the communication strategy for Kepmenhub 819 is said to be successful in terms of understanding and accepting the basic concept of maritime safety. However, challenges remain in daily implementation. The gap between understanding and actual behavior is still evident, especially among economically impacted fishermen. Therefore, the government needs to continue strengthening economic and technical support for vulnerable groups while maintaining education and socialization efforts to reinforce the commitment to safety at sea.

CONCLUSION

In the implementation of Kepmenhub No. 819 in Dumai City, the study shows that every party plays a significant role and influence. Key players such as the Navigation District, KSOP Dumai City, PT Kilang Pertamina Internasional, and PT Wilmar Cahaya Asia hold strategic roles in determining the direction and execution of the policy. PT Pelindo, as part of the Crowd, plays a crucial role in technical aspects, although its strategic influence is more limited. The Marine and Fisheries Service (KKP), as the Contest Setter, holds power through its close relationship with fishermen, but its interest is not as significant as the key players. Fishermen, as Subjects, although having great interest in this policy, are limited in their ability to influence decisions. KSOP Dumai City has developed a collaborative strategy with various strategic partners to enhance safety and enforce regulations. These efforts include socialization related to maritime safety, joint patrols involving various stakeholders, and the provision of supporting maritime facilities.

This research offers new contributions by providing an in-depth analysis of policy implementation through the lens of development communication, highlighting the dynamics of collaboration between stakeholders and the communication barriers encountered. However, this study has several limitations that affect the scope and depth of the analysis. The focus on the Dumai City area means that the findings may not be fully generalizable to other regions with different conditions. This research also emphasizes communication strategies without delving deeply into the technical aspects of the policy, which may be essential for a more comprehensive understanding. Therefore, future research is recommended to integrate more in-depth policy technical analysis and involve various data sources to obtain a more holistic perspective. Moreover, follow-up studies should consider the long-term impacts of the policy and the socio-political changes that may affect its implementation and effectiveness.

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