

# The Implementation of Surabaya Mayor Regulation No. 65 of 2011 on the East Coast of Surabaya

Lunariana Lubis, Agus Wahyudi

Public Administration Science, Faculty of Social Science and Political Science  
Hang Tuah University Surabaya  
Surabaya, Indonesia

lunariana.lubis@hangtuah.ac.id, agus.wahyudi@hangtuah.ac.id

**Abstract**—The purpose of this research is to know and analyze policy of monitoring and controlling procedure of mangrove area in Surabaya city area, especially Pamurbaya region and factors supporting and obstructing policy of monitoring and controlling procedure of mangrove area in Surabaya city area, especially in Pamurbaya region. 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 of 2011. The purpose of this policy is to maintain and preserve mangrove well in all mangrove areas in Surabaya. This research uses qualitative descriptive 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 of 2011 on procedures for supervision and control of mangrove areas in the city of Surabaya is good.

**Keywords**—implementation; regulation; mangrove

## I. INTRODUCTION

Coastal ecosystems have unique and distinctive character because they are a meeting between terrestrial ecosystems and oceanic ecosystems [1]. 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 7014'-7021' LS and 112037'-112057' BT. The city of Surabaya has a coastline length of  $\pm$  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, Bappeko Kota Surabaya, 2016. 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) [2].

The condition of mangrove forests in Pamurbaya has degradation continuously from year to year [3]. 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 [4]. Based on data from the Department of Food and Agriculture, Surabaya City, 2017 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.

The policy of monitoring and controlling mangrove areas in Surabaya is contained in the Surabaya Mayor Regulation number 65 of 2011. 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:

- What is the implementation of the mangrove area control and control procedure policy in the Surabaya city area, especially the Pamurbaya region?
- What factors influence the policy of controlling and controlling mangrove areas in Surabaya, 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 in 2011 which regulates the supervision and control of mangrove areas, especially the Pamurbaya region which is one of the mangrove conservation areas in Surabaya.

### A. Model of Public Policy Implementation According to Merilee S. Grindle

The Merilee S. Grindle model proposes implementation theory as a political and administrative process [5]. 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 policy implementation according to Merilee S. Grindle is influenced by two major variables namely the content of the policy or content and the implementation environment or context [6]. 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.

## II. METHODS

Based on the above problems, this study uses a qualitative descriptive approach [7]. 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 Ecosystem and the Gunung Anyar Mangrove Ecosystem. 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 of 2011. The purposive sampling technique is used to select informants from the Head of the Surabaya Food and Agriculture Resilience Office, Head Surabaya City Environmental Service, Truno Djojo farmer group and members of Non-Governmental Organizations.

## III. RESULTS AND DISCUSSION

Pamurbaya is famous for Mangrove Ecotourism, namely in Wonorejo and Gunung Anyar [8]. 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 Surabaya Food and Agriculture Security Service in the context of mangrove management are seeding, planting, maintaining and controlling the condition of mangrove forests. The Food and Agriculture Resilience Office of Surabaya city 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 [9].

Surabaya Mayor Regulation number 65 of 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 of 2011 concerning procedures for supervision and control of mangrove areas in Surabaya city consists of 11 Chapters and 13 Articles [10]. The scope of the Surabaya Mayor Regulation number 65 of 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 Mayor of Surabaya Regulation Number 65 of 2011 concerning Procedures for Supervision and Control of Mangrove Areas [11], 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 of 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 Area Control and Control Policy Procedures 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 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 implementer:* The Surabaya City Government has established a mangrove area Monitoring and Control team through Perwali no. 65 of 2011, namely:

- Head of the Surabaya Food and Agriculture Security Service as chairman.
- Secretary of the Surabaya Food and Agriculture Office as secretary.
- Head of Surabaya Environment Agency as member.
- Head of the Surabaya City Community and Family Planning Agency as a member.
- Head of the Cipta Karya and Spatial Planning Office of Surabaya as a member.
- Head of the Surabaya Civil Service Police Unit as a member.
- Sub District Head (Camat) as member.
- Village Chief (Lurah) as member.
- 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 of 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 the Regional Government of Surabaya City Regional 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 Mangrove Wonorejo 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 Inhibiting Implementation Factors

The implementation of the policy of monitoring and controlling the mangrove area in the city of Surabaya was not implemented properly in accordance with the Surabaya Mayor Regulation no. 65 of 2011 due to several factors both inhibiting and supporting, namely:

TABLE I. INHIBITING AND SUPPORTING FACTOR

STEPS	INHIBITING	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 Surabaya Office of Food and Agriculture Security Services and the Wonorejo and Gunung Anyar mangrove areas is very far.	State / Private Universities, Non-Governmental Organizations, 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 mangrove areas are unclear	Reports from Non-Governmental Organizations 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 Food and Agriculture Security Office report in making quarterly reports.

#### IV. CONCLUSIONS AND RECOMMENDATIONS

Implementation of Surabaya Mayor Regulation Number 65 of 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:

- **Socialization:** The Surabaya Food and Agriculture Security Service, assisted by various parties, has provided an understanding to the public about legislation relating to mangrove areas. But there are some people who do not understand this Mayor's Regulation.
- **Community Empowerment:** The Surabaya Food and Agriculture Security Service, 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.
- **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 Food and Agriculture Security Agency to be followed up.

- **Investigation:** The authority of the investigation is on the PPNS (Investigators of Civil Servants) 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 Surabaya Food and Agriculture Security Office and the community.
- **Reporting:** Surabaya's Food and Agriculture Security Service has made periodic and incidental reporting to the City Government. Communities through NGOs provide reports to the Regional People's Legislative Assembly (DPRD). Surabaya City Government and Surabaya City DPRD follow up if there are reports.

The suggestions in this study are as follows:

- Socialization needs to be improved so that people understand more about this Mayor's Regulation.
- The Office further enhances mangrove processing efforts so that it can increase people's income more optimally.

- There needs to be cooperation between the Office and the community in terms of monitoring and evaluation.
- There should be more stringent sanctions for these offenses by involving police and other law enforcement elements.
- Surabaya City Government and Surabaya City DPRD must be more courageous to take action in the field if there are reports.

#### ACKNOWLEDGMENT

We are grateful to all people who contributed to this work. We especially wish to thank Dr. Ir. Sudirman, S.IP., SE., M.AP. Rector of Hang Tuah University, Surabaya. The wishes of all individuals who wished to remain anonymous were fully respected. A full list of all the source material is provided in the Supplementary material.

#### REFERENCES

- [1] Wijayanti T, Lingkungan JT. KONSERVASI HUTAN MANGROVE SEBAGAI WISATA PENDIDIKAN. *J Ilm Tek Lingkung.*
- [2] Dinas Komunikasi dan Informatika [Online]. Retrieved from: <https://dinkominfo.surabaya.go.id/old/dki.php?hal=2>.
- [3] Prasita VD. Determination of Shoreline Changes from 2002 to 2014 in the Mangrove Conservation Areas of Pamurbaya Using GIS. *Procedia Earth Planet Sci* [Internet]. Elsevier; 2015 Jan 1 [cited 2018 Jan 20];14:25–32. Available from: <http://www.sciencedirect.com/science/article/pii/S1878522015002325>
- [4] Prasita VD, Subianto A. Evaluation of Zonation of The Mangrove Conservation Areas in Pamurbaya. 2016;(4):47–9.
- [5] AKIB H. IMPLEMENTASI KEBIJAKAN: Apa, Mengapa, dan Bagaimana HAEDAR AKIB. *J Adm Publik.* 2010;1(1):1–11.
- [6] Ramadhan A. Politik Ekonomi Generasi Muda Implementasi kebijakan Gerakan Kewirausahaan Nasional di Jawa Timur. *J Polit Muda.* 2012;2(1):1–8.
- [7] Chariri A. Landasan Filsafat dan Metode Penelitian Kualitatif. *Work Metodol Penelit Kuantitatif dan Kualitatif.* 2009;1–27.
- [8] Umiyati S. Penilaian kapasitas organisasi pengelola ekowisata berbasis masyarakat melalui organizational capacifile:///D:/bu luna/lit internal/828-1404-1-SM.pdf assessment pada ekowisata mangrove kota surabaya. :554–68.
- [9] Badan Ketahanan Pangan [Online]. Retrieved from: <http://bkp.pertanian.go.id/>.
- [10] Reklame P. Walikota Surabaya. 2011;2008:1–10.
- [11] Francine H, Mustamu A. Analisis Implementasi Peraturan Walikota Tentang Prosedur Pengawasan Dan Pengendalian Kawasan Mangrove Wonorejo Surabaya. 2014;2:1–6.