

The Implementation of Mangrove Policy on the East Coast of Surabaya

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ABSTRACT

Mangrove policy about monitoring policy and control of mangrove area is a policy made to protect and conserve mangrove area. Monitoring and controlling policy of mangrove area in Surabaya is contained in Mayor of Surabaya Regulation No. 65/2011. The purpose of this policy is to maintain and preserve mangrove well in all mangrove areas in Surabaya. This research uses qualitative research with a case study approach with data retrieval technique by observation, in-depth interview, and documentation. The results of this study in perspective Merilee S. Grindle that the implementation of Mayor of Surabaya Regulation No. 65/ 2011 on procedures for supervision and control of mangrove areas in the city of Surabaya is good.

Keywords : Implementation, Policy, Mangrove

1. INTRODUCTION

Coastal ecosystems (Wijayanti, n.d.) have unique and distinctive character because they are a meeting between terrestrial ecosystems and oceanic ecosystems. Coastal area ecosystems have strategic value because they have biological wealth potential both in terms of biology, economics and tourism, this has resulted in various parties wanting to make maximum use of this potential.

The coastal area of Surabaya City is at coordinates 7°14' - 7°21' LS and 112°37' - 112°57' BT. The city of Surabaya has a coastline length of ± 37.5 km, extending from the east side of the border point of Sidoarjo Regency (on the south side) to the north from the border point of Gresik Regency. The coastal area of Surabaya includes 11 (eleven) districts with an area of 52,087 Ha, a land area of 33,048 Ha while the remaining 19,039 Ha is a sea area. The coastal area of Surabaya is divided into two, namely the East Coast of Surabaya (PAMURBAYA) and the North Coast of Surabaya (PANTURA) (Lubis, 2015).

The condition of mangrove forests in Pamurbaya has degradation continuously from year to year (Prasita, 2015). Illegal logging for the opening of ponds, settlements, recreation or timber is the cause of damage to mangrove forests in Pamurbaya. Mangrove area in Surabaya is 363.51 ha or around 2.37% of the mangrove area in East Java. Mangrove forests in Surabaya are scattered around the North Coast area of Surabaya City

and the East Coast of Surabaya City. The existing area of mangrove forest in the East Coast region of Surabaya City is 264.87 ha. While the existing area of mangrove forest in the North Coast of Surabaya City is 98.64 ha. (Prasita & Subianto, 2016). Based on data from the Department of Agriculture and Food in Surabaya City at 2017 that the area of mangrove forest in 2011 in Pamurbaya was 471.15 hectares. While in the year 2010 the area was around 491.62 hectares.

As an effort to protect mangrove areas throughout Surabaya City, the city government established Surabaya Mayor Regulation number 65/2011 concerning procedures for supervision and control of mangrove areas in Surabaya city area. The purpose of this regulation is to preserve the mangrove area and protect the ecosystem on the coast of the city of Surabaya. This regulation adopts a policy made by the central government to protect and conserve mangroves in all mangrove areas in Surabaya. The formulation of the problem in this study is :

1. What is the implementation of the mangrove policy in the Surabaya city area, especially the Pamurbaya region?
2. What are the supporting and barriers factors in the mangrove policy in Surabaya city area, especially in the Pamurbaya region?

Based on the description of the above problems, it is necessary to do research on the implementation of Surabaya Mayor Regulation number 65/2011 which regulates the supervision and control of mangrove areas, especially the Pamurbaya region which is one of the mangrove conservation areas in Surabaya.

2. MODEL OF PUBLIC POLICY IMPLEMENTATION ACCORDING TO MERILLEE S. GRINDLE

One of public policy implementation model is Merilee S. Grindle model that proposes implementation theory as a political and administrative process (AKIB, 2010). The model describes the decision-making process carried out by various actors, where the final output is determined by both the program material that has been achieved and through the interaction of decision makers in the administrative political context. The political process can be seen through a decision-making process involving various policy actors, while the administrative process can be seen through the

general process of administrative action that can be examined at a particular program level.

In the theory of public policy implementation according to Merilee S. Grindle (Ramadhan, 2012) is influenced by two major variables namely the content of the policy or content and the implementation environment or context. The contents of the policy according to Grindle include: (a) the interests that are affected by the policy, (b) the types of benefits that will be generated, (c) the degree of change desired, (d) the position of the policy maker, (e) who is the program implementer, (f) resources deployed. The contents of the policy indicate the position of policy makers and the position of policy makers influences how policy is implemented. In addition to content variables there are also policy context variables that also affect the implementation process. In a policy it is necessary to take into account the strength or power, interests, and strategies used by the actors involved in order to facilitate the implementation of a policy implementation. The characteristics of the ruling institutions and regimes are also very influential. The environment in which a policy is implemented also influences its success. In addition, the level of compliance and responsiveness is also considered important in the process of implementing a policy is compliance and response from the implementers.

The implementation model introduced by Grindle is an implementation model as a political and administrative process. The model describes the decision-making process carried out by various actors, where the final output is determined by both the program material that has been achieved and through the interaction of decision makers in the administrative political context. The political process can be seen through a decision-making process involving various policy actors, while the administrative process can be seen through the general process of administrative action that can be examined at a particular program level Purnomo, E. P., Ramdani, R., Agustiyara, Tomaro, Q. P. V., & Samidjo, G. S. (2019).

3. METHODS

Based on the above problems the type of research used is qualitative research with a case study approach. Qualitative research is research conducted in certain settings that exist in real life with the aim of investigating and understanding the phenomenon of what happened, why it happened and how it happened (Chariri, 2009). Case study research is research that uses various methods and various data sources. The purpose of the case study research is a description of the context and the occurrence of a case (Gumilang, 2016). The use of this type of qualitative research is due to the need for a detailed and complete understanding of the problems that occur in the implementation of Surabaya Mayor Regulation number 65/2011. In implementing regulations, case study research is used to examine the symptoms and phenomena of emerging cases.

The focus in the implementation of Surabaya Mayor Regulation number 65 of 2011 concerning the procedures for monitoring and controlling mangrove areas in the city of Surabaya according to Merilee S. Grindle is influenced by two major factors, namely the contents of the policy and implementation environment. The content factors of the policy include: (a) the interests that are influenced by the policy, (b) the types of benefits that will be produced, (c) the desired degree of change, (d) the position of the policy maker, (e) who is the program implementer, (f) resources that are deployed. While the context policy factors include: (a) how much power, interest, and strategy are owned by the actors involved in policy implementation. (b) The characteristics of the ruling institutions and regimes. (c) The level of compliance and responsiveness of the target group.

This study took the location of mangrove conservation area in Pamurbaya area, Surabaya city, namely the Wonorejo Mangrove Ecotourism and the Gunung Anyar Mangrove Ecotourism. The reason for choosing this area is because the two mangrove conservation areas are under the supervision and control of the Surabaya city government and contained in the Surabaya Mayor Regulation number 65/2011. The purposive sampling technique is used to select informants from the Head of Department of Agriculture and Food, the Head of Environmental Service, Truno Djojo farmer group and members of Non-Governmental Organizations (NGO).

4. RESULTS

Pamurbaya is famous for Mangrove Ecotourism, namely in Wonorejo and Gunung Anyar (Umiyati, 2016). This mangrove ecotourism was made as an effort from the Surabaya city government to increase the limited use of conservation land. In addition, it is also an effort to increase public awareness of the importance of mangroves. Some efforts made by the Department of Agriculture and Food in the context of mangrove management are seeding, planting, maintaining and controlling the condition of mangrove forests. The Department of Agriculture and Food has conducted mangrove tree nurseries from 2010-2013 totaling 412,000 stems and those that have been planted are 83,570 stems with an area of 52.15 Ha (Department of Agriculture and Food in Surabaya city, 2017).

Surabaya Mayor Regulation number 65/2011 concerning Mangrove Area Supervision and Control Procedures in Surabaya city states that the purpose of this mayor regulation is to guide the Regional Government Work Unit in the implementation of supervision and control of mangrove areas in the city of Surabaya.

Surabaya Mayor Regulation number 65/2011 concerning procedures for supervision and control of mangrove areas in Surabaya city consists of 11 Chapters and 13 Articles (Walikota Surabaya, 2011). The scope of the Surabaya Mayor Regulation number 65/2011 is (a) Socialization, providing understanding to the public

about legislation relating to mangrove areas. (b) Community empowerment, providing knowledge to the community in efforts to preserve and manage natural resources in mangrove areas, providing knowledge and skills to the community in utilizing mangroves as an effort to improve community welfare. (c) Monitoring and evaluation, supervising and providing an assessment of the condition of the mangrove area as material for consideration of decision making by the mayor and as a basis for taking action in the field. (d) Investigation, taking action to investigate violations of regional regulations that occur in mangrove areas. (e) Reporting, submitting reports to the mayor periodically every month and incidentally as needed.

According to the Surabaya Mayor Regulation number 65/2011 concerning Procedures for Supervision and Control of Mangrove Areas (Francine & Mustamu, 2014), mangroves are a collection of plants *dicotyledoneae* and / or *monocotyladenae* consisting of plant species that have a taxonomic relationship to unrelated families but have morphological and physiological adaptation similarities to habitats affected by tides. Mangrove area is an area that is overgrown with a collection of mangrove plants which are found in coastal areas, lagoons or river estuaries which are often referred to as mangrove forests by the community.

The successful implementation of Surabaya Mayor Regulation number 65/2011 concerning the procedures for monitoring and controlling mangrove areas in the Surabaya city area according to Merilee S. Grindle is influenced by two major factors, namely the content of the policy and implementation environment. The content factors of the policy include: (a) the interests that are influenced by the policy, (b) the types of benefits that will be produced, (c) the desired degree of change, (d) the position of the policy maker, (e) who is the program implementer, (f) resources deployed. While the context policy factors include: (a) how much power, interest, and strategy are owned by the actors involved in policy implementation. (b) the characteristics of the ruling institutions and regimes. (c) the level of compliance and responsiveness of the target group.

A. Implementation of Mangrove Policy According to Merilee S. Grindle

The success of implementation according to Merilee S. Grindle is influenced by two major factors, namely the policy content factor and context factors. Factors for the contents of the policy include :

1. Interests affected by policy

The Mangrove Area Control and Control Team carried out the socialization with the aim of providing an understanding to the public about the laws and regulations relating to mangrove areas. The socialization is carried out periodically and or in accordance with the needs by face to face or through mass media, both print and electronic media.

Based on observations in the field, it is precisely those who often conduct socialization are the parties outside the Mangrove Area Monitoring and Control

Team, namely the Navy, State and Private Universities, Non-Governmental Organizations (NGO) and other stakeholders.

2. Types of benefits that will be generated.

Community empowerment carried out by the Mangrove Monitoring and Control Team aims to provide knowledge to the community in efforts to preserve and manage natural resources in mangrove areas in utilizing mangroves as an effort to improve the welfare of the community. Community empowerment is carried out according to needs by means of counseling, guidance and training.

3. The desired degree of change.

Mangrove ecosystems provide various types of products and services that are useful to support the life needs of coastal residents and various economic activities both locally and nationally as well as supporting the life systems of communities around the forest.

Community involvement in the management and supervision of mangrove forests provides benefits for both parties for the communities around the mangrove area which are generally relatively poor and also the government that acts as the managing institution. With a strategy that involves community participation in efforts to manage mangrove forests, in addition to achieving the goal of conserving mangrove forests, it must also be able to overcome the socio-economic problems of the communities around the area.

4. Position of policy makers.

From the observations in the field, it was found that the management of mangrove forests in both Wonorejo and Gunung Anyar did not make the community a major component in the management and preservation of mangrove forests. Therefore, the perception or point of view of the community regarding the existence of the forest and the importance of mangrove forest resources are very lacking. Community-based management with community empowerment in managing mangrove ecosystems is not carried out continuously so that the community is less proactive in determining the direction of progress in its own community.

5. Who is the program implementor

The Surabaya City Government has established a mangrove area Monitoring and Control team through Surabaya Mayor Regulation number 65/2011, namely:

- a. Head of Department of Agriculture and Food as chairman.
- b. Secretary of Department of Agriculture and Food as secretary.
- c. Head of Environment Agency as member.
- d. Head of the Surabaya City Community and Family Planning Agency as a member.
- e. Head of the Cipta Karya and Spatial Planning Office as a member.
- f. Head of the Civil Service Police Unit as a member.
- g. Sub District Head (Camat) as member.
- h. Village Chief (Lurah) as member.

i. Elements of the Work Unit of the Local Government / related institutions as members.

6. Resources that are deployed

The implementation of mangrove management activities is a national management so that the sources of funds needed from all activities from the planning, implementation and evaluation stages are allocated from the center.

According to Republic of Indonesia Law number 32/2004 concerning Regional Government, in Chapter II concerning the Distribution of Government Affairs Article 10 paragraph 5 it is explained that in government affairs which are the authority of the Government outside government affairs (foreign policy, defense, security, justice, monetary and fiscal national, religious), the Government can assign part of the affairs to the Regional Government and / or Village Government based on the principle of co-administration.

In the mangrove management program in Pamurbaya, the entire budget or financing is charged to the budget expenditure of Surabaya city government and other sources of funds obtained legally. Funding is needed to finance all activities ranging from administration, planning, socialization to the community, procurement of seeds, collaboration planting and monitoring of crop yields.

The availability of supporting facilities and infrastructure for Wonorejo mangrove ecotourism is quite good such as paved roads, transportation equipment, parking lots, payment counters, docks, mangrove restaurants, public toilets, prayer rooms, jogging tracks, passenger boats, patrol boats, gazebos, fishing ponds and access sign boards against various available facilities.

Facilities and infrastructure in the Gunung Anyar mangrove ecotourism already exist, but their use cannot be optimized properly. Facilities and infrastructures of the Gunung Anyar mangrove Ecotourism object are still not good, there are some tourist facilities that are still lacking and some are not yet developed. One example is the tourist management office facility. Mangrove ecotourism in Gunung Anyar needs to be developed in order to attract tourists to come to visit. Access roads leading to the Gunung Anyar mangrove Ecotourism object are still some roads that are not good because they are still damaged. The aspect of transportation is very important to be developed because with the existence of facilities and infrastructure in the form of road access, tourism activities will be smoother.

B. Supporting and Barriers Factors

The implementation of the mangrove policy in Surabaya city was not implemented properly in according to the Surabaya Mayor Regulation no. 65/2011 due to several factors both barriers and supporting factors, namely :

Table 1. Barries and supporting factor

STEPS	BARRIES	SUPPORTING
Socialization	- Socialization involves a number of Local Government Work Units and other agencies that are not included in the Mangrove Area Monitoring and Control Team. - The distance between the Department of Agriculture and Food with Wonorejo and Gunung Anyar mangrove areas is very far.	- State / Private Universities, Non-Governmental Organizations (NGO), Indonesian Navy and other agencies that help carry out socialization. - There is an Office representative office in the mangrove area of Wonorejo and Gunung Anyar.
Community Empowerment	- Community empowerment involves a number of other agencies that are not included in the Mangrove Area Monitoring and Control Team. - The practice of planning, implementing and controlling mangrove management does not involve the active participation of the community with an interest in the area.	- Collaboration with various agencies in implementing community empowerment. - The existence of farmer groups that help increase public awareness.
Monitoring and Evaluation	- Mangrove ecotourism exploits the mangrove area so that changes in the function change of mangrove areas become tourist areas but are considered good by the City Government.	- Mayor's policy on mangroves is based on the assessment of the Mangrove Control and Control Team.
Investigation	- Land ownership status and boundaries of	- Reports from Non-Governmental

	mangrove areas are unclear	Organizations (NGO) are one of the references for investigations.
Reporting	- Weak coordination between various agencies that are competent in mangrove management.	-The activities of various agencies are the material of the Department of Agriculture and Food report in making quarterly reports.

5. CONCLUSION AND RECOMMENDATION

Implementation of mangrove policy in Surabaya Mayor Regulation Number 65/2011 concerning the procedures for monitoring and controlling mangrove areas in the Surabaya city area has been good. The conclusions of this study are as follows:

1. Socialization : The Department of Agriculture and Food and the Mangrove Area Monitoring and Control Team have socialized to the public about legislation relating to mangrove areas but there are some people who do not understand this Mayor's Regulation especially migrants from other city who live in Surabaya.
2. Community Empowerment : The Department of Agriculture and Food, assisted by various parties, has provided knowledge and skills to the community and the community has the knowledge and skills to process mangroves so that it has an impact on increasing their income.
3. Monitoring and evaluation : There is no monitoring and evaluation carried out by the Mangrove Area Monitoring and Control Team directly. So that the people carry out independently and report it to the Department of Agriculture and Food to be followed up.
4. Investigation: The authority of the investigation is on the Investigators of Civil Servants (PPNS) and assisted by the community. Based on the findings in the field that the number of violations is reduced and if there is a violation the perpetrator gets a warning from the Department of Agriculture and Food and the community.
5. Reporting: to the Department of Agriculture and Food has made periodic and incidental reporting to the city government. In the other hand the community also can report through Non-Governmental Organization (NGO) provide reports to the Regional People's Legislative Assembly (DPRD). Surabaya city government and DPRD follow up if there are reports.

The recommendations in this study are as follows:

1. Socialization needs to be improved so that people understand more about this Mayor's Regulation.
2. The Office further enhances mangrove processing efforts so that it can increase people's income more optimally.
3. There needs to be cooperation between the government and the community in terms of monitoring and evaluation.
4. There should be more stringent sanctions for these offenses by involving police and other law enforcement elements.
5. Surabaya city government and Regional People's Legislative Assembly (DPRD) must be more courageous to take action in the field if there are reports.

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