



Implementation of the Small E-Pas Program for Fishermen in the Work Area of the Airport Office and the Port Authority of Lhokseumawe City

Nurul Fitria^{1*}, Fidhia Aruni², Muhaddis³, Rabiatal Adawiyah⁴, Ana Zahara⁵

¹²³⁴Universitas Senior Medan

⁵Universitas Mohammad Natsir Bukittinggi

Corresponding Author: Nurul Fitria, nurullsm87@gmail.com

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ABSTRACT

This study examines the implementation of the Small E-Pas Program for fishermen in the working area of the Lhokseumawe City Airport and Port Authority Office (KSOP). The problem in this study is the low administrative and digital literacy among fishermen and the existence of fishing boats operating without complete documents, so that the ownership of Small E-Pas has not met expectations and has the potential to pose shipping safety risks and difficulties in accessing government assistance programs. The purpose of the research is to know and understand the implementation of the Small E-Pas Program, as well as identify obstacles and efforts to implement it. The research uses Edward III's policy implementation theory with a descriptive qualitative approach. The results of the study show that the implementation of the Small E-Pas Program at the Lhokseumawe City KSOP has run through a structured administrative service mechanism, including submitting applications, checking documents, measuring vessels, checking seaworthiness, and issuing documents electronically, with the support of officers who are committed to providing assistance to fishermen. However, the effectiveness of the program is still limited by the low administrative and digital literacy of fishermen, uneven socialization, limited number of officers and digital facilities, and service procedures that are not fully understood by fishermen. Efforts made include strengthening direct socialization at the location of fishermen's activities, simplifying information on requirements, increasing mentoring, strengthening digital facilities, coordination with related parties, and shipping safety education.

INTRODUCTION

The development of the marine and fisheries sector is a strategic part of supporting national economic growth, especially in coastal areas that depend on capture fisheries activities. The Government of Indonesia places shipping safety and ship legality as top priorities in the governance of sea transportation to ensure security, order, and protection for smallholder fishermen (Ministry of Transportation of the Republic of Indonesia, 2020). Strengthening the administration of fishing vessels is an important instrument to ensure that all vessels operating have met safety standards and applicable legal requirements.

Regulatively, shipping safety regulations are regulated in Law Number 17 of 2008 concerning Shipping which emphasizes that every ship is required to have a nationality certificate and safety documents as proof of operational legality (Republic of Indonesia, 2008), which is emphasized through Government Regulation Number 51 of 2002 concerning Shipping regarding the obligation to register ships, including small fishing vessels (Republic of Indonesia, 2002). As a form of simplifying services for fishing vessels under 7 Gross Tonnage (GT), the government through the Ministry of Transportation has established a policy for the issuance of Small Passes electronically (E-Pas Kecil) to speed up the administrative process, improve the accuracy of ship data, and support the digitization of public services in the marine transportation sector (Ministry of Transportation of the Republic of Indonesia, 2020). The Small E-Pass is an important legality document that serves as proof of registration as well as the identity of small fishing boats. Administratively, the authority of issuance lies with the Office of Airport and Port Authority (KSOP) in accordance with the Regulation of the Minister of Transportation Number PM 36 of 2012 concerning the Organization and Work Procedures of KSOP (Ministry of Transportation of the Republic of Indonesia, 2012).

Lhokseumawe City as a coastal area in Aceh Province has a significant number of traditional fishermen and depends on small boats under 7 GT. Socioculturally, fishery activities in this region are also influenced by marine customary systems such as Panglima Laot, so policy implementation requires an approach that is not only administrative, but also considers local social and cultural aspects. Based on the researcher's initial observations, the implementation of the Small E-Pas Program in the work area of the Lhokseumawe City KSOP still faces various obstacles, such as fishermen who do not fully understand the importance of ship legality, so that the level of ownership of Small E-Pas is still not as expected. Low administrative and digital literacy among fishermen also affects their participation in the electronic registration process. Another problem that arises is that there are still fishing boats that operate without complete documents, so that it has the potential to pose shipping safety risks and difficulties in accessing government assistance programs such as fuel subsidies, fishermen's insurance, and fishing gear assistance, even though the legality of ships through Small E-Pas can be a prerequisite for the integration of fishermen in various social and economic protection programs.

Based on this description, this article aims to find out and understand the implementation of the Small E-Pas Program for fishermen in the work area of the Airport Office and the Port Authority of Lhokseumawe City, as well as identify obstacles and efforts to implement it. This research is focused on the implementation of policies, obstacles, and efforts in the implementation of the Small E-Pas Program to fishermen in the work area of KSOP Lhokseumawe City. Theoretically, this research is expected to add to the treasure of state administrative science within the scope of public policy, and practically is expected to contribute to improving the ability to apply theory in the field and become an input for related institutions in implementing the Small E-Pas Program to fishermen.

LITERATURE REVIEW

Public Policy and Policy Implementation

Public policy is interpreted by Dye as everything that is done or not done by the government (in Nugroho, 2008), while Anderson interprets it as a policy set by government institutions and officials (in Subarsono, 2005). Easton defines public policy as the determination of values for society (in Subarsono, 2005), while Tachjan (2008) interprets it as a series of decisions with moral consequences that prioritize the public interest. Policy implementation, according to Tachjan (2008), is the process of implementing or implementing approved public policies by utilizing tools and resources to achieve the policy goals. Winarno (2014) emphasized that implementation is a phase of the policy cycle that begins immediately after the law is passed, while Ripley and Franklin (in Winarno, 2014) interpret implementation as a series of actions by actors, especially bureaucrats, that are intended to make the program run. Grindle (in Winarno, 2014) emphasized that the success of policy implementation cannot be separated from the environmental conditions of the policy and the degree of change to be achieved, including the accuracy of policies, the accuracy of implementation, the accuracy of target targets, and the accuracy of the environment (Nugroho, 2003).

Edward III's Policy Implementation Theory

George Edward III explained that the success of policy implementation is influenced by four main interrelated variables, namely communication, resources, the disposition or attitude of the implementer, and the bureaucratic structure. Communication is related to the transmission, clarity, and consistency of policy information to implementers and target groups. Resources include human resources, budgets, facilities, and information that support policy implementation. Disposition is related to the attitude, commitment, and honesty of the implementer in carrying out the policy. The bureaucratic structure is related to the existence of work procedures or standard operating procedures (SOPs) and the division of tasks that guide policy implementation. These four variables are used as an analytical framework in this study to see the implementation, obstacles, and efforts to implement the Small E-Pas Program.

Small E-Pas Programme for Fishermen

Small E-Pas is a ship registration certificate as well as the validity of an electronic-based ship that must be owned by every ship owner with a size of 1 (one) GT to 6 GT, in accordance with the Circular Letter of the Directorate General of Sea Transportation Number SE.1/DJPL/2020, and issued by each Airport Authority Office and Port Authority (Rahmawati, 2024). Small Pass is a mandatory administrative requirement for fishermen that is useful in collecting data and inspecting ships in local waters, as well as being a requirement for exporting catches. Based on the Regulation of the Minister of Transportation Number PM 39 of 2017 concerning Registration and Nationality of Ships, ships registered and sailing in Indonesian waters are given an Indonesian Ship Nationality Certificate, which is in the form of a sea letter for ships measuring 175 GT or more, a large pass for ships measuring 7 GT to less than 175 GT, and a small pass for ships less than 7 GT in size. The Small Pass serves as a ship's nationality certificate, ownership document, sailing equipment document, and shipping safety document, and is valid for five years before it must be extended. To speed up and simplify the issuance process, the Directorate General of Sea Transportation launched the Small E-Pas Application through the official pasecil-ditkapel.dephub.go.id website in accordance with Circular Letter Number SE.1/DJPL/2020, so that fishermen no longer need to go through the time-consuming and costly conventional bureaucratic process.

METHODOLOGY

This study uses a descriptive qualitative approach to reveal the facts of the implementation of the Small E-Pas Program according to the applicable context and social situation (Sugiyono, 2007). The research was carried out at the Lhokseumawe City Airport and Port Authority Office in February-July 2026, considering that digital-based legal documents that must be owned by fishing boats are still often misused, such as the Small Pass used for ships that are no longer operating or used by other ships to get fuel subsidies, so that the data integrity in the program still needs to be strengthened.

The data source consists of primary data obtained through interviews and observations of informants selected using purposive sampling techniques, namely Ship Surveyors, Ship Seaworthiness Inspectors/Small E-Pas Processors, Ship Seaworthiness Inspectors/Ship Safety Equipment Inspectors, Office Administrators, and a fisherman; and secondary data obtained through literature review and related documentation. Data collection techniques are carried out through observation, unstructured interviews, and documentation of books, regulations, minutes, and other relevant written materials (Arikunto, 2002). Data analysis uses the interactive analysis model of Miles and Huberman (1998) which includes data reduction, data presentation, and conclusion drawn.

RESULT AND DISCUSSION

Implementation of the Small E-Pas Program for Fishermen

E-Pas Kecil is a digital administration system that is implemented to provide legality for small fishing boats, including information on owners, boat size, and safety equipment, as well as being an important prerequisite for

fishermen to participate in government programs such as fuel subsidies, fishermen's insurance, and assistance for fishery facilities. Its implementation at the Lhokseumawe City KSOP is carried out through a series of administrative and technical procedures: submission of applications by fishermen, document examinations, ship measurements by surveyors, to inspection of the feasibility and completeness of safety equipment, with a clear role for safety inspectors, administrative processors, and safety equipment supervisors.

"... The socialization of the Small E-Pas Program to fishermen is carried out through direct explanations, both when fishermen come to the office and when officers carry out data collection and ship measurement activities... Direct delivery is still the most effective way because some fishermen are easier to understand if explained face-to-face." (Deddi Agusriadi, Ship Surveyor, interview)

The results of the study show that the delivery of information about the Small E-Pas Program is still more directly carried out and has not fully reached all fishermen, especially fishermen who rarely come to the office, are not members of fishermen's groups, or have limited access to digital information. In terms of resources, the implementation of the program has been supported by officers with their respective roles – ship measurement, document processing, seaworthiness checks, safety equipment inspections, and office administration – but the number of officers is not always proportional to the needs of the service, and electronic-based services depend on the stability of the internet network and digital systems.

"... The availability of resources in the implementation of the Small E-Pas Program basically already exists, both in terms of officers, computer devices, internet networks, and electronic service systems. However, because the document processing process relies on digital systems, network outages or technical constraints can slow down services." (Salsabila Frida Adistia, Shipworthiness Inspector/Small E-Pas Processor, interview)

From the aspect of disposition, the Lhokseumawe City KSOP officers showed a good commitment in carrying out the program, not only carrying out administrative tasks but also providing assistance to fishermen who did not understand the procedures, using simple language to make it easier to understand. From the aspect of bureaucratic structure, the procedure for managing Small E-Pas has clear stages – submission of applications, file checks, ship measurements, seaworthiness checks, electronic data input, and document issuance – although the structure has not been fully understood by fishermen as a policy target, so some fishermen still come with incomplete documents.

"... Small E-Pas provide benefits for fishermen because the boat has official documents and is easier to use to take care of certain needs, such as fuel subsidies, fishermen's insurance, and assistance from the government... but there are still other fishermen who do not know the importance of Small E-Pas." (Affdal Munir Abbas, Fisherman, interview)

Overall, the implementation of the Small E-Pas Program has provided important benefits in supporting ship legality, shipping safety, and fishermen's access to government programs, although these benefits have not been fully felt

equally because there are still fishermen who do not understand the importance of ship legality.

Obstacles and Efforts to Implement the Small E-Pas Program

The results of the study identified the main obstacle in the form of a low understanding of some fishermen on the importance of ship legality, so that ships are still found operating without complete documents. The delivery of information is also not completely even, because fishermen who actively come to the office or are members of fishermen's groups are easier to get information than fishermen who rarely have contact with officers.

"... not all fishermen get the same information about the Small E-Pas. Some fishermen know about the program from fellow fishermen, while others only find out when they need documents for assistance." (Affdal Munir Abbas, Fisherman, interview)

Another obstacle lies in understanding the procedure, because some fishermen have difficulty following the management flow which involves several stages and electronic systems, so that the process of issuing Small E-Pas becomes longer. Barriers also relate to resources, infrastructure, and digital facilities – network or system disruptions become technical constraints that can slow down the process of data input and verification, while limited numbers of officers become a problem as the number of applicants increases.

Efforts made to overcome these obstacles include: first, increasing direct socialization at the location of fishermen's activities such as ports, fish auction sites, and fish landing bases; second, simplifying information on procedures and requirements through written lists and service flow charts; third, increase assistance to fishermen in the document management process; fourth, strengthening digital facilities and service facilities; Fifth, improving coordination with the Fisheries Service, local governments, fishermen's groups, LAO commanders, and community leaders; and sixth, providing education about the relationship between ship legality and shipping safety.

Referring to the theory of policy implementation of Edward III, the success of the implementation of the Small E-Pas Program in the work area of the KSOP of Lhokseumawe City can be analyzed through four variables. First, the communication aspect shows that socialization has been carried out through the delivery of information directly to fishermen, but it is not fully optimal because the transmission element has not reached all policy targets, clarity of information is still a problem due to the limited administrative literacy of fishermen, and the consistency of socialization has not been carried out regularly and thoroughly.

Second, the resource aspect shows that the Ksop of Lhokseumawe City already has a policy implementer with a clear division of duties, but the number of officers is not always proportional to the needs of services and processes that are based on electronics are highly dependent on the stability of the internet network and digital system, in line with Edward III's view that even a clear policy cannot run optimally without the support of human resources. adequate budget, information, and facilities. Third, the disposition aspect shows that officers have a commitment and responsive attitude in providing services and assistance, so the obstacle in this aspect does not lie in the low commitment of the

implementers, but in the limited support of resources and communication that affects the effectiveness of their work.

Fourth, the aspect of the bureaucratic structure shows that the procedure for the Small E-Pas service has a clear and structured flow, in line with Edward III's view that a bureaucratic structure is necessary so that the implementation of the policy has a clear direction and division of responsibilities, but the structure has not been fully translated into a simple form of information for fishermen as a target group. Based on these four variables, it can be concluded that the implementation of the Small E-Pas Program has been running but is not yet fully optimal: communication has been carried out but not evenly distributed, resources are available but still limited, the disposition of the implementers has supported the program, while the bureaucratic structure already has a service flow but still needs to be simplified so that it is easy to understand by fishermen.

The implementation barriers found — in terms of communication, resources, and understanding of procedures by fishermen — are consistent with Edward III's framework that the four implementation variables affect each other: uneven communication weakens fishermen's understanding of the bureaucratic structure that has been available, while resource limitations limit the ability of officers who are actually well disposed to provide optimal services. The efforts made, such as strengthening direct socialization, simplifying information, improving mentoring, strengthening digital facilities, coordination with related parties, and shipping safety education, are basically steps to strengthen these four variables simultaneously, so that the implementation of the Small E-Pas Program can run more optimally and the benefits are felt by all fishermen in the work area of KSOP Lhokseumawe City.

CONCLUSIONS AND RECOMMENDATIONS

This study concludes that the implementation of the Small E-Pas Program in the work area of the Airport Office and the Lhokseumawe City Port Authority has run through a structured administrative service mechanism, including submitting applications, checking documents, measuring ships, checking seaworthiness, and issuing documents electronically, and supported by officers who are committed to providing assistance to fishermen. However, the effectiveness of the program is still limited by the low administrative and digital literacy of fishermen, limited resources, and uneven socialization. The main obstacles are related to the four variables of Edward III's policy implementation theory, namely communication, resources, executive disposition, and bureaucratic structure: information has not been conveyed evenly to all fishermen, digital facilities and the number of officers are still limited, service procedures are not yet fully understood, even though the attitude of the implementers is quite supportive.

Based on these findings, this study recommends that the Lhokseumawe City KSOP provide more extensive and routine socialization of the Small E-Pas Program, not only at the KSOP office but also at the location of fishermen's activities such as ports, fish auction sites, and landing bases, by delivering information in simple language accompanied by sample documents and

management flow charts. The Lhokseumawe City KSOP is also advised to improve fishermen's assistance and service facilities on an ongoing basis, including increasing the number of officers, improving the quality of digital facilities, and providing written guidance on administrative procedures and requirements, so that fishermen can take care of Small E-Pas more easily, quickly, and effectively. The implications of this study show that strengthening communication, increasing resource capacity, and simplifying procedures for managing Small E-Pas are needed to increase fishermen's awareness of the importance of ship legality, so that shipping safety, access to government assistance programs, and orderly administration of fishing vessels can be more guaranteed.

FURTHER STUDY

This study has limitations in the answers to interviews from fishermen, because not every time there are fishermen who come to the Lhokseumawe City KSOP to take care of Small E-Pas in the time span of the research that is carried out, so the information obtained from fishermen informants is relatively limited. Therefore, further research is recommended to expand the number and diversity of fishermen informants, including by visiting fishermen's activity locations directly such as ports and fish auctions, as well as using additional approaches such as Small E-Pas ownership surveys to strengthen the validity of findings regarding the effectiveness of the implementation of this policy in the work area of the Lhokseumawe City KSOP.

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