

Harmonization of Policy Development and Its Implementation towards Supra Village Development Policy to Achieve Development of Coastal Communities in Nagur Village Serdang Bedagai Regency in North Sumatra Province

Beti Nasution^{1*}, Marlon Sihombing¹, M. Arif Nasution², Erlina³.

1. Faculty of Social and Political Science/Public Administration, Jalan Prof. Sofian No.1 Medan 20155 Sumatera Utara
2. Faculty of Social and Political Science/Public Administration, Jalan Prof. Sofian No.1 Medan 20155 Sumatera Utara
3. Faculty of Economic, Jalan Prof. T.M. Hanafiah, Medan 20155 Sumatera Utara

* E-mail of the corresponding author: betinasti@yahoo.com

Abstract

The purpose of this research is to determine and analyze the suitability Nagur Village development policy and implementation of the supra village development policy. The study used a qualitative descriptive approach. Primary data collection techniques used in depth interviews and observation. Secondary data collection by studying books, related literature and documents. Analysis method using comparative policy analysis model as developed by Lor, Peter (2011). The result of the research showed that none of development policy (programs/activities) and its implementation contrary to the supra village policy (regency, provincial, and national). However, the policy and its implementation does not resolve the question of public policy because the policy only see the suits of the supra village policy without seeing the real issues in society and the policy was not carried holistically and integrated.

Key Words: Harmonization, Policy Implementation, Community Development

1. Introduction

Development of coastal communities especially village communities require serious attention. Coastal communities are poor, their living conditions are not in accordance with the ideals and spirit of independence of the Republic of Indonesia. Various development policies have been issued and even implemented, such as; poverty eradication programs, community development programs, policy establishment of the Ministry of Maritime Affairs and Fisheries which is now called the Ministry of Maritime Affairs and Fisheries, and since 1 January 2001 has implemented a policy of decentralization and local autonomy. The policy has the purpose to create the community development especially for the coastal community. However, these policies have not shown concrete results, yet can release people from the shackles of poverty.

The number of poor people in coastal area of Indonesia in 2011 increased compared to 2008 (4.7 million increase), which are in poverty of 7,8 million people and in a very poor condition of 2,2 million people (Hendra Saporini, 2011). The fishermen poverty is seen from the settlement conditions, sanitation, and human resources still remain attached, especially if focused on traditional fishing households (Marbun and Krishnayanti, ed, 2002).

The poverty condition of coastal communities is also reflected in the coastal areas of North Sumatra, especially in the Nagur Village of Serdang Bedagai Regency (Sergai). The living conditions of the people are contrast to the potential of that coastal region. The Coastal regions of Sergai Regency have considerable potential as; geographical location is very prospective for marine fisheries, either coastal or fresh water fisheries or other wetland usage. Investment opportunities such as fisheries and mini ice plant investment opportunities (Regional Fisheries and Marine Office, 2009).

The Position of Sergai Regency as a new region with all its natural richness has generally been successful in development, but it has not yet fair and equitable. Overall per capita income of the community of Sergai Regency (GDP) has reached Rp 14.272.860 per year (2009), in 2010 Rp16.315.410 and in 2011 Rp18.177.760. It means the average per capita income in a month of Sergai society from 2009 to 2011 over one million Rupiahs. The Human Development Index has been at 72.94 in 2009, this achievement belonging to the middle and upper categories according to standard UNDP, was in the low category is at 50 down (Statistics

Board 2010). But if filtered to Nagur villagers hasn't been prosperous yet. The population of Nagur Village in 2012 was 6927 by the number of households is 1.815, the average household education is at primary school level and even some still not graduated from primary school, public revenue, especially fishermen of Nagur Village average is still low at Rp 15,000, - (Head of Nagur Village, 2012).

The conditions of the coastal communities show that regional development in Indonesia in decentralization era has not shown the good results, there is still a development gap between regions and communities are still in poverty. Baiquni declared social inequality issues such as poverty and inequality of development between regions in the form of retardation, is still the fundamental issues in regional development in Indonesia. The problem of poverty and underdevelopment becomes chronic because of wrong policy development. "People are poor, because of poor policy" when it is actualized into the development planning occurs loss in its implementation (Baiquni, 2010).

The exposure explains that in the era of decentralization the centralized approach dominates the decentralized approach. Decision making is more on top-down approach and the community has not been directly involved in the overall development process. Nikijuluw stated "other needs which have not been met with less involvement of coastal communities in development (Nikijuluw, 2010). The study by Sihombing (2007), shows that the coastal communities in Langkat Regency are still positioned merely objects that must accept and follow the decisions and policies of government.

Japan and China have proved the success of development through the implementation of policies of decentralization and local autonomy to the village and even to the public. Fisheries and marine resources of Japan has donated 54% of GDP through decentralized implementation. Traditional fisheries management in Japan is not done centrally but with a decentralized management system along with the involvement of fishermen and government (co - management of coastal fisheries) (Matsuda, Makino, and Sakurai, 2009). While in China, politically, the coastal region was the first to reach substantial autonomy in terms of economic and political decentralization is used to meet local needs and interests in China (Lau Maren, 2002). Based on that description, the purpose of this study is to determine and analyze harmonization of policy development and implementation of the supra village development policy of Nagur.

2. Literatur Review

2.1. Development Policy

The policy is the purposive action taken by one actor or some actors concerning to the existing problems or problems faced (Anderson, 1975). Policy is a course of action taken by the central government/region to achieve the goal (RI Act No. 25 of 2004 Article 1, verse 15). The policy implementation according to Webster dictionary that to implement means to provide the means for carrying out; (providing the means to carry something); to give practical effect to (impact / result of something). If we follow this view, the implementation of the policy can be viewed as a process of implementing policy decisions (usually in the form of laws, regulations, judicial decisions, executive order, or presidential decree (Wahab, 1990). Policies and law regulations produced by the ruler are getting more closed with the public wish if they are done through public discourse/deleberatif (Mardiyanta, 2011).

Mazmanian and Paul Sbatier (1979) explained the meaning of implementation is; "understanding the reality after a program is applied or formulated which is the focus of the policy implementation, that is the phenomena and the activities occurred after the national policy guidance legalized, which cover the efforts either to administrate or to cause the real impact to the public or the phenomena". The policy implementation therefore must be suitable with the planned program and the program must be inspired or suitable with the public needs so that it can produce out-put and outcome to the public. Development Policy is here are out lined in the development planning of programs/activities proposed Nagur village government in Middle Term Development Planning (RPJM) for overcoming.

2.2. Regional Development and Regional Planning Concept

The success of regional development policy is determined by the condition of the area to be developed. Each region has different characteristics both potential human resources, natural resources, socio-cultural, economic and political, therefore it needs a deep understanding of the region characteristics if, about to release the regional policy (development program) that has advantage to the public (effective). Based on that, the regional development should be based on the concept of knowledge (regional science).

The region is area or region which is generally defined as a space that is considered to be a unity of physical development of life, social and economic (Soetomo, 2006). The coastal area is transitional between

terrestrial and marine ecosystems affected by changes in land and at sea (Law No. 27 Year 2007 on the Management of Coastal Areas and Small Islands).

Russell Ackoff (1974) states " when contrasted with problem solving, planning should have been none other than the handling of a system problem holistically (in Brynt and White 1998). According to Friedmann (in Tarigan, 2008) planning is primarily a way of thinking about of social and economic problems, planning is predominantly oriented toward the future, is deeply concerned with the relation of goals to collective decisions and Strives for comprehensiveness in policy and programs. Development planning in Indonesia by Act No.32 of 2004, local development planning should be structured as a unit in the national development planning (Article 150, verse 1). Then the regulations (PP) N0 72 of 2005 explained that the village development planning should be structured as a unit in development planning regencys /cities (Article 63, verse 1). Planning must be prepared in a participatory manner by the appropriate government authority villages (verse 2) and also involve village civil society institutions (verse 3).

2.3. Coastal Community Development

According to Widodo (2000) community development is efforts to improve the welfare of society. According to Todaro (1998: 19) development is a multidimensional effort that includes fundamental changes to various aspects such as social structure, community attitudes, and national institutions, while still pursuing economic growth acceleration, handling income inequality, and poverty alleviation. So in essence the development should reflect the total change in a society or adjustment of a social system as a whole, regardless of the diversity of the basic needs and desires of individuals and social groups in it, to move forward towards a state-paced life better, material and spiritual.

3. Materials and Methods

This study uses descriptive qualitative method. Primary data collection techniques by conducting the structured in-depth interviews by using tape recorder and observation. Secondary data collection by studying books and related literature and documents. The method of analysis using comparative policy analysis model as developed by Lor Peter in his article titled Methodology in Comparative Studies (2011).

4. Result and Discussion

To measure the proper of development policy of Nagur Village and its implementation towards this Supra Village policy, first, to see the problems in Nagur Village Middle Term Development Planning/RPJM (2008-2013), Regional Middle Term Development Planning/RPJM RPJM of Serdang Bedagai Regency (2010-2015), Middle Term Development Planning/RPJM of North Sumatra Province (2009-2013) and the problems in level of National Middle Term Development Planning/RPJM (2009-2014). Then to compare the problems with the development programs/activities proposed in Village Middle Term Development Planning/RPJM and furthermore to see its implementation whether they are suitable with the proposed programs. After that, comparing the Village Middle Term Development Planning/RPJM with Supra Village Middle Term Development Planning/RPJM Regional Middle Term Development Planning/RPJM Serdang Bedagai Regency, Middle Term Development Planning/RPJM of North Sumatra Province and National Middle Term Development Planning/RPJM, so that it can be known whether the development policy of Nagur Village and its implementation is suitable with supra village policy.

4.1. Result (Study Invention)

The study found that, none of development policies (programs/activities) and its implementation contrary to policy of supra village (regency, provincial, and national), however they can not solve the problems (can not create the community development). It's caused by the policies made by the Government of Nagur Village are totally wrong. The wrong policies made by the village government can be traced by from the various policies, which are found 5 (five) categories of the Nagur Village Government's policies, they are; a). The Suitable Policies according to the issues and interests of the community and in accordance with the policy as well as the realization of supra- village but could not overcome the public problems. b) Issues and policies in accordance with the public interest and also in accordance with the supra- village but there is not any realization), so the problems still exist. c). The proposed program is not in accordance with the concerns and interests of society but in accordance with the policies of supra village, so the problem still exist. d). There is no program/activity proposed to solve the public problems although they found the crucial issues, so the problem still exists e). The Policy is not needed anymore because it has been realization and it is not the public interest but every year it is proposed so that policy is useless. For more detailed, it can be seen from table 1.

Table 1. The Suitability of the programs with the supra village policies (regency, province, national)

The Proposed Programs	Suitable with Community Problems	Suitable with Supra Village Policies (regency, province, national)	Realization	Problem Solving
Drilling Well and infrastructure to solve the Floods	Yes	Yes	Yes	The problems unsolved, because; done by uniformity principle and not holistically and unintegrated.
Home industry and River Nagur dredging	Yes	Yes	No	The problems still exist
The procurement of Agricultural Machinery, cattle, fish farming pond, building the integrated health service (posyandu), nutrit perbaikan giziion improvement	No	Yes	No	The problems still exist
No programs to solve the crucial problems	-	-	-	The problems still exist
Building Kindergarten (Not necessary anymore)	Not Suitable	Yes	No	The policy is useless

4.2. Discussion

Based on the study invention above, the further discussion is;

- a. **The Suitable Policies according to the issues and interests of the community and in accordance with the policy as well as the realization of supra- village but could not overcome the public problems**, such as; program to provide clean water and infrastructure to cope with floods. Program to provide clean water and flood control has been realized but did not solve the problem. This is due to the measures taken village government is not done in a holistic and integrated. Russell Ackoff (1974), Friedman (1977), Soegijoko (1997) and Miraza (2010) states; efforts to resolve the problems of society will be successful if based on issues and done holistically and integrated. The efforts to solve the community problems would be succesful if the problems were handled holistically and integrated .

Development wells drilled in 2012 the same amount for each sub village that is 3 points while the population density of each different subvillage where the subvillage population I and II are very solid. Procurement boreholes per sub village not based on population but only see the number of wells drilled in common is constructed (the principle of uniformity), consequently the problem is not over. While at the village level supra (national to regency) there is a program to deal with the problem of uneven distribution of the population but not utilized by the village government.

Procurement programs/infrastructure improvements to cope with flooding, such as the construction of footpaths, ditches leaning, reparation of roads in the sub village III in accordance with the affairs of society and the realization of activities in 2010, but flooding in rainy seasons. Programs addressing the flood do not see the relation to program/other activities, like Nagur River dredging which is not yet implemented. Nagur river serves as a rain shelter is now full to the brim, overflowing trash, overgrown plants and grass then there is no place rain drains. Flooding still occurs and its impact society itching disease. According to the findings of the field has been more than 10 years ago proposed a tributary pengorekan this Nagur but not realized.

- b. **Issues and policies in accordance with the public interest and also in accordance with the supra-village but there is not any realization**, so that problems remain, such as; democratic economic development with a home industry business development activities to overcome unemployment and also River Nagur dredging to solve flooding. The findings show that the realization of development

programs can not be implemented because there are no funds. The indept research found that not only due to funding issues alone but still influenced by vested interest and less lobby with related agencies in the Regency Sergai. This is in accordance Tachjan opinion (2006), that;

" historical perspective view that public policy implementation is a process that tends to be linear, comply with a series of mechanisms and are likely mechanistic. In fact, the reality of public policy implementation is not especially linear mechanistic .the success of public policy implementation is mostly determined through a process of negotiation, bargaining, or lobby to make compromises. However, the capacity of the implementing agency is still required to manage the various interests”.

c. The proposed program is not in accordance with the concerns and interests of society but in accordance with the policies of supra village village so the problem still exist . The number of programs are not small, if it has been implemented it is not beneficial to society because it does not conform to society's problems, such as; programs/activities for farmers cope with water shortages in the dry season, the program activity cage and fattening cattle for mothers, programs/activities to help fishermen who lack of capital, programs/activities to solve the problem of children dropping out of school, programs/activities overcome the problem health according to the seasons calendar. At the supra-village level are available various programs to address this issue but are not utilized by village government. Development Programs proposed by village government are not suitable with the public problems that will lead to the absence of public welfare.

d. There are no programs/activities proposed to solve the public Problems although they found the crucial issues, such as; no program for capacity building of village government officers, there is no program for the improvement of village governance, there is no program to address the issue of population density of the sub village I and II, there are no programs activities to overcome the problem of low education households, there are no programs/activities to address issues such as security and order programs/activities for the issue of theft of community's goods and livestock, programs/activities for drug issues and programs/activities to eradicate illegal fishing.

The absence of the proposed policy to overcome village problems of society in the era of regional/local autonomy can actually be solved with a top down approach through the tasks. But the problem is not the government responded to the village or no programs / activities proposed to deal with is a crucial issue and the number is not small. If the problem is overcome by medebewind means a greater role in the medebewind of decentralization , the authority of the village is not intact (politics and administration). The village administration more exercise authority, or in other words more authority in the dominance of administrative authority.

According to Law 32 of 2004 section 1 (9) medebewind is the assignment of the Government to the area and / or the village from the provincial to the regency/city and/or village as well as of the regency/city to the village to carry out certain tasks. The sentence indicates that the medebewind is not in the sense of complete decentralization (decentralization of political and administrative) but only administrative decentralization. Eko (2008) also confirmed the medebewind is not categorized as village authority for medebewind is merely carrying out certain tasks with financing, infrastructure and human resources to the implementation and reporting obligations to the assigned account.

Decentralization is devolution as a whole; devolution of political and administrative (Tjokroamijoyo, 1987). Decentralization is the devolution of government by the Government to local autonomy to govern and manage the affairs of government in the system of the Republic of Indonesia, (Law 32/2004, Rondinely and Nellis, 1986). Set up is a policy-making and care of is to implement policy (Nurcholis, 2008). Thus, the complete decentralization is devolution of political and administrative assistance tasks while merely administrative devolution.

e. The Policy which is needed anymore because it has been released and not the public interest but each year is proposed, such as; road construction activities in the sub vilage III, village offices and

kindergarten construction were still proposed fixed in 2011 and 2012 although they have been already built completely. It shows no priority scale in development programs and no evaluation. So the policy is useless.

Government policies such as in Nagur village can not solve with the problems of society, due to 2 things namely; first, development policy which is incorrect such; appropriate policies and realization but can not overcome the public problems (letter a) and; not appropriate public policy issues but at the discretion of the supra village (letter c). The policy which is considered to be wrong because it is not based on the issues and interests of the community and if appropriate policies and realization but can not solve the problem. This is because policy formulation and its implementation is not done holistically and integrated with other programs that have been linked, so that even though there remains the issue of the realization of the program, thus it can be said its policy is wrong. According to Wahab (1990) sometimes the policy can not be implemented effectively not having been implemented arbitrarily, but because the policy itself poor/bad. The cause of all this, if you want to find out, not least because the policy had been based on an inadequate level of understanding of the issues to be addressed , the causes of the problems and how to solve; or the opportunities available to address the problem, the nature of the problem and what is needed to take advantage of the opportunities.

Second, low government commitment and political will can be seen from the village there is no public policy to address the issue (letter d) and the policy is no longer needed but still proposed (letter e). The main cause of such a policy because of the low commitment and political will of village government. Based on the findings of the field that the organizational structure has been good in the sense it is clear the unit of work in accordance with the field work required. The organizational structure is equipped with clear duties and functions. The quality of both village officials and village leaders village seen from the level of education has qualified the educated middle level education (high school). Work experience for a long time and some have a very long experience as secretary of the village for 20 years and has been a civil servant (PNS) as well as the head of village development section more than 10 years. Besides, based on the Physical Realization Report and Financial Regency Sergai (2010 and 2012) has been to improve the quality of human resources Nagur village government officials through a variety of programs such as; training makes Middle Term Planning/RPJM, Government Activities Planning/RKP, preparation of Village Budget, making Village Regulations and accountability reports.

It is thought to have enough to equip government officials to produce a good performance, but the performance was not optimal. Means not because Human Resources of village officers are lack the ability and skill in carrying out their duties and functions, but because of the commitment and political will are low so it does not have a good motivation to increase knowledge, abilities and skills to better performance. McClelland (in Budiman, 1996) which is famous for the concept of need for Achievement (n - Ach) concluded; to make a successful job, the most important is the attitude towards the job. One critical issue is whether a person has the spirit in the face of the work. Mitrani, Alain (1995) expressed in terms of cost effectiveness, you should choose people who have the motivation and the main characteristics of a good temperament, and then improve the abilities and skills.

The low commitment and political will impact on the poor management of the village administration to poor/bad governance. The governance performance has not involved public yet, decision-making is still dominated village government and local democracy has not been done, does not respond to public concerns and there is a policy followed in vain, as a result of development not achieved.

The low commitment and political will are also found in the regency. It can be seen from some of the policies in accordance with the actual problem but can not be implemented for no funds as the reasons (letter b), the only right reason itself. Even if there is the realization of development programs and there was very little development projects Sergai the regency government through its service. Means the regency government has not been willing to delegate Sergai both political and administrative authority to the village and it is not consistent with the objectives of autonomy that is to empower the community.

The feature of community development views of health facilities availability is pretty good but still limited to improve the nutrition of children and treat minor illnesses. Educational facilities are good enough, but it has not been able to motivate the children to school diligently, they found the children drop out of school. People's lives are still poor because of low production, lack of means of production and lack of capital, the average income is still low, full employment is limited. However, attitudes and behavior in protecting the environment has been good. The mental attitude of development between the fishermen communities and farmers' communities are different in terms of use of spare time, discipline, working spirit, saving money desire and to motivate children to school diligently. The farmers have better mental attitude of development while fishermen are lack of the mental attitude of development.

5. Conclusion

The development policy of Nagur Village is not contrary with supra village policy, however it can't solve the problems face by the public. It is because; first, the development policy is wrong. The policy is supposed to wrong because it only the adjusted the policy with supra village policy; however they are not matched with the public problems and interests. Then, there are some policies which are matched with the public problems and interest and implemented; however they can't solve the public problems because the policy implementation is not done holistically and integrated with other programs which actually are linked each other, thus, although the programs are successfully implemented but the problems still exist. Secondly, low commitment and political will either from the village government or the Regency Government of Serdang Bedagai. Such policies of course can't create the equal development for the whole community either physically or mentally. The public income is still in low category, there are some drop out school students and fishermen's stance/mental is not suitable with the development stance/mental.

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