



## **Analysis of Policy Strategy for Empowerment of Fisherman in Teluk Village, Labuan Sub-District, Pandeglang Regency**

Ipah Ema Jumiati<sup>1\*</sup>, Ayuning Budiati<sup>2</sup>

<sup>1,2</sup>*Sultan Ageng Tirtayasa University*

\*Corresponding author email: [ipah.ema@untirta.ac.id](mailto:ipah.ema@untirta.ac.id)

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### **Abstract**

The community empowerment approach is sought to provide guidance for the sustainability of the livelihoods and lives of the fishing communities of Teluk Village, Labuan District, Pandeglang Regency, especially after being hit by the tsunami (22/12/2018) and the Covid-19 pandemic. Ecosystem preservation also requires commitment from stakeholders. The policy strategy is the government's task that needs to be analyzed, while the community has strong social capital, as a form of survival in facing opportunities, challenges and threats in the management of marine and fishery resources. This study aims to analyze the policy strategy for empowering fishermen in Teluk Village, Labuan District, Pandeglang Regency. The key theory used is the concept of strategy according to Hunger-Wheelen (2003: 9), through observing the external environment to describe opportunities and threats, then observing the internal environment of the organization to describe strengths and weaknesses known as Strengths, Weaknesses (weaknesses). Opportunities (opportunities), and Threats (threats). The approach used in this research is descriptive qualitative. Through this approach it is intended to be able to take a full picture of various phenomena that aim to describe, summarize various conditions, various situations or various social realities of empowering the fishing community in Teluk Village, Labuan District, Pandeglang Regency. The results of the study show that the policy strategy for empowering fishermen in Teluk Village refers to strengthening the internal and external sources of the Pandeglang Regency Maritime Service organization, including efforts in the field of empowering fishermen by carrying out various fisheries business development programs, carrying out fishermen technical guidance for business groups with fishermen. Furthermore, monitoring and evaluation, as well as carrying out reports. The suggestion that the researchers put forward is to increase various efforts to empower fishermen in the Bay Village by encouraging fishermen's involvement in accessing various institutional fishermen empowerment programs and revitalizing various facilities and infrastructure that require development and repair due to the tsunami disaster.

**Keywords:** Policy, institutional, fishermen, empowerment, strategy.

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### **1. Introduction**

The fisheries sector will become a solid and integrated industrial sector with other sectors. From these questions, the management of the fisheries sector must be adequate and supported by appropriate technology and be well-planned. In Law Number 23 of 2014 concerning Regional Government (Fanani, 2023). It states that the coast and small islands and seas 0-12 miles become the authority of the provincial level as follows: (1) Management of sea space up to 12 miles outside the territory and natural gas (2) Issuance of permits and utilization of sea space under 12 miles excluding oil and gas (3) Empowerment of coastal communities and small islands (4) In the field of capture fisheries, the authority of the district is the empowerment of small fishermen within the regency area as well as management and holding of auction venues Fish (TPI). (5) In the field of aquaculture is the issuance of IUP in the field of fish farming whose business is in one district area (6) Empowerment of small fish farming businesses in the district (7) Management of regency fish cultivators.

Pandeglang Regency a located at the western tip of Java Island, which is a geographic location between coordinates 6°21'- 7°10' South Latitude (LS) and 104°48'- 106°11' East Longitude (BT). The area of this regency reaches 2,746.8991 km<sup>2</sup> or 274,689.91 Ha. Proportionally, the region of this regency is 29.98% of the total area of Banten Province. Pandeglang Regency has a coastal and oceanic area with a long coastline reaching 432 km with a fishing ground area of 2,722.63 km<sup>2</sup> and four nautical miles (Yudha et al., 2020).

Administratively, Pandeglang Regency is divided into 35 Districts and 339 Villages/Kelurahan. The area of this sub-district is spread from the border of Serang Regency to Lebak Regency, both on the mainland towards the mountains and those bordering the coast and sea. Of the 35 sub-districts, there are 10 sub-districts that are located in coastal areas. Cikeusik sub-district is the largest sub-district with an area of 322.76 km<sup>2</sup>, while the sub-district with the smallest area is Labuan District, which is 15.66 km<sup>2</sup>. However, the Labuan Subdistrict is the most fisherman in Pandeglang Regency, namely 4,344 people out of a total of 8,000 people.

In line with the vision and mission of the Regent of Pandeglang Regency for 2021-2026, namely Pandeglang Blessing, Competitiveness, and Prosperity. To realize the vision of developing Pandeglang Regency 2021-2026 as a blessed, competitive, and prosperous Pandeglang Regency, a mission is needed as the embodiment of the vision. The development missions that will be carried out by the Pandeglang Regency government from 2021 to 2026 are 1. Strengthening infrastructure for access to education, health, and centers of economic growth; 2. Improving the quality of public services; 3. Increasing the ease of investing in the sustainable and environmentally sound management of natural resources; 4. Increase regional competitiveness by increasing the added value of the agriculture, fishery, tourism, and small and medium industrial centers.

In the vision and mission statement, the fisheries and maritime sector are listed in point 4, namely "Increasing regional competitiveness through increasing the added value of the agriculture, fisheries, tourism, and small and medium industrial centers." Thus, the Fisheries Service carries out the steps outlined in the fisheries development mission, namely: (1) Increasing the added value of the maritime sector through the industrialization of fisheries, (2) Improving facilities and infrastructure that support the management and utilization of fishery resources, (3) Improving welfare fishing communities, fish cultivators, processors and fisheries sector business actors through maritime business development, (4) Increasing the human resource capacity of fisheries and maritime business actors, (5) Improving management and utilization of fishery resources optimally and efficiently by taking into account ecosystem sustainability. The Fisheries Service Strategic Plan (Renstra) for 2021-2026 Refers to the vision and mission of the Pandeglang Regency Fisheries Service has a goal to be achieved or realized within five years, namely to increase the added value of the maritime or maritime business.

In the 2021-2026 strategic planning document, the Aquaculture Management Program has activities: Aquaculture Management 1. Development of aquaculture in the community. 2. Technical guidance on fish farming. 3. Development of fisheries at BBI. 4. Development of superior fish seeds at BBI. 5. Development of aquaculture business 6. Rehabilitation of BBI facilities and infrastructure 7. Rehabilitation of fishery facilities and infrastructure. 8. Increased consumption of fish. Then there is the Capture Fisheries Management Program, which has the following activities: 1. Provision of Fishery Business Infrastructure. 2. Ensuring the Availability of Capture Fisheries Business Facilities. 3. Capacity Development for Small fishermen. The processing and Marketing Program of Fishery Products has activities: Increasing Fish Consumption. The Marine and Fisheries Resources Management Supervision Program has activities: Increasing Fisheries Supervision in Rivers, Lakes, Reservoirs, Swamps, and other stagnant waters.

From the statement contained in the Fisheries Service's RENSTRA 2021 - 2026 strategic issues in the field of marine and fisheries include: 1. The quantity and quality of Marine and Fisheries Human Resources are not optimal; 2. Efforts to improve the welfare of fishermen; 3. Production and productivity of capture fisheries and aquaculture; 4. Increase in the production of processed fishery products and investment in the fishery sector.

In 2019 fishermen in Pandeglang Regency received assistance from boats under 10 GT, namely 51 from the central government, and distributed to several cooperatives in Pandeglang Regency, then the cooperative distributed them back to the Joint Business Group (KUB). It was stated that the assistance of boats, which were only 51, was not proportional to a large number of fishermen in Pandeglang Regency. In Labuan District, there are 4 (four) fishing cooperatives, which consist of:

- a). KSU Bahari Bersatu
- b). Mutiara Karya Bahari Cooperative (Teluk Village)
- c). Mina Prosperous Fishermen Cooperative (Teluk Village)
- d). Fishermen's Cooperative Sunda Popole Strait (Gulf Village).

The Pandeglang Regency Fisheries Service stated that there was a shortage of PNS Fisheries Extension and Assistive Fisheries Extension. Meanwhile, currently the Fisheries Service only has 14 (fourteen) Fisheries Extension Civil Servants and 6 (six) Auxiliary Fisheries Extension whose status is still Honorary (Contract). All these Fisheries extension officers are employees of the Central Ministry of Maritime Affairs and Fisheries who are second to the Regions.

Fisher Extension Officers are assigned according to their respective target areas that have been determined, in addition to fostering their work areas, there is an additional task for the PNS and Auxiliary Fisheries Extension officers, namely fostering other areas due to a lack of human resources in the Fisheries Technical section in Pandeglang Regency. In addition, the problem of this research is the implementation of the duties and functions of the fields listed in the organizational structure of the Pandeglang Regency Fisheries Service in carrying out the formulation and implementation of policies, preparation of norms, standards, procedures and facilitation, and providing technical guidance, as well as conducting fishermen coaching and TPI which has not run according to what is stated in the planning document (Noor et al., 2022; Akmal et al., 2019).

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Another problem is the number of programs that do not reach the predetermined target. Then, there are budget constraints that cause the program to be less than optimal. From this, the APBD of Pandeglang Regency in 2020 has decreased, and rationalization has been carried out. For example, in the 2019 Fiscal Year, the DPA of the Fisheries Service has a budget for monitoring and evaluating the implementation of fish auction venues of IDR 30,000,000 (thirty million rupiah) (Sagala et al., 2021). And the budget for procuring goods in the form of TPI infrastructure in 2020 has also been dispensed. In accordance with what is stated in the second strategic issue of the Pandeglang District Fisheries Service Strategic Plan 2021-2026, this strategic issue is an effort to improve the welfare of fishermen in Pandeglang Regency, especially in Teluk Labuan village.

## 2. Theoretical Foundation

### 2.1. Strategic Planning Process Concept

Any Strategic planning process will be useful because the strategic planning process can help think and act strategically on key decision-making people. Strategic planning is not an objective in itself, but simply a collection of concepts to help leaders make important decisions and take important actions (Maleka, 2014). If a planning process creates difficulties in thinking and acting strategically, the planning process must be set aside, not the thoughts and actions. Suggests eight steps in the strategic planning process, this process is more orderly, careful, and participatory. These steps are:

- a). Initiate and agree on a strategic planning process. The objective of step one is to negotiate agreement with keyword internal and external decision makers or opinion leaders about the entire strategic planning effort and the most important planning steps.
- b). Identify the organization's mandate. The formal and informal mandates placed on the organization are imperatives facing the organization.
- c). Clarify the mission and values of the organization. The organization's mission is closely related to its mandate, providing its *raison de'etre*, the social justification for its existence, reducing conflict, and planning for the future.
- d). Assessing the external environment: opportunities and threats. The planning team must explore the environment in the organization's environment to identify opportunities and threats facing the organization.
- e). Assessing the internal environment: strengths and weaknesses. To find out internal strengths and weaknesses, organizations can monitor resources (inputs), current strategy (process), and performance (outputs).
- f). Identify strategic issues facing the organization. The first five elements of the process simultaneously give birth to the sixth element, identification of strategic issue, important policy issues that affect the organization's mandate, mission, and values.
- g). Formulate strategies to manage issues. Strategy is defined as a pattern of goals, policies, programs, actions, decisions, or resource allocation that defines how the organization is, what the organization is doing, why the organization should be doing that. Strategies can differ by level, function and time frame.
- h). Creating an organizational vision in the planning process, the organization develops a description of how the organization should be so that it succeeds in implementing its strategy and achieving its full potential. The description is a vision of success.

These eight steps should lead to action, results, and evaluation. It is also emphasized that actions, results, and evaluative judgments must occur at each step in the process. In other words, implementation and evaluation must not wait until the end but must be an integral and ongoing part of the process. Elements in a strategy are: concepts, programs, resources, monitoring and response, and lastly the next steps. Based on this opinion it is known that a strategy must be comprehensive or holistic which includes elements of the organization's internal and external environment, monitors them, and controls them (Muhlis et al., 2023).

Then it can be identified that the elements of the strategy above are important to achieve organizational goals and targets. Suggests that in strategic planning the most important thing is that the strategy can be implemented and so that it can be implemented properly is the main "leadership" factor. This is because the leader must be able to influence subordinates to carry out the strategic plan itself. Influencing subordinates is carried out persuasively, motivating employees, understanding work culture well, and values for the implementation of this strategy (Kurniadi et al., 2022).

- a). This is in line with the function of an effective strategic plan, namely as a working guide for members of the organization. Stated the principles of effective strategic planning, namely: Environmental scanning
- b). Determining the vision and mission of the organization
- c). Determination of strategies
- d). Determination of goals
- e). Determination of the Annual Plan
- f). Controlling and evaluation steps that determine how well the strategic plan is implemented.

#### **A. Get ready**

Strategic planning is more useful when there are the right people in the organization who can carry out the idea and the organization is in a ready condition, and agree on goals and objectives in preparing for the formulation of a strategic plan. There are several conditions for success in an organization, namely:

- a). Commitment and support from top management or leadership, as well as heads of sub-divisions who work in their respective fields.
- b). Commitment to clarify roles and expectations for all participants in the planning process, including who makes the policy and who will be responsible for the proposal.
- c). At least the heads of sub-sections and at least executors who are willing to be active in making decisions.
- d). Commitment of sufficient organizational resources to complete the planning process.

#### **B. Reinforcing the vision and mission.**

Vision and mission are long-term goals, and where do you want to take this organization in reinforcing this vision and mission? This shows that each vision and mission must have intentions, goals, and values contained. This means why this organization exists and what you want to achieve from this organization, what goals you want to aim for and whether those goals are relevant to the situation on the ground, the values, principles, or beliefs that guide the members of the organization when they pursue these goals and objectives.

#### **C. Assessing the environment (Internal and External).**

The definition of strategic planning given emphasizes the importance of focusing on the future in the context of an ever-changing environment, apart from assessing the organizational environment we also need to assess the external environment, because analyzing internal strengths and weaknesses as well as opportunities that will occur and at the same time threats that will occur faced.

#### **D. Agree on priorities.**

Broad approaches need to be taken in general and specific strategies and results must be sought, both short, medium, and long-term goals at once, strategies, goals, and objectives can emerge from the individual, this process is a stage that assesses environmental conditions and because is dynamic, there are bound to be many understandings that make this priority setting falter.

#### **E. Monitor and evaluate.**

The strategic planning process is never really finished, there are cycles and periods of more intensive or less intensive activities, but the process of being responsive to a changing environment continues, and every organization must choose the right time to plan and evaluate.

### **2.2. Community Empowerment Concept**

According to Ambar Teguh S, stated the concept of community empowerment, namely, empowerment comes from the word power which means energy, effort, ability to do something, or ability to act. Empowerment also comes from the English language "empower" which according to Merriam-Webster and Oxford English Dictionary contains two meanings, namely to give power or authority toll or give power, transfer power, and delegate authority to other parties while the second meaning is to give the ability to or enable which means an effort to give ability or empowerment. Empowerment is the concept of life, a natural process of life that is necessary and must be managed. So, empowerment is not merely a political concept but rather a management concept and in the end, empowerment will have indicators of success. Community empowerment is often equated with community development because it refers to overlapping understandings of its use in society. Kartasasmita stated that community empowerment is an effort to increase the dignity of the layers of society who are currently unable to escape the trap of poverty and underdevelopment or underdevelopment. Community empowerment itself is an alternative strategy in development that has developed in various literature and ideas, although in reality many have not implemented it optimally.

### **3. Research Method**

This research uses qualitative research methods. Qualitative research is a study that is to understand the phenomena of what is experienced by the subject of research such as behavior, perception, motivation of actions and others in a holistic manner and by way of description in the form of words and language, in a specific context that is natural and by utilizing various natural methods. From the above explanation, be said that qualitative research methods are the way that researchers use in is collecting appropriate and appropriate data in their research, which is are intending to understand phenomena about what is experienced by the research subject (Mohjan, 2018; Barnham, 2015).

In this review, researchers studied this study with descriptive methods that directly describe an object, phenomenon, or social setting with integrity in narrative writing. Therefore, data, facts are put together in the form of words or images rather than numbers. Describes something means describing what, why, and how an event can happen. Descriptive research methods explain that the state of an object that will examine corresponds to the actual country.

## 4. Results and Discussions

### 4.1. Overview of Teluk Village

Teluk Village is a village located in the Labuan Sub-District, Pandeglang Regency, Labuan District is in the west of Pandeglang Regency, which is about 41 km from the center of Pandeglang City. Labuan District has an area of 15.65 km<sup>2</sup>, while Teluk Village has an area of 97 Ha or around 12.59% of the total area of the District. The bay village consists of 16 villages namely, Karet Village, Karang Tenggang Village, Umbul Tanjung Village, Teluk Tengah Village, Pelelangan Village, Tanjung Sari Village, Cipunten Agung Village, Lebak Tanjung Village, Cicadas Village, Citaggok Village, Pasir Tanjung Village, Fisheries Village I, Fisheries Village II, Fisherman's Village I, Fisherman's Village II, and Badongan Village.

Then the area is divided into 13 neighborhood associations (RW) and 33 neighborhood associations (RT). The fishing or fishery business is located in the Bay Village Area, Labuan District, Pandeglang Regency, Banten Province. The geographical location of the village is the coast (seaside) with a height above sea level of about 1 meter and a beach length of 1-5 km<sup>2</sup>. From an economic standpoint, Teluk Village is included in the middle to upper-class economy category. Most of them work as fishermen, traders, teachers, private employees, and others. Out of the many livelihoods of the people of Teluk Village, it turns out that most of them are fishermen.

## 5. Discussion

The concepts of the strategic planning process in this study are:

### 5.1. Environmental Scanning

Environmental scanning is monitoring, evaluating, and seeking information from the external and internal environment for important people in the company. The aim is to identify the external and internal strategic factors that will determine the future of the company. Strategy formulation, especially strategic planning or long- term planning is usually related to the vision, mission and policies of an agency. Usually strategy formulation begins with conducting a situation analysis to obtain compatibility between external opportunities and internal strengths with external threats and internal weaknesses.

Based on the findings of geographic, demographic, and sociographic data in the previous section, Teluk Village is about 41 Km from Pandeglang Regency which has an area of 0.97 km<sup>2</sup>, and its geographical location is mostly a beach with a total of 16 villages with a population with a total of 12,003 people sourced from BPS in 2020. And based on data from Labuan District in Figures 2020, the number of business units in Teluk Village is 57 business units which include fisheries, fishermen, and other businesses such as food and beverage, and industrial processing.

Having a marine fishery resource potential in several areas, Pandeglang Regency seems to have the opportunity to develop its marine resource potential. Development can be carried out through intensification and extensification of production, bearing in mind that, Pandeglang Regency has a coastline of about 307 km which stretches from the West and South coasts of Pandeglang Regency to the border of Malingping District (Lebak Regency) (Sambah et al., 2019). And Teluk Village also has fishery potential, tourism potential that tourists have started to recognize, namely, such as beach tourism, Teluk Batako culinary tourism and other tours in Teluk Village. The District Government through the Pandeglang Tourism Office made Teluk Village an Otak-otak Village, in this case it was done because of the abundant and good fishery potential and the processed fish industry which is mostly produced by the people of Teluk Village.

### 5.2. Determination of Organizational Vision and Mission

- Organizational Vision is a goal to be achieved in future by an organization or institution.
- Organizational mission is the purpose or reason why an organization was founded or exists. A well-crafted organizational mission statement identifies the fundamental goals and objectives that differentiate an organization from other organizations and identifies the range of operations the organization in terms of the products offered and markets served.

The following is the determination of the Vision and Mission of the Regent of Pandeglang Regency:

- 1) Vision: Pandeglang Blessing, Competitive and Prosperous
- 2) Mission:
- 3) Strengthening access to education, health, and economic growth infrastructure.

- 4) Improving the quality of public services.
- 5) Increasing the ease of investing in sustainable and environmentally sound natural resource management.
- 6) Increase regional competitiveness by increasing the added value of the agriculture, fishery, tourism, and small and medium industrial centers.

From the vision and mission of the Pandeglang Regent for 2021-2026, it appears that the fisheries sector is being strengthened with the miss being ranked number 4 (four), meaning it is deemed necessary to make changes. The main set of office holders within the Pandeglang District Fisheries Office. Make changes to programs and activities towards more responsive innovative ways of managing the potential of the fisheries sector.

By implementing strategic management following the following sequence:

- a. Formulate a vision
- b. Develop a mission to achieve the vision
- c. Define success indicators derived from the vision to measure results
- d. Formulation of strategies to address risks and threats
- e. Carry out tactics following the strategy to carry out the mission to achieve the vision

### 5.3. Strategy Determinations

Organizational strategy is a comprehensive planning formulation of how the organization will achieve its mission and goals. The strategy will maximize competitive advantage and minimize competitive limitations.

Based on environmental identification and review of the vision, mission and strategic plan, issues of marine and fisheries strategy are determined which include:

- The quantity and quality of marine and fisheries human resources are not optimal
- Efforts to improve the welfare of fishermen
- Production and productivity of capture fisheries and aquaculture
- Increase in the production of processed fishery products and investment in the fishery sector.

### 5.4. Setting goals

The formulation of the Mid-Term goals and targets of the Regional Apparatuses is one of the important stages in the preparation of the Regional Apparatus Strategic Plan. The formulation of measurable goals and objectives will provide clear directions on how to achieve the expected performance by overcoming various existing problems. To realize the Vision and carry out the Regional Development Mission, the Pandeglang Regency Fisheries Service has set the main objectives for the development of the fisheries sector for the next 5 (five) years, namely:

- 1) Improving Fisheries Processors and Marketers;
- 2) Realization of increased production and productivity of fisheries;

The goals are: Increasing the competitiveness of fisheries in Pandeglang Regency.

### 5.5. Determination of the annual plan for the Pandeglang District Fisheries Service

In achieving the strategy and policy direction in the Strategic Plan (Renstra) for the next five years, the strategy used to achieve the vision and mission of the Regent and Deputy Regent of Paser, especially in the field of maritime affairs and fisheries, and policies are taken as a direction in determining the configuration of programs and activities to achieve the goals.

### 5.6. Controlling or Evaluation

Evaluation and control measure what the organization can produce or achieve. This means comparing the performance of the organization with the expected results of the company. Performance is the result of an activity. What measure is chosen to measure performance depends on the organizational unit to be assessed and the goals to be achieved. The objectives set earlier in the strategy formulation section of the strategic management process (such as profitability, market share, cost reduction, and so on) should be used properly to measure organizational performance if the strategy has been implemented. As the result of an activity, included in performance is the actual result of the strategic management process.

This controlling or evaluation is carried out by the Pandeglang Regency Fisheries Service by discussing with stakeholders related to the program being implemented. On February 6, the Pandeglang District Fisheries Service discussed with the Fish and Environmental Health Testing Center regarding resource potential and regional readiness stages starting from preparing a short, medium, and long-term master plan. The plan will soon be carried out by the PIC of Lobster Cultivating Village, Kab. Pandeglang is coordinating with the Provincial DKP. Considering that this cultivation village also needs support from other sectors such as the Office of Public Works, Cooperatives, banking, and the District/Village side, coordination will be scheduled simultaneously with these parties.

From the results of coordination with the Pandeglang District Fisheries Service and several cultivating stakeholders, it showed a positive response. The problem is that the regional budget needs to be pushed through the Fisheries

Service to help support it through its APBD allocation, given the budget constraints of the DJPB which needs to encourage aquaculture villages nationally. As in Lebak Regency, in 2022 the village budget allocation (ADD) has been set at 20% for fishing activities. The local government can also do the same thing considering that the fishery potential in this area is quite large and becomes part of the community's livelihood.

## 6. Conclusion

Based on the results and discussion of this research, the conclusion that can be drawn is that this study underscore the significance of a multifaceted policy strategy aimed at empowering fishermen in Teluk Village. The strategy primarily revolves around bolstering both internal and external resources of the Pandeglang Regency Maritime Service organization. This entails the implementation of diverse fisheries business development programs and the provision of technical guidance to fishermen, particularly within business groups. Moreover, the strategy emphasizes the importance of continuous monitoring, evaluation, and reporting mechanisms to ensure the effectiveness and sustainability of empowerment initiatives. Moving forward, it is recommended that efforts be intensified to facilitate fishermen's access to various institutional empowerment programs. Additionally, revitalizing damaged facilities and infrastructure, particularly in the aftermath of the tsunami disaster, is crucial for further enhancing the resilience and livelihoods of the fishing community in Teluk Village. This suggests a comprehensive approach encompassing capacity-building, resource allocation, and infrastructure development to foster sustainable development and resilience within the fishing industry of the region.

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