

Conference Paper

Interorganizational Communication in Implementation of The Minapolitan Program in Kalanganyar Village, Sedati District, Sidoarjo Regency

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ABSTRACT

Minapolitan program aims to increase the productivity and quality of fishery and marine products. Through the Minapolitan program, it is hoped that there will be centers of economic growth based on marine and fishery potential. The Minapolitan program is held in several regions in Indonesia, one of which is in Kalanganyar Village, Sedati District, Sidoarjo Regency. This study aims to describe inter-organizational communication in implementing the Minapolitan program in Kalanganyar Village. This study uses a qualitative approach. Data collection techniques are observation, interviews, document collection, and focus group discussions. The data analysis technique uses an interactive model. The results showed that inter-organizational communication that occurred in the implementation of the Minapolitan program consisted of 3 models, namely vertical upwards (implementing organizations to the upper structure), horizontal (inter-organizations implementing at the same level), and vertical downwards (implementing organizations to the lower structure). Vertical up and horizontal communication has been done well. On the other hand, vertical downward communication, especially in infrastructure development projects, has not been carried out correctly. This means that implementing organizations have not established good communication with local government organizations (villages) and community organizations related to the implementation of the Minapolitan program. As a result, the effectiveness of the Minapolitan program has the potential to be suboptimal. Suggestions, because the quality of communication is one of the keys to the success of program implementation, vertically downward communication should be considered.

Keywords: Minapolitan program, implementation, inter-organizational communication

Introduction

Indonesia is the world's largest archipelagic country, which automatically has enormous potential in the field of Marine and Fisheries. Data released by the Ministry of Maritime Affairs and Fisheries in 2022 shows that the estimated potential of fish resources in 11 Fisheries Management Areas of the Republic of Indonesia reaches 12.01 million tons per year. In addition, the estimated allowable catch is 8.6 million tonnes per year. From these data, the Advisor to the Minister of Maritime Affairs and Fisheries, Rohmin Dahuri, provides an analysis that Indonesia's marine economic potential reaches US\$ 1.4 trillion/year.

The above potential is certainly a significant capital for Indonesia to encourage marine and fisheries-based economic development. Therefore, quality policies are needed to encourage regional development based on marine and fishery potential. In 2010, the government, through the Ministry of Maritime Affairs and Fisheries, released a policy design for regional development based on marine and fisheries potential, named the Minapolitan program.

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The program is described in the Regulation of the Minister of Maritime Affairs and Fisheries of the Republic of Indonesia Number Per.12/Men/2010 concerning Minapolitan. This regulation explains that Minapolitan is a regional-based conception of marine and fisheries economic development based on integration, efficiency, quality, and acceleration principles. The focal point in the definition of minapolitan above is the concept of the minapolitan area. Minapolitan area is a part of the area with the principal economic function consisting of centers of production, processing, marketing of fishery commodities, services, and other supporting activities.

To explain in more detail, the Decree of the Minister of Maritime Affairs and Fisheries of the Republic of Indonesia Number Kep.18/Men/2011 concerning General Guidelines for Minapolitan was released. This decision becomes a general guideline in the implementation of the minapolitan. In this decree, several central points related to minapolitan are explained. For example, there is an explanation of the principles of implementing Minapolitan. These principles are integrated, efficient, quality, and highly accelerated.

According to the integrated principle, resources must be carefully allocated, planned, and implemented while taking into account the goals of all parties involved, including sectoral agencies, national and local governments, the business sector, and relevant community organizations. Considering the efficiency principle, it is planned that the marine and fisheries sector development be carried out efficiently in order to allow for low cost but high efficiency development. The quality principle demands that the production system, output, technology, and human resources must be quality-oriented. Finally, the principle of high acceleration by encouraging acceleration so that production targets can be achieved in a short time through innovation. The above principles are intended so that the Minapolitan program can encourage the advancement of Indonesia's marine and fisheries sector.

In its development, the Minapolitan program was held in several districts/cities in Indonesia. One of them is Sidoarjo Regency. Sidoarjo Regency is designated as one of the locations for implementing the Minapolitan program by the Decree of the Minister of Maritime Affairs and Fisheries of the Republic of Indonesia Number 35/KEPMEN-KP/2013 concerning Designation of Minapolitan Areas.

Sidoarjo Regency is one of the regencies located in East Java Province. Sidoarjo Regency is bordered by Surabaya City and Gresik Regency in the north. Madura Strait in the east, Pasuruan Regency in the south, and Mojokerto Regency in the west. Sidoarjo Regency has an area of 714.24 km² and is divided into 18 sub-districts, with the district capital being Sidoarjo District. Sidoarjo Regency is an area with high marine and fishery potential. Data from Detiknews 2020 shows that Sidoarjo Regency is the main producer of milkfish and shrimp in East Java which has a pond area of 15,530 hectares, with the number of milkfish pond farmers in Sidoarjo around 3,500 people and thousands of pandega or people who help with pond activities.

After being designated as the organizer of the Minapolitan program, Sidoarjo Regency responded by releasing the Decree of the Sidoarjo Regent Number: 188/1641/404.1.3.2/2010 concerning the Center for Agropolitan and Minapolitan Areas in Sidoarjo Regency. This decision explains that most of the sub-districts in the Sidoarjo Regency have potential from agricultural and fishery products, so it is necessary to form a center for agropolitan and minapolitan areas in Sidoarjo Regency. So, it was determined that several sub-districts and villages organize the Minapolitan program.

One of the locations for implementing the Minapolitan program in Sidoarjo Regency is Kalanganyar Village, Sedati District. Kalanganyar Village has long been known to produce the best quality milkfish. This village is called the "village of iwak". Kalanganyar Village has an area of 27.30 Km². This area covers about 34.44% of the area of Sedati District (data source: Sedati District in Figures 2021) (BPS Kab. Sidoarjo, 2021). As for 2/3 of the Kalanganyar Village area, there are productive ponds for milkfish or shrimp cultivation. Such a large pond gives Kalanganyar Village great potential in the fisheries sector, especially milkfish and shrimp cultivation. For this reason,

it is not surprising that this village is used as one of the locations for implementing the Minapolitan program.

The Minapolitan program is designed to be carried out by several implementing organizations and is multilevel and multisectoral. Multilevel, because this program is organized by several levels of government, starting from the national level, namely the Ministry of Marine Affairs and Fisheries, the provincial level, the district/city level to the village level. It is called multisectoral because cooperation between sectors outside the marine and fisheries sector is needed to encourage program effectiveness.

Thus, the variety of implementing organizations in the Minapolitan program, of course, the quality of communication between implementing organizations is a crucial factor in implementing the Minapolitan program. The quality of communication between quality implementing organizations will undoubtedly encourage the successful implementation of the Minapolitan program and vice versa. For this reason, it is crucial to analyze scientifically and in-depth the quality of communication between implementing organizations in implementing the Minapolitan program in Kalanganyar Village, Sedati District, Sidoarjo Regency. This is because, since it was designated as the minapolitan area in 2013, no in-depth scientific research has been conducted regarding the quality of communication between implementing organizations in implementing the minapolitan program in Kalanganyar Village.

Several implementation theories emphasize the importance of communication quality in program implementation. At least three implementation theories mention the importance of quality communication in policy implementation, for example, the theory of Edward III, Meter-Horn, and Cheema-Rondonelli (Subarsono 2015). The implementation theory of Edward III states that the quality of communication between the implementing organization and the target group is one of the keys to successful implementation. The target group in the minapolitan context is the program recipient community and local government organizations (village). Meanwhile, the theory of Meter-Horn and Cheema-Rondinelli suggests that communication between multisectoral implementing organizations is the key to successful implementation. As explained above, the Minapolitan program is designed to be carried out by several implementing organizations and is multilevel and multisectoral. This means that communication between implementing organizations is indeed the key to successful implementation.

From the description above, it can be concluded that three communication models can be analyzed in the Minapolitan program. The first is vertical upward communication, namely communication between the implementing organization and the structure above. This communication is to give instructions and reporting. The second is horizontal communication, namely communication between fellow implementing organizations at the same level. The third is vertical downward communication, namely communication between implementing organizations to the target group and lower structures, in this case, the village. The three communication models above will be a reference in this study.

Material and Methods

This research was conducted with a qualitative-descriptive approach. The focus of the research is to analyze the quality of communication between implementing organizations in implementing the Minapolitan program in Kalanganyar Village, Sedati District, Sidoarjo Regency. Data were collected using semi-structured interviews, observation, document collection, and focus group discussions (FGD). The informants, determined by the purposive method, namely as follows: Kalanganyar Village Government; GAPOKKAN management in Kalanganya Village; Fisheries Extension in Sedati District; The Department of Marine Affairs and Fisheries of Sidoarjo Regency; The BAPPEDA of Sidoarjo Regency.

Data were analyzed using interactive model data analysis. Interactive model data analysis, according to Miles and Huberman (Sugiyono, 2018), is an activity in qualitative data analysis that

is carried out interactively and takes place continuously until complete so that the data is saturated. The stages of data analysis carried out are as follows.

- Data Collection, namely the data collection stage.
- Data Condensation is the stage for selecting, focusing, simplifying, and abstracting action data from the data collection results. In this stage, the data will be selected and sorted to be more helpful.
- Display data, namely the stage of making brief descriptions, charts, relationships between categories, flowcharts, and the like from the results of the previous stages, making it easier to understand the data.
- Conclusion drawing is the stage of drawing conclusions from the data that has been processed. A data validity test was also applied using triangulation techniques to analyze this data.

Results and Discussion

As explained in the introduction, the Minapolitan program has the characteristics that it is designed to be carried out by several implementing organizations and is multilevel and multisectoral. Consequently, the quality of communication between implementing organizations is the key to successful implementation. Furthermore, three models of communication analysis are used as a reference in this study, namely upward vertical communication, horizontal communication, and downward vertical communication. The following will describe the results and discussion regarding the quality of the three communication models above.

The results of the study show that several implementing organizations implement the Minapolitan Program. These organizations are the Department of Fisheries and Marine Affairs as the Leading Sector, the Department of Cooperatives, and the Department of Industry and Trade. This information is based on the results of interviews, which state that the implementers of the Minapolitan program are multisectoral. There are several organizations involved. There is the Department of Fisheries, and Marine Affairs is the leading sector. This is the central empowerment part. There is a Cooperative Department. This is if the fishing business wants capital assistance. There is a Department of Industry and Trade regarding marketing aspects. For smooth communication. There are no significant obstacles. Reporting to the above levels or giving instructions also went smoothly without any problems.

The results of interviews with other informants also showed the same results if the leading sector is a politic, of course, the Fisheries Service. However, if there are infrastructure problems, such as rivers, of course, the Public Works Department (PU). There is also a Cooperative Office for capital and a Trade Office for marketing. There is also a direction to tourism. So, the Department of Tourism also participates. Even though different sectors or cross-sectors are well established for coordination and communication, there are no obstacles. Coordination with superiors can also be direct. Usually, the media used for communication is a meeting, either formal/meeting or informal. Coordination is usually carried out at the center, provincial, department, and even in sub-districts and villages.

The quality of horizontal communication is also well established, even with other elements outside the implementing organization. The organizations in question are private organizations and universities. As a result of good communication, private organizations and universities also support implementing the Minapolitan program. The interview results revealed that Minapolitan had support from the company, namely from Juanda Airport (Angkasapura), in the form of Corporate Social Responsibility (CSR). As for the CSR from Angkasapura, it creates a canopy in the market.

There is also a CSR from Pertamina, namely the manufacture of canopies for the Micro, Small, and Medium Enterprises (MSME) bazaar. In addition, Pertamina also provides CSR through training in making fish scale crackers and in handicrafts from shells. The universities also provide support in the form of community service programs. This information shows that the

implementation Minapolitan program was assisted by elements of the existing community, both companies and academics. This support arises because of the excellent quality of communication.

The description above shows that communication between implementing organizations, both vertically and horizontally, runs smoothly. This will undoubtedly be the main driving factor in the successful implementation of the Minapolitan program. This condition must be maintained and even improved.

However, in projects that are physical/infrastructure development, it turns out that communication between the implementor and the target group/community and local government organizations (in this case, the village government) is not well established. This was revealed from the results of the FGD from several sources. The community and the village are more aware of the conditions and problems that exist in the field. This information was obtained from the results of the FGD conducted and showed that it was indeed the people who knew more about the actual conditions on the ground related to tidal flooding. It would be better if the tidal flood mitigation project were carried out together and worked together between the district government, village, and community with intensive communication.

This communication can be done starting from the planning stage. At this stage, the government should provide information about the plan to build a gabion project to prevent tidal flooding. Furthermore, this information is given to the community, and discussions are held to absorb aspirations, ideas, ideas, and suggestions from the community. Through this effort, it is hoped that it will be able to determine which development location is considered appropriate.

However, that is not what happened. The community saw that the government immediately determined which point to build the gabion without consultation and discussion from the community. As a result, the community considers that the gabion construction location is inappropriate. Usually, the government/project person in charge only asks to be shown the location to be built. So, the location has been determined while the community is not involved in determining the development's location. One of the informants even said that after the construction project, they (the government or the project person in charge) immediately went home. There is no goodbye to the village/community government.

The description above shows that although the quality of vertical communication upward (to institutions above / elements of the leadership) and horizontal communication is good, downward communication has not been going well. Development projects tend to be carried out on a top-down basis. The community and village government, who know more about the actual conditions and problems in the field, are not involved. This will undoubtedly hamper the effectiveness of the Minapolitan program implementation.

Weak vertical downward communication, causing low community participation in implementing the Minapolitan program. This finding is not new. Several studies also found the problem of low communication and community participation. For example, the research results from Rudiono (2013) on the Evaluation of the Implementation of the Minapolitan Program in 2009-2011 in Banyumas Regency showed that the program planning process did not always involve the and the planning results were not conveyed to the broader community. Another study from Aswanah (2013) also showed that implementing the capture fisheries minapolitan area development program at the Brondong Archipelago Fishery Port (PPN) in Lamongan Regency experienced problems related to the lack of coordination and cooperation between stakeholders and the lack of participation of the fishing community.

Furthermore, Wiratama's research (2016) shows that implementing the Minapolitan program in Muncar District, Banyuwangi Regency as a whole, is less able to involve local communities. Due lack of socialization regarding the implementation and objectives of the Minapolitan program in the Muncar District. These studies also show the same thing, namely the low involvement and participation of the community in implementing the Minapolitan program. This is certainly not by the principles of organizing a minapolitan, namely: integrated, efficient, quality, and highly accelerated. The integrated principle requires that resources be allocated,

planned, and implemented thoroughly by taking into account the stakeholders' aspirations, sectoral agencies, central and regional governments, the private sector, and related community groups. If the community is not involved, the integrated principle will not be fulfilled, and it is even possible that the implementation of the Minapolitan program will be less effective.

Conclusion

Inter-organizational communication that occurs in the implementation of the Minapolitan program consists of 3 models, namely vertical upwards (implementing organizations to the upper structure), horizontal (between implementing organizations at the same level), and vertical downwards (implementing organizations to lower structures). Vertical up and horizontal communication has been done well. On the other hand, vertical downward communication, especially in infrastructure development projects, has not been carried out properly. This means that implementing organizations have not established good communication with local organizations (villages) and community organizations related to implementing the Minapolitan program. As a result, the effectiveness of the Minapolitan program is not optimal. Suggestions, because the quality of communication is one of the keys to the success of program implementation, vertically downward communication should be considered. In this regard, the community and village government must be further involved in implementing the Minapolitan program.

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