



Implementation Of the Mayor's Regulation Number 273 Of 2024 On the Development of The Bestari Fishing Village Through the Thematic Village Program of The Fisheries and Food Service in Padang City

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Abstract

The low level of welfare among fishermen in the coastal areas of Padang City, particularly in Pasir Nan Tigo Subdistrict, persists despite the area's great potential in the fisheries and tourism sectors. This study aims to analyze the implementation of the Mayor Regulation (Perwako) concerning the development of Kampung Nelayan Bestari through the Thematic Village Program by the Department of Fisheries and Food of Padang City. This research uses a qualitative method with a descriptive approach. The theoretical framework refers to George C. Edward III's policy implementation model, which includes variables such as communication, resources, disposition, and bureaucratic structure. The results show that the policy implementation has been relatively effective through stakeholder collaboration, although challenges remain, such as limited budget, low community participation, and inadequate supporting infrastructure. The conclusion of this study indicates that the program has positively impacted community economic improvement and the strengthening of local potential. The researcher recommends improving cross-sector communication, ensuring sustainable community empowerment, and enhancing supporting infrastructure in the thematic village area.

INTRODUCTION

Indonesia has great opportunities in the fisheries sector, considering that its sea area is much larger than its land (Mawaldi, I., & Mokodompit, E. A., 2024). West Sumatera is a province located on the west coast of Sumatra Island (Zulsfi, A., et al., 2021). This province is part of Indonesia which has a wider ocean than land. The fishing community in West Sumatra is among the poor, especially labor fishermen and traditional fishermen whose income is low, so that it has an impact on the welfare of fishing families which is also low (Sembiring, R., 2017).

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Of the many communities in West Sumatra, one of them is the fishing community in Padang City ([Najmi, N., & Fitrisia, A., 2019](#)). Decree of the Mayor of Padang Number 273 of 2024 on the amendment to the Decree of the Mayor of Padang Number 286 of 2021 concerning the Location and Theme of Thematic Villages in Padang City for 2021-2024, 14 Thematic Villages have been determined ([Indah Lestari, I., 2024](#)). The development of thematic villages in Padang City aims to reduce poverty and unemployment, improve slum areas to be more organized and healthy, increase community participation or involvement, develop local potential and the surrounding environment, strengthen community empowerment, and provide motivation and positive impacts for other villages to help increase local economic turnover and add tourist destinations in the region ([Salsabila, S., 2024](#)).

Bestari fishing village is one of the thematic villages in Padang City. The bestari fishing village is located in Pasir Nan Tigo Village, Koto Tengah District, Padang City. The bestari fishing village aims to empower local residents so that they can produce food, especially in the field of fisheries and tourism independently ([Manshur, A., et al., 2021](#)). The long-term positive effect felt by the local community when Pasir Nan Tigo Village was used as a Bestari Fishing Village Tourism was to increase the community's economic income ([Koeshendrajana, I. S., et al., 2019](#)). This opens up great opportunities for the community to develop MSME businesses in the culinary, handicraft, or tourism services sectors ([Sinaga, N. A., et al., 2024](#)).

Based on the explanation and exposure of the background of the problem and the phenomenon above, the researcher wants to examine it in a study entitled "Implementation of Mayor Regulation Policy Number 273 of 2024 Towards the Development of Bestari Fisherman Village through the Thematic Village Program of the Fisheries and Food Service in Padang City". The purpose of the research is to find out the Policy Implementation and what are the obstacles to Policy Implementation and find out how efforts are made in the implementation of Mayor Regulation Policy Number 273 of 2024 Towards the Development of Bestari Fishermen Village through the Thematic Village Program of the Fisheries and Food Service in Padang City.

METHODS

This research uses qualitative research methods with a descriptive approach. Qualitative research with a descriptive approach consists of describing the complexity of participants' attitudes and interactions, variables based on participants' views and definitions, and current variables ([Waruwu, M., 2024](#)). In qualitative research, the results of the research contribute to science after passing the critical and scientific thinking stage. This process is carried out with an inductive approach, namely understanding the facts and social phenomena encountered in the field through observation ([Nurrisa, F., & Hermina, D., 2025](#)). The findings of these observations are then analyzed and become the basis for theorizing.

RESULT AND DISCUSSION

Decree of the Mayor of Padang Number 273 of 2024 on the amendment to the Decree of the Mayor of Padang Number 286 of 2021 concerning the Location and Theme of Thematic Villages in Padang City for 2021-2024, 14 Thematic Villages have been determined, namely Bukit Nobita Nature Tourism Village, Eco Enzym Village, Elo Pukek Fishermen Village, Acrylic Village, Ornamental Fish Village, Bukit Nobita Nature Tourism Village, Waste Recycling Craft Village and Seribu Keripik, Mangosteen Village, Indigenous Village, Japanese Hole Historical Tourism Village, Mushroom Village, Food Security Village, Golden Benanf Embroidery Village and Bestari Fishermen Village.

Pasir Nan Tigo Village is one of the villages in Koto Tengah District, Padang City. Based on data obtained by the author in the field in May 2025, in Pasir Nan Tigo Village in the development of Bestari Fishermen Village, there are various problems faced by the

fishing community. One of the main obstacles is the lack of facilities and infrastructure, both for fishing activities and for processing catches. In addition, the high operational costs, such as fuel, boat maintenance, and fishing equipment, are also significant obstacles for fishermen in carrying out their daily activities. Based on Padang City Regional Regulation Number 13 of 2019 concerning Protection and Empowerment of Small Fishermen and Small Fish Cultivators, the local government is obliged to organize protection and empowerment in a planned, directed, and sustainable manner for small fishermen and small fish cultivators in an effort to improve the welfare of the community, including fishermen.

Based on Regional Regulation Number 82 of 2020 on the amendment of Regional Regulation Number 6 of 2016 concerning the position, organizational structure, duties, and work procedures, the Padang City Fisheries and Food Service Office is a local government apparatus that handles marine and fisheries issues in Padang City. The Padang City Fisheries and Food Service Office is divided into fields, of which three are fields related to fisheries, namely, the field of capture fisheries, the field of management and marketing of fishery products, and the field of aquaculture. While the other two fields, namely the field of food distribution availability and the field of food consumption and safety, are engaged in food issues. There are several activity programs carried out by each field, which can be seen in the following table:

Program List of Padang City Fisheries Service

No	Field	Program Activities
1	Capture fisheries sector	1. Provision of capture fisheries business infrastructure 2. Implementation of Establishment and Development of Small Fishermen Institutions
2	Fish Cultivation Management Division	1. Fish Farming Management 2. Guaranteeing the Availability of Fish Cultivation Facilities in 1 (One) Area
3	Fisheries Product Management and Marketing Division	1. Implementation of Guidance and Application of Requirements or Standards on Micro and Small Scale Processing and Marketing Businesses 2. Provision of Facilities for Micro and Small Scale Fisheries Business Actors in 1 (One) Region

Source: processed by researchers 2025

The Padang City Fisheries Service program includes a number of activities that are directly related to community empowerment efforts. Community empowerment itself is a conscious, planned, and structured process to build independence in social, economic, and political aspects through the utilization of existing resource potential, in order to realize sustainable social welfare (Endah, K., 2020). This process is continuous and sustainable. In line with this, the Fisheries and Food Service Office of Padang City has set medium-term goals and strategic targets, including encouraging the growth of the marine and fishery product processing industry, and improving the welfare of business actors in the sector. These goals include increasing the marine and fishery product industry, improving the living standards of business actors, and increasing fish consumption patterns among the community.

To realize this, the Department of Fisheries and Food carries the mission of improving the economy of the marine and fisheries sector, with a focus on increasing the value of trade in the sector. The strategies taken include increasing the production of capture fisheries, aquaculture, and processed fisheries, as well as developing upstream fisheries and marine industries. From the results of the interview, it was concluded that the formation of the bestari fishing village through the thematic village program in Padang City was part of the implementation of the local government program in order to empower fishermen. Pasir Nan Tigo Village was chosen as the development location because it has a relatively large number of fishermen groups compared to other areas in Padang City. In addition, this area

also has prominent natural resource potential. The combination of a large number of fishermen and strong natural potential makes this area strategic to develop in order to improve the welfare of the community, especially fishermen, and encourage inclusive economic growth in various sectors, such as economic, social, cultural and tourism.

Then, based on the theory used by researchers regarding research on Policy Implementation of Mayor Regulation Number 273 of 2024 Towards the Development of Bestari Fisherman Village through the Thematic Village Program of the Fisheries and Food Service in Padang City, namely Theory according to George C. Edward, policy implementation is a dynamic process. Edward, policy implementation is a dynamic process where there are many factors that affect the implementation of policies. Then, based on the theory used by researchers regarding research on Policy Implementation of Mayor Regulation Number 273 of 2024 Towards the Development of Bestari Fisherman Village through the Thematic Village Program of the Fisheries and Food Service in Padang City, namely Theory according to George C. Edward, policy implementation is a dynamic process where there are many interacting factors that influence the implementation of the policy in question. Edward, policy implementation is a dynamic process where there are many factors that interact with each other and influence the implementation of the policy in question. These factors need to be displayed to find out how these factors affect implementation. The factors are:

1. Communication

Based on interviews with three resource persons, researchers can conclude that communication in policy implementation should be two-way, clear, and reach all relevant parties, including implementers and target groups, so that policy objectives can be achieved effectively. In reality, what researchers found in the field is that the communication carried out by the fisheries and food service office of Padang city has been running quite well, with a direct approach to the community. However, there are still initial obstacles in the field, such as a lack of understanding by the community because not all people do not participate in the socialization held by the fisheries and food service of the city of Padang. Even so, after interaction and explanations were given, the community began to understand and respond positively. This means that, although not yet fully ideal, communication in the implementation of this program has approached the expected conditions and has a real impact on the success of policy implementation ([Aming, A. K., 2020](#)).

In the process of Policy Implementation of Mayor Regulation Number 273 of 2024 Towards the Development of Bestari Fishermen Village through the Thematic Village Program of the Padang City Fisheries and Food Service, several obstacles were faced by the fisheries and food service, especially in terms of communication. One of the main obstacles found is the difficulty in finding the right socialization time in conducting socialization with fishing communities, despite various counseling and socialization efforts ([Apriansyah, R., et al., 2023](#)). This is due to various factors, including the different working times of fishing communities who go to sea.

From the results of interviews with several informants, researchers can conclude that the efforts made by the fisheries and food service in overcoming obstacles related to communication are quite good, namely by involving village officials to solve problems or obstacles that occur in a family manner. Thus, it can be concluded that a personal and clear communicative approach is the key to improving understanding to the community, especially fishing communities ([Yusnita, T., et al., 2016](#)).

2. Resources

The theory of policy implementation according to Edward III, the second basic variable of policy implementation is resources. Resources are one of the variables that influence the success of implementing Mayor Regulation Policy Number 273 of 2024 on

the Development of Bestari Fisherman Village through the Thematic Village Program of the Fisheries and Food Service in Padang City. Policies will not succeed without the support of human resources of sufficient quality and quantity. The quality of human resources is related to skills, dedication, professionalism, and competition in their fields ([Al Fikri, Z. M., & Pamungkas, M. H., 2024](#)). Meanwhile, quantity relates to the number of human resources whether it is sufficient to cover all target groups ([Rohana, S., et al., 2016](#)). Resources are very influential on the success of implementation, because without resources implementation will run slowly.

Based on the results of the interviews, the researchers concluded that the successful implementation of Mayor Regulation No. 273 of 2024 on the Development of Bestari Fishermen Village through the Thematic Village Program of the Padang City Fisheries and Food Service is strongly influenced by the availability of adequate resources, such as trained workers, proper facilities, sufficient funding, and support from various parties. All of these elements need to be present so that the program can run effectively ([Handaru, S., 2017](#)). From the interview results, it is known that the program has adopted several important components, such as the involvement of social professionals, the provision of supporting facilities, and collaboration with related institutions. However, there are still obstacles related to the limited resources available. Nevertheless, various improvement efforts continue to be made to ensure that the program objectives can be achieved optimally.

3. Disposition

Disposition is the personal attitude of the implementor, which includes personal attitudes and characteristics such as commitment, honesty, and democratic nature, has an important role in the successful implementation of the Mayor's Regulation Policy Number 273 of 2024 Towards the Development of Bestari Fishermen Village through the Thematic Village Program of the Padang City Fisheries and Food Service. If implementors have good dispositions, they will find it easier to carry out policies in accordance with the objectives desired by policymakers, such as giving the fishermen's village program. If implementors have a good disposition, they will find it easier to carry out policies in accordance with the goals desired by policy makers, such as providing effective coaching and social empowerment for fishing communities ([Andhyka, a., 2024](#)). Conversely, if implementors have different attitudes or views, program implementation can be disrupted, so that the achievement of policy objectives becomes less than optimal ([Mahmud, F., & Mustari, N., 2020](#)).

Based on the results of the interviews, the researcher can conclude that the good disposition of the thematic staff of the Padang City Fisheries and Food Service greatly supports the success of the Policy Implementation of Mayor Regulation Number 273 of 2024 Towards the Development of Bestari Fishermen Village through the Thematic Village Program of the Padang City Fisheries and Food Service. High commitment and professionalism shown by all parties involved starting from the initial socialization to the community, creating fishermen groups, training, to program evaluation ([Raharjo, S. Y., & Djumiarti, T., 2017](#)). Whether in the stage of ensuring the smooth running of the program, solid cooperation between is an important factor in realizing the program objectives, namely the development of the bestari fishing village effectively ([Siby, G., 2024](#)).

The lack of consistency from the fishing community in implementing thematic programs is one of the main challenges in the Policy Implementation of Mayor Regulation No. 273 of 2024 Towards the Development of Bestari Fishermen Village Through the Implementation of Mayor Regulation No. 273 of 2024. The lack of consistency from fishing communities in implementing thematic programs is one of the main challenges in the Policy Implementation of Mayor Regulation Number 273 of 2024

Towards the Development of Bestari Fishermen Village through the Thematic Village Program of the Padang City Fisheries and Food Agency. Although the program has been designed to improve the quality of life of the community and develop local potential, active community participation is often not sustainable ([Kamuli, S., et al., 2023](#)). This can be seen from their lack of involvement in some of the program's core activities, lack of initiative in maintaining the sustainability of the activities, as well as the absence of regular involvement in scheduled deliberation forums or training ([Kristina, M., et al., 2024](#)). From the results of the interviews, we can conclude that the efforts made by the Fisheries and Food Service Office The direct approach efforts carried out through repeated socialization are a relevant and responsive strategy to the social and economic characteristics of the fishing community in Bestari Fishermen Village. The adjustment of the socialization implementation time by considering the off-season of fishing shows the sensitivity of the program implementers to the routines and needs of the community ([Lutfiana, a., 2024](#)). This is important considering that the fishing profession is very dependent on natural conditions and has an irregular work pattern, so the implementation of activities at an inappropriate time.

This is important considering that the fishing profession is highly dependent on natural conditions and has irregular work patterns, so implementing activities at inappropriate times risks reducing the level of community participation ([Afifah, D., et al., 2024](#)). By managing time flexibly and more contextually, the program becomes more inclusive and has the potential to reach more participants.

4. Bureaucratic Structure

The organizational structure responsible for implementing the policy has a very important role in determining the success of Policy Implementation of Mayor Regulation No. 273 of 2024 Towards the Development of Bestari Fishermen Village through the Thematic Village Program of the Padang City Fisheries and Food Service. Several aspects of the organizational structure, such as Standard Operating Procedures (SOP) and fragmentation, can affect the effectiveness of implementation. If the organizational structure is too long or complicated, it can reduce the effectiveness of supervision and create a bureaucracy that hinders the smooth running of the program ([Mursalin, et al., 2024](#)). Conversely, a clear and efficient structure will facilitate program management and supervision, so that the goal of providing optimal guidance to street children can be achieved more effectively ([Vasthi, T. Z., et al., 2024](#)). Based on the results of the interviews, it can be concluded that the limited bureaucratic structure is one of the most significant obstacles in the development of Kampung Nelayan.

Based on the results of the interviews, it can be concluded that the limited bureaucratic structure is one of the most significant obstacles in the development of Bestari Fisherman Village. Based on the results of interviews with fishermen in Bestari Fisherman Village, it can be concluded that the inefficient bureaucratic structure is one of the main obstacles in implementing the thematic village policy regulated through the Padang Mayor Regulation Number 273 of 2024. The inefficiency can be seen from the bureaucratic system that is still hierarchical and layered, thus slowing down the decision-making process and the distribution of resources to the implementer level in the field ([Nurhestitunggal, M., & Muhlisin, M., 2020](#)). For fishing communities, long administrative channels mean that their aspirations and needs are often not immediately responded to by the government. The lack of clarity of information flow and weak coordination between agencies also cause fishermen to feel less involved and not get certainty over programs that should be aimed at improving their welfare ([Albahriesy, R. M. E., 2018](#)). Therefore, improvements are needed in the bureaucratic structure, especially in terms of simplifying procedures, accelerating communication flows, and

actively involving the community as the subject of policy so that the implementation of thematic village programs is truly effective and has a direct impact.

CONCLUSIONS

The implementation of the Mayor's Regulation No. 273 of 2024 on the development of Bestari Fisherman Village through the Thematic Village program of the Fisheries and Food Service in Padang City has been running quite effectively. This program is implemented with a collaborative approach and a sustainable approach and involves several agencies such as the West Sumatra fisheries and marine affairs office, the tourism office, the MSME cooperative office, and the head of Pasir Nan Tigo Village. Although there are several problems, this program is able to improve the economy of the fishing community. During the process of Policy Implementation of Mayor Regulation Number 273 of 2024 Towards the Development of Bestari Fishermen Village through the Thematic Village Program of the Fisheries and Food Service in Padang City, there were obstacles in the form of difficulty in finding the right socialization time with the fishing community, lack of budget and resources, lack of consistency in participation from the fishing community due to differences in working time, and the long administrative flow of procedures to agencies. The efforts made by the Fisheries and Food Service in dealing with the obstacles that occur in the Implementation of Mayor Regulation Policy Number 273 of 2024 Towards the Development of Bestari Fishermen Village through the Thematic Village Program of the Fisheries and Food Service in Padang City are improving communication strategies and improving the quality of resources, Increasing Understanding and Awareness through Continuous Socialization by Facilitators or Support Personnel, Increasing Information integration through Routine Activities of the Fishermen Community Community, and simplifying administrative procedures so that policies that are carried out are truly in accordance with local needs.

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