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## South Halmahera District Government Policy toward Access to Anglers' Group Marketing in the District of the Jouronga Islands

Mohbir Umasugi, Muhammad Darsan Hi Adam

Faculty of Law, Social and Political Sciences (FHISIP), State Administration Study Program, Universitas Terbuka, Tangerang Selatan, Indonesia

**Abstract:** This study aims to determine the policy process of the South Halmahera Regency Government towards marketing access for anglers groups in the Jouronga Islands District. The type of research used is empirical by using an approach model by looking at the reality that occurs in society. In this study, the data types used are primary and secondary data obtained from library materials and regulations related to the title. Data collection techniques used were interviews and literature study. The data analysis used is qualitative. Based on the research results that have been done, it can be concluded that the South Halmahera Regency, especially the District of the Jouronga Islands, has the potential for the fisheries sector. The anglers group of Siboa Pakiala, Kukupang Village, and Putra Jouronga, Tawabi Village in the District of Jouronga Islands, mostly work as traditional anglers. The facts show that the local government has provided facilities and infrastructure assistance to anglers groups but has not provided guidance, training, and assistance. Therefore, the government must provide guidance, training, and assistance to anglers groups to achieve welfare. The government is expected to provide business capital to fishing groups and a market so that fishing groups are no longer dependent on funding from local entrepreneurs. The participation and awareness of anglers groups towards preserving marine ecosystems need to be increased through the active role of the local government of South Halmahera Regency so that gaps and inequality in fishing communities can be avoided.

**Keywords:** Policy, Access, Marketing.

## 南哈馬黑拉區政府關於在 若龍加 群島區獲得垂釣者團體營銷的政策

**摘要:** 本研究旨在確定南哈馬黑拉攝政政府對 若龍加 群島地區垂釣者團體營銷准入的政策過程。所使用的研究類型是通過觀察社會中發生的現實使用方法模型進行的實證研究。在本研究中，使用的數據類型是從圖書館資料和與標題相關的法規中獲得的主要和次要數據。使用的數據收集技術是訪談和文獻研究。使用的數據分析是定性的。根據已完成的研究結果，可以得出結論，南哈馬黑拉攝政區，尤其是朱龍加群島地區，具有漁業發展潛力。西博亞·帕基亞拉、庫庫邦 村和 若龍加 群島區的博特拉朱龍加、塔瓦比 村的垂釣者群體大多是傳統垂釣者。事實表明，當地政府為垂釣者團體提供了設施和基礎設施援助，但沒有提供指導、培訓和幫助。因此，政府必須對垂釣者團體進行指導、培訓和幫助，以實現垂釣者團體的福利。預計政府將為漁業團體和市場提供商業資本，使漁業團體不再依賴當地企業家的資金。需要通過南哈馬黑拉縣地方政府的積極作用來提高垂釣者團體對保護海洋生態系統的參與和意識，以避免漁業社區的差距和不平等。

**关键词：** 政策，使用權，營銷。

## 1. Introduction

South Halmahera Regency, North Maluku Province, is a coastal area with potential in the fisheries sector. This data is based on BPS South Halmahera Regency

in 2003. With a legal area of  $\pm 40,263.72 \text{ km}^2$ , they comprise a land area of  $8,779.32 \text{ km}^2$  (22%) and an area of seawater reaching  $31,484.40 \text{ km}^2$  (78%). The area of seawater is four times the land area of this district, which makes it an asset and wealth of marine

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About the authors: Mohibr Umasugi, Muhammad Darsan Hi Adam, Faculty of Law, Social and Political Sciences (FHISIP), State Administration Study Program, Universitas Terbuka, Tangerang Selatan, Indonesia

Corresponding authors Mohibr Umasugi, mohbir@ecampus.ut.ac.id; Muhammad Darsan Hi Adam, muhammaddarsan50@gmail.com

potential. Through the Department of Marine Affairs and Fisheries, the Government of South Halmahera Regency is committed to developing and empowering fishing communities through their main tasks and functions focusing on increasing fishery production and improving the welfare of fishing communities focus on developing capture fisheries and aquaculture.

BPS South Halmahera Regency noted that in 2020, of the 5366 population of the Jouronga Islands District, around 34% of people work in the fisheries sector, and 44% work in the agricultural sector. Although, according to data from the Jourongan Islands District community, around 44% work in the agricultural sector, but almost all of the community also work as anglers, which is described in table 1 below:

Table 1 Percentage of people in Jouronga District Island by jobs, 2020 (BPS of South Halmahera Regency in Numbers, 2020)

No	Work Type	Percentage
1	Agriculture	44 %
2	Fishery	34 %
3	Trading	4 %
4	Processing Industry	3 %
5	Forestry	3 %

Jourongan Islands District is one of the sub-districts in the South Halmahera Regency, known as a fish producer. Areas that produce much fish are Gonone Village, Gala Island, Tawabi, and Kukupang. The four villages are also called fishing villages. Based on the data, the population of Gonone village who work in the fisheries sector is 80 residents, Gala Island 239 residents, Tawabi 160 residents, Kukupang 150 residents, while Kurunga Village, only 30 residents, Yomen 20 residents, and Liboba Hijrah 5 residents. Of the three villages located on the mainland of Halmahera and the population work as agriculture as a side job, as described in Table 2 below:

Table 2 Estimated population by livelihood in the District of Jouronga Islands, 2020 (BPS of South Halmahera Regency in Numbers, 2020)

No	Village	Sector		
		Agriculture	Fishery	Forestry
1	Gonone	50	80	-
2	Pulau Gala	239	239	-
3	Tawabi	53	160	-
4	Kukupang	200	150	20
5	Kurunga	100	30	50
6	Yomen	144	20	-
7	Liboba Hijrah	98	5	-
Total		884	684	70

The Jouronga Islands District is one of the sub-districts rich in marine potential, which is very promising for the welfare of coastal communities, especially fishing communities. It is not surprising that fish production in the market area of South Halmahera Regency mostly comes from the catch of anglers groups in the Jouronga Islands District. However, the

catches of anglers groups in the Jouronga Islands District are still managed traditionally.

Although the fishery sector in the Jouronga Islands District has potential, especially the promising fishing profession for welfare and improving the economy of coastal communities and small islands, 4 out of 7 villages that work as traditional anglers have not received serious attention from the South Halmahera Regency Government.

In this case, the lack of attention from the Department of Marine Affairs and Fisheries. Based on Law No. 31 of 2004 concerning Fisheries in article 2, it is stipulated that fishery management is carried out based on benefits, justice, partnership, equity, integration, openness, efficiency, and sustainable sustainability. There is a need to facilitate fisheries businesses to meet fishery quality standards [1]. The problems faced by the community of fishing groups in the Jouronga Islands District are that in addition to the lack of knowledge and ability to manage their catch, the fishing group does not know where the catches of the anglers' group should be marketed.

## 2. Literature Review

### 2.1. Policy Concept

The term policy can be interpreted as a government decision because the government is responsible for serving the community. In line with the notion of the policy in Indonesian means government. This means that there is a difference in meaning between authority and power, and policy does not matter, as long as the two terms are interpreted as general government decisions and the purpose is in the public interest.

The policy should be understood as a series of more or less related activities and their consequences for those involved in the decision itself [11]. The policy is a direction of action that has a purpose set by an actor or several actors in overcoming a problem or a policy concept problem [11], which has the following implications:

1. The point of concern in discussing policy is oriented towards goals and objectives. It is not something that just happens but has been planned by the actors involved in the political system.
2. A policy is not standalone but is related to other various policies in society.
3. The policy is what the government does and not what the government wants.
4. The policy can be positive or negative.
5. Policies must be based on the law so that people have the authority to comply with them.

Some other works [2] formulate a simpler definition, namely that policy is a decision made by the state, especially the government, as a strategy to realize the goals of the state concerned with public policy, which is a strategy to lead people in the early days, enter society in transition to reach the desired society.

Other papers [6] formulate a definition that states that public policy is everything the government does and does not do.

## 2.2. The Concept of Marketing

Improving the quality of anglers' resources is the answer to some of the problems in the fishing sector. The focus on this aspect is based on the following considerations [5].

First, the aspect of human resources is the most important element of an economic organization. This aspect determines the success and failure of economic activity. Second, the anglers' position is as a producer of marine products. The success of the fishing business will significantly determine economic activity in the management and marketing sector.

Therefore, when the west season arrives (December-February), and anglers cannot go to sea, the catch decreases drastically so that economic activity in the management and marketing sectors also becomes paralyzed. Third, as business actors, anglers have a responsibility to preserve the ecosystem of marine resources. Ecosystem damage will have a major impact on decreasing catches. Therefore, fishing activities that can damage the ecosystem should be avoided. The socio-economic duties and responsibilities of anglers are very heavy and noble at the same time because they ensure the survival of their families and communities.

## 2.3. The Concept of Group

One of the efforts to increase the initiative and participation of local communities can be made by using the group medium. According to [7], the group approach has advantages, such as the adoption process can be accelerated due to the interaction of fellow group members in the form of mutual influence on each other. Some human needs could only be met through group interaction, and human abilities can only be developed through groups stated the same thing [3]. Group empowerment can also be interpreted as building power by encouraging, motivating, and raising awareness of its potential, developing knowledge, and improving all community efforts to meet their needs to achieve prosperity living in groups.

Therefore, the approach through groups is considered the most effective form of empowerment [7], that it is easier to change the patterns and behavior of individuals who are bound in a group than individually. Thus, the use of groups is a better mechanism than other mechanisms, and that groups have certain strengths, which, when explored and developed through group collaboration, can become sources for the healing and development of their members.

Furthermore, a group is several people who have the same norms, values, and expectations and interact consciously and regularly [7]. From this understanding,

it can be concluded that the elements of the group consist of:

- (1) Several people;
- (2) Have the same norms;
- (3) Interact consciously and regularly.

## 2.4. The Concept of Anglers

The empowerment of fishing communities is a long social process to achieve the goal. Aside from being a social process, the purpose of empowering fishing groups is to empower fishing communities in various fields of life. Anglers are identical with limited assets, weak capital capacity, bargaining position, and market access [10]. The fishing business can only afford basic needs and often even less.

In addition, in his book *Defending Anglers*, [5] says that social development is directly related to improving the quality of human resources and has a positive impact on various sectors. Therefore, this development field has a strategic dimension that can be made a priority.

In education, one must train community members with life skills following the needs and conditions of environmental resources around the islands [5]. Such skills are also needed to develop the creative economy sector or creative industry in the archipelago.

Improving the quality of anglers' human resources is the answer to some of the problems in the fishing sector [5]. The focus on this aspect is based on the following considerations. First, the aspect of human resources is the most important element of an economic organization. This aspect determines the success and failure of economic activity. Second, anglers are producers of marine products. The success of anglers' businesses will significantly determine economic activity in the processing and marketing sectors. Third, as business actors, anglers carry the responsibility to preserve the ecosystem of marine resources.

# 3. Methodology

## 3.1. Research Location

The research locations selected in this study were the Department of Fisheries and Marine Affairs, South Halmahera Regency, and Anglers' Groups in the District of Kepulauan Jouronga. In this study, researchers took three groups of anglers in the District of the Jouronga Islands. This location was chosen based on two considerations.

First, the South Halmahera Sea, especially in the Jouronga Islands District, has promising marine potential to be managed, but the potential for marine products has not been utilized optimally. Second, although marine resources can be managed, these resources have not been managed properly due to various limitations that anglers groups have, including limited access to marketing.

### 3.2. Type of Research

This study uses a qualitative research type with a descriptive type of research. The reason is that the researcher wants to explore the symptoms directly in the field in a descriptive form. This method makes it easier for writers who aim to explore and describe the data according to the problems mentioned previously [9].

### 3.3. Data Source

The data collected is selected and sorted to answer the formulation (focus) of the problem set. In this study (qualitative research), data were collected through interviews with informants and documents in the Department of Fisheries and Marine Affairs, South Halmahera Regency, and groups of anglers in the Jouronga Islands District. The data sources consist of:

- a. Primary Data is the data obtained directly from the object under the study/respondents [8].
- b. Secondary Data are documents or data found by researchers at the Department of Fisheries and Marine Affairs, South Halmahera Regency, and groups of anglers in the Jouronga Islands District and books related to this research's problems field documentation. Secondary data is data obtained from certain institutions or institutions [8].

### 3.4. Data Collection Technique

In order to obtain data as described in the problem, the authors use data collection techniques in three ways, namely:

- a. Researchers observe and record events, including obstacles faced by the Department of Fisheries and Marine Affairs of South Halmahera Regency regarding policy implementation.
- b. Interview, the researcher conducted in-depth interviews with the informants who were considered capable of representing the object of research, then the researchers asked questions orally, collected data, and met with the informants directly. With this method, researchers play an active role in the research process [9]. Researchers will answer the problems faced by groups of anglers in the Jouronga Islands District from the interviews.
- c. Data source, researchers can obtain data through written and oral questions from the Department of Fisheries and Marine Affairs, South Halmahera Regency, and groups of anglers in the Jouronga Islands District.

## 4. Results and Discussion

### 4.1. Access to the Marketing of Fisherman Group's Catch

South Halmahera Regency, especially the Jorong Archipelago District, is one of the sub-districts with a very promising marine product production for the welfare of coastal fishing communities. Natural

resources from the sea are used as a source of livelihood. However, village anglers have no place to sell or market their catch. This uncertainty is because the local government does not provide a market for fishing communities that the population can utilize.

When viewed from the sea and land area of South Halmahera Regency and especially in the Jouronga Islands District, the sea area has a larger area than the land area. The community needs strategic government policies to provide access to market services, especially to help fishing communities as a form of government's concern and commitment to encouraging fishing communities' development in coastal areas and small islands. As the result of the interview with the Putra Jouronga Desa Tawabi Fishing Group head, Ilham Hi Dayat (16 October 2020).

“Until now, the local government has not provided a market for the catches of anglers’ groups. Therefore, the catches of anglers groups can only be sold to local entrepreneurs who already have work agreements with anglers. The catches of the anglers group are only transferred to local entrepreneurs. Nevertheless, if the fishing group does not agree with the local entrepreneur, then the fisherman group's marine products are marketed outside the region”.

Local entrepreneurs in the Jouronga Islands District to work together with fishing groups use the unavailability of the market from the government. In this work agreement, the entrepreneur will pay all operational fishing costs, guaranteeing that the income from the anglers group will also earn the entrepreneur a few percent of the total income.

The entrepreneurs also cooperate with anglers so that the income from the fish caught by the fishing groups is sold to them as the main capital support at a predetermined price. Anglers who do not have work ties with local entrepreneurs will sell their fish catch outside the area. The same thing was also conveyed by Friday Hi Gani, a fishing group Putra Jouronga Desa Tawabi (01/09/2020).

“The marketing process of fish catches of anglers’ groups is also marketed directly to entrepreneurs or traders outside the area, and some are marketed to entrepreneurs or traders who are on the spot. So it depends if we take the fees from existing entrepreneurs, what is clear is that the catches of the anglers’ group are included in them”.

Thus, the price set by the entrepreneur is cheaper than if the fishing products are sold in the Bacan, Tidore, and Ternate areas. If sea products are sold to the area, sometimes the anglers group must think twice, because it costs quite a lot.

After all, the cost of traveling from the Jorong Archipelago District to Bacan takes approximately 8 hours, with operational costs ranging from 100 liters of diesel fuel / IDR 1,000 .000. Furthermore, for Tidore and Ternate, it is approximately 15 hours, with operational

costs ranging from 200 liters of diesel/IDR 2,000,000, as shown in Table 3 below:

Table 3 Fish price standards for fishermen's groups

Unit Price	Local Seller	Bacan	Tidore and Ternate
Per Ikat Ikan Julung	Rp. 120.000	Rp. 150.000	Rp. 175.000

As described above, anglers groups often choose to sell their fishing products to local entrepreneurs in the Jouronga Islands District based on the obstacles faced. The main reason anglers groups sell to local entrepreneurs is that they already have work agreements. The proceeds from the sale of smoked julung fish are sold to entrepreneurs.

In addition, both the Siboa Pakiala Fisherman Group in Kukupang Village and Putra Jouronga in Tawabi Village have never received capital assistance, and until now, there is no access to available markets. It can be seen that the government's commitment to empowering fishing communities in the Jouronga Islands District is still far from expectations. The concept of empowerment exists only to assist. Contradictory statements came from the government through the Head of the Capture and Cultivation Division of the Marine and Fisheries Service, Muhammad Ardian (10 December 2020).

"The existing program at the Department of Marine Affairs and Fisheries of South Halmahera Regency is the Development of Capture Fisheries and Marine Cultivation by developing Seaweed Cultivation and the Capture Fisheries Development Program by assisting in the form of Mini Purseine, in order to improve the welfare of the community, especially the fishing community".

Furthermore, explained by the Secretary of P3K Body, Abdullah Sulaiman, in an interview as follows (18 December 2020):

"Especially for the Jouronga Islands District, we from the P3K Implementing Body when talking about assistance to the community, according to their duties and functions, it should be carried out by other agencies. However, the government has also carried out several programs to improve welfare, namely the empowerment program for coastal communities. These programs are divided into several activities, such as assisting in fishing infrastructure and marine product cultivation, namely providing katinting boat fleet facilities that can be used for fishing—used for fishing at depth or pelagic fish. Then there is also a seaweed cultivation business from the non-facility side in the form of lighting facilities or other infrastructure such as solar lights. So the local agencies have carried out the distribution of aid, but it is not optimal in terms of utilization and supervision, especially also from the side of coaching".

The Department of Marine Affairs and Fisheries in South Halmahera Regency assists fishing groups only to provide physical assistance. The assistance provided by the Maritime Affairs and Fisheries Service was based on proposals and reports from the Implementing Body, Extension, Fisheries, Agriculture and Forestry (P3K Implementing Body). These reports to anglers groups in the Jouronga Islands District became the legitimacy for the Marine and Fisheries Service to realize physical assistance. Without recommendations and reports from the P3K Implementing Body, the agency will not issue the assistance. In addition, the P3K Implementing Body functions to monitor the situation in the field when anglers receive aid and provide assistance, training, and guidance to groups of anglers.

#### 4.2. The Catch is Marketed in the Form of Smoked Fish and Preserved with Ice

The anglers group of Siboa Pakiala and Putra Jouronga explained that the type of fish they were hunting was Julung fish. The julung fish that are sold are usually smoked. However, local entrepreneurs often buy unsmoked ones. However, there are several types of seabed fish or pelagic fish such as pufferfish, dolosi, tude fish, and types of demersal fish such as red snapper, grouper, bobara fish, skuda fish, and other types of basic fish that are preserved with ice, as stated by a member of the Siboa Pakiala fishing group, Kukupang Village, Budiman Burhan (10/12/2020)

"Most of the catches of the anglers' group that are marketed are already in ready-to-consume form. Anglers catch julung fish in large numbers, and fishing groups have provided tools such as waya/galafea, making it easier for fishing groups to work on than raw ones. Raw fish care is more troublesome and more expensive than processed fish".

Treatment of demersal fish species costs quite a lot compared to pelagic fish species, which are easier to store and low costs. Therefore, fishing groups mostly hunt Julung fish and other types of pelagic fish. As explained in the form of table 4 below:

Table 4 Types of fish marketed by anglers' group (Obtained from interview with the anglers' group)

No	Pelagic Fish	Demersal Fish
1	Julung Fish	Red Snapper Fish
2	Mackerel	Grouper Fish
3	Dolosi Fish	Bobara Fish
4	Tude Fish	Skuda Fish

The type of fish marketed by the two anglers' groups is julung fish smoked dry, using a clamp made of bamboo, in the Bajo language called galafe or waya. According to the anglers group, processing pelagic fish or julung fish is easier than other demersal fish. Interview with Fihmi Hairudin, member of the anglers' group Putra Jouronga, Tawabi Village (13/12/2020).

“The process of smoking fish starts from the catch and continues with installation in a place called galafea in Bajo language. Galafea is made of bamboo, which has been prepared after installation is complete. The next stage is smoking above the para-para by using mangrove wood for about three days. The smoking process is carried out carefully and thoroughly so that the smoking results and quality are guaranteed”.

Previously, other members of the fishing group had prepared tongs and mangrove wood used to smoke fish. Clamp julung fish requires special skills. If not done properly, it will greatly affect the quality of the fish that will be smoked later. This can greatly influence the price of the fish. If the quality of the dried, smoked julung fish is not good, then the price that has been determined can decrease. As the results of the interview with Muhammad Ardian, the Head of Capture and Cultivation at the Marine and Fisheries Service, Muhammad Ardian (10 December 2020)

“The process and stages of empowering anglers’ groups have been divided and separated from the Department of Marine Affairs and Fisheries. The main duties and functions are in the P3K Implementing Body, so the task of the marine and fisheries service is to only provide physical assistance according to reports or submissions from the P3K Implementing Body”.

However, the research and field observations show that the anglers admit that there is no monitoring from the government, in this case, namely Bapel P3K, to fishing groups in the two villages of Tawabi and Kukupang. The community even admitted that there were no training and coaching activities for anglers groups because fishing groups’ lack of management skills was one of the weaknesses. In general, the management of fish catches is good, but one of the obstacles fishing groups face is the lack of available capital. Furthermore, there are no market facilities that can be used as a place to sell fish catches.

## 5. Conclusion

### 5.1. Conclusion

The income and sales of the Siboa Pakiala anglers group in Kukupang Village and Putra Jouronga in Tawabi Village, Jouronga Islands District, are largely determined by weather conditions at sea. To meet the needs of daily life, members of the fishing group look for side jobs as farmers. The anglers groups in the Jouronga Islands District have not received business capital assistance from the regional government.

The assistance received by fishing groups is in the form of fishing facilities and infrastructure. The anglers groups only get capital in the form of loan money from local entrepreneurs. The inability of the anglers group is due to the lack of access to angler business capital from the local government of the South Halmahera Regency.

On the other hand, most of the fishing groups in the Jouronga Islands District still have limited tools such as pulling nets. In addition, the government has never carried out coaching, training, and mentoring for anglers groups. Anglers’ groups, both Siboa Pakiala in Kukupang Village and Putra Jouronga in Tawabi Village, still have limited access to markets, marketing the fish catches of fishing groups in the Jouronga District are sold to local entrepreneurs. Awareness and participation of some community members to preserve marine ecosystems are also still lacking. This is also due to the weak control function of the Regional or District Government and the South Halmahera Police. The role of the government through the Department of Marine Affairs and Fisheries of South Halmahera Regency in empowering fishing groups has not been optimal. The function of the government through the service is only to provide assistance and guidance.

### 5.2. Suggestion

The economic income system of angler groups is very dependent on sea weather conditions. Therefore, local governments must conduct training and guidance on managing the finances of fishing groups by building cooperative institutions that can regulate them. On the other hand, the local government of the South Halmahera Regency must provide a market for anglers groups in the Jouronga Islands District so that fishing groups know where their catch is marketed at an acceptable price.

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