

## Implications of Legal Education for Social Policy in Madura

Safi<sup>1</sup>, M. Agus Ramdlany<sup>2</sup> & Rina Yulianti<sup>3</sup>

### Abstract

The objective of research is to explore educational significance inherent in the rule of law, and the implications of social policies pertaining to regional budgeting that safeguard salt farmers and enhance the efficiency of salt production. To accomplish these goals, a normative legal research design was employed. The findings of the study revealed that the social policy pertaining to salt farmers emphasizes the attainment of moral and mental values rooted in ideological principles and the foundation of the state. Understanding the legal regulations related to moral and mental values can shape and strengthen character and capabilities of salt farmers. This, in turn, fosters compliance with the rules and regulations established by the local government, thereby promoting their effective implementation. The second finding highlights the link between the implemented social policies and the budgeting system for the development of the Minapolitan Area, which relies on funding sources' authority. Unfortunately, the Minapolitan Area development program primarily focuses on boosting fish cultivation and fish catches, which may not adequately address the concerns of salt farmers in Madura. Consequently, there is a possibility that the welfare of the Minapolitan area of the Madura region and the economic security of coastal communities, particularly fishermen, might not experience significant improvements. The expected implication is that the juridical construction through legal education contained in the Regency Regional Regulation on the Protection and Empowerment of Fishermen, Fish Farmers, and Salt Farmers serves as the foundation for implementing diverse budgeting policies. These policies seek to establish legal certainty and enhance the welfare of salt farmers, guided by the principles of utilizing state finances while considering the unique characteristics of the region's potential.

**Keywords:** Legal education, social policy, value education,

### Introduction

Education plays a crucial role in shaping the entrepreneurial mindset and formulating strategies to advance businesses. Similarly, legal education serves as a medium through which communities can enhance their knowledge, understanding, and awareness of applicable laws. Therefore, it is essential for individuals to possess a comprehensive understanding of the law and cultivate robust legal awareness. Recent literature has revealed that the development of legal awareness is pivotal in constructing a state governed by rule of law state (Yi & Li, 2022).

<sup>1</sup> Dr., Law Faculty of Trunojoyo University, East Java, Indonesia, e-mail: [safitum4@gmail.com](mailto:safitum4@gmail.com)

<sup>2</sup> Dr., Law Faculty of Trunojoyo University, East Java, Indonesia, e-mail: [m.agus.ramdlany@trunojoyo.ac.id](mailto:m.agus.ramdlany@trunojoyo.ac.id)

<sup>3</sup> Dr., Law Faculty of Trunojoyo University, East Java, Indonesia, e-mail: [rina.yulianti@trunojoyo.ac.id](mailto:rina.yulianti@trunojoyo.ac.id)

A comprehension of the law is anticipated to establish legal certainty and foster a climate of social order within society, serving as a manifestation of responsible citizenship. Legal education also proves advantageous for business actors, especially concerning legal protection matters in their business endeavors.

The literature study reveals that being knowledgeable about consumer protection laws can prevent sellers from engaging in activities prohibited by the law (Zakieva et al., 2019). Furthermore, through legal education, business actors can gain an understanding of their rights and obligations. In this case, it is crucial for the government to consistently aid in establishing policies guided by the principle of economic justice. This is due to the significant role played by the rule of law and government policies in fostering economic development by supporting business actors (Disemadi, 2022; Ibratova & Ahadova, 2022; Wahyuni & Hartono, 2019).

In Indonesia, the role of the rule of law and government policy is of utmost importance, particularly in allocating budgets for the development of the Madura Minapolitan area and the surrounding islands. As stipulated in the Law on regional government, there is a provision regarding the mapping of mandatory government affairs that are unrelated to basic services and optional government affairs. This provision guides regions in their institutional setting, planning, and budgeting processes when executing government affairs falling under their jurisdiction.

The Republic of Indonesia Presidential Regulation Number 80 of 2019, concerning the Acceleration of Economic Development in the Gresik-Bangkalan-Mojokerto-Surabaya-Sidoarjo-Lamongan (Gerbang Kertosusila) Area, the Bromo, Tengger-Semeru Areas, and the Selingkar Wilis and Southern Cross Areas, is intended to streamline the process for regional government in making laws and policies for business actors. The main emphasis is on development and budgeting, while also prioritizing the principles of sustainable development in the economic sector. For example, the utilization of industrial areas in the Lamongan Regency, which is expected to improve the economic well-being of its residents (Ningrum & Widyastuty, 2021).

Apart from the aforementioned areas, there are additional regions included in the economic acceleration program for the East Java Province, namely supporting areas such as Madura and the surrounding islands (Suprpto & Manshur, 2020).

Previous studies have indicated that the shift in authority over managing coastal areas and small islands, from the regency to the provincial levels, has had an impact on the development planning system. The designation of the Madura region, particularly Sumenep Regency, as a Minapolitan

Area in Presidential Decree 80 of 2019, should be accompanied by a development planning and budgeting policy model aligned with the requirements of local communities. The limited capacity of business actors in the marine and fisheries sector, especially the fish cultivators, fish seekers or fishermen, and salt pond business actors poses a significant challenge to the long-term sustainability of the Minapolitan area (Mirajiani et al., 2022; Londa & Pangemanan, 2021; Santoso et al., 2020). The lack of effective coordination and collaboration between sectors, encompassing regional business actor sector and the management sector in the government in the development of marine and fisheries in the Minapolitan area, has substantial repercussions on the sustainable use of Minapolitan regional resources (Undang et al., 2022; Amirullah et al., 2021). Legal education plays a crucial role in addressing and averting disputes among the government, business entities, and society (Menkel-Meadow, 2004).

Madura Island, known as the salt island, earns its nickname due to being Indonesia's primary hub for salt production. However, empirical evidence suggests a concerning trend: the presence of unproductive salt fields and a lack of salt production activities conducted by local farmers in Madura, resulting in a decline in overall salt production.

At one point, salt farmers from East Java held a significant position, contributing approximately 70% of the national salt stock. Previous studies have focused on developing strategies to ensure a stable supply of salt in sync with population growth, industrial development, and competitiveness (Kusumah, 2022; Mahasin et al., 2021).

Additional research findings delve into the gender equality aspect within the community of salt farmers, highlighting endeavors to grant legal safeguards and empower them on Madura Island, as stipulated in the Fishermen Protection Act (Wijaningsih et al., 2023; Sutrisno, 2019; Nuswardani, 2019).

The existing literature review reveals a disparity between the rule of law and empirical evidence regarding the empowerment of salt farmers in Madura. A crucial issue contributing to this disparity is the absence of a connection between education and legal knowledge, which can potentially lead to the neglect of legal values and the noble culture of our nation (Imaduddin et al., 2020).

The study focuses on examining the incorporation of living values education by integrating the indigenous knowledge of salt farmers into learning materials used in schools. Diverging from earlier studies, this research stands out due to its novelty in exploring the importance of newfound

knowledge obtained from legal education and its values from the perspective of informal education. The objective is to safeguard and empower salt farmers, enabling them to enhance their quality of life.

Salt holds great importance as a commodity, serving as a vital resource for both consumption and industrial applications. Additionally, the production and trade of salt contribute to the improved welfare of salt farmers in Indonesia (Yusniar et al., 2021) (Sudaryana & Pramesti, 2018).

Legal protection, new knowledge, and strategies to empower salt farmers should involve responsible government agencies, research institutions and community service organizations. This collective effort is necessary to prevent future conflicts.

In the case of the 1975 resistance by Madura salt farmers against the Salt Company and landowners, various factors such as production quality, poverty, and low salt prices acted as triggers (Dzulkarnain et al., 2020).

The aim of this study is to provide recommendations for government policies in the relevant regions, specifically focusing on the provision of informal legal education to optimize the productivity of salt farmers both upstream and downstream. These recommendations also encompass local government initiatives in Madura, East Java Province, with the goal of enhancing the welfare of salt farmers in the region.

### **Research Questions**

1. Based on the background of the issues highlighted in this study, two problem formulations can be identified: What are the educational insights that can be gained from the establishment of legal regulations concerning Madura Island as a Minapolitan area?
2. What lessons can be derived from legal education concerning budgeting policies for the development of salt commodities among farmers on Madura Island?

### **Literature Review**

#### **Values and Law Education**

Values education is an educational approach aimed at inspiring individuals to realize their potential and foster harmonious relationships with God, fellow human beings, and the world around them (Berkowitz, 2011). In practice, values education and law are intricately intertwined as legal values originate from moral awareness rooted in ideological values and the foundation

of the state. Values education encompasses legal education, enabling individuals to comprehend and act in accordance with legal values.

Educational practice requires a solid foundation to establish a clear direction and purpose. Without it, problems and educational disparities may arise, leading to educational inequities among communities (Galand & Dewi, 2021). Laws are enacted to regulate and maintain order and justice. Therefore, have a responsibility to encourage students to integrate their personal value systems into legal education (Iijima, 1998).

A foundation for value and legal education serves as a benchmark for ensuring quality and providing guidance on how educational policies or programs can be implemented in alignment with relevant laws and regulations. It establishes a framework that ensures the harmonious integration of values and legal principles within the educational system. Values education encompassing moral (tolerance, honesty, and responsibility) (Kaur, 2019; Arthur & Carr, 2013; Nucci, 1982), religious values (doing good, helping, and respecting others) (Genç, 2018; Forghani et al., 2015), and education on cultural values (marriage customs, dress codes, and art) (Cheng, 1998; Boateng, 1983) serves as a basis for educational policies and programs, ensuring adherence to laws and regulations.

To cultivate meaningful learning, promote humanity, raise awareness of legal rights and obligations, and foster adherence to the law, it is crucial to provide individuals with value education and knowledge about the law, encompassing various concepts, principles, and theories (Biesta, 2010; Keyes & Johnstone, 2004; Nussbaum, 2003).

### **Social Policy in the Development of Social Welfare**

Policies and legal regulations are distinct in nature. While the law has the power to enforce or prohibit specific behaviors, policies serve as guidelines for action aimed at achieving desired outcomes (Breyer, 1986). Social policies, specifically, are governmental decisions formulated to address social issues or problems prevalent within society.

Social policies have a direct impact on social welfare, providing social or financial assistance (Marshall, 1965). These policies, as government decisions, affect various aspects of human life, including health, economic conditions, and happiness (Pinker, 2017). They aim to enhance overall quality of life and well-being in society.

The effectiveness of social policy relies on its ability to diligently enforce laws, regulations, and implementing provisions (Tamanaha, 2012). Social policies, such as increasing cultural and social resilience based on cultural values in resource management (Maclean et al., 2014); organizing an orderly, law-abiding, and harmonious society (Asmah & Salam, 2022; Han, 2008; Wiles, 2007), and promoting skills development, knowledge dissemination, and job creation through public education (Bryer, 2014), contribute to community well-being and development.

## **Method**

### **Research Design**

The research design employed in this study is normative juridical research. This design is focused on exploring theoretical, conceptual, and statutory law principles (LLewellyn, 1940) to examine specific aspects within the legal framework. In this study, the legal research design was used to analyze laws and regulations concerning value and legal education for salt farmers on Madura Island, Indonesia, with the goal of advancing social welfare. The focus was on exploring the legal framework's impact on empowering and enhancing the well-being of salt farmers.

The legal research design was chosen for this study due to the disparity between the current legal regulations and the desired educational values. The primary data were obtained from the Sumenep Regency Government and Salt Farmers located in the Sumenep Salt Center, namely Karanganyar Village and Pinggirpapas Village.

### **Data and sources of data**

The research data collected comes from secondary data, which consists of three types of data. This research analyzes primary legal materials: (a) Law No. 23 of 2014 concerning Regional Government; (b) Law No. 7 of 2016 concerning the Protection of Fishermen, Fish Farmers, and Salt Farmers; (c) Law No. 27 of 2007 in conjunction with Law No. 1 of 2014 concerning the Management of Coastal Zone and Small Islands Law No. 25 of 2004 concerning the National Development Planning System; (d) Regulation of the President of the Republic of Indonesia Number 80 of 2019 concerning the Acceleration of Economic Development in the Gresik - Bangkalan - Mojokerto - Surabaya - Sidoarjo - Lamongan Areas, the Bromo - Tengger - Semeru Areas, as well as the Wilis and Southern Cross Areas. Second, observational data on explanations

of primary legal materials, opinions of experts, value and legal education practitioners, as well as previous research.

Third, public documentation data were collected from various sources, including the official website of the Ministry of Maritime Affairs and Fisheries of the Republic of Indonesia, the Sumenep Regency/City Maritime Affairs and Fisheries Service, the Regional Development Planning Agency (BAPPEDA) of East Java Province (Table 1).

**Table 1**

*Research data*

Theme	Source data	Objective
Values and law education	<ol style="list-style-type: none"> <li>1. Law no. 23 of 2014 concerning Regional Government;</li> <li>2. Law no. 7 of 2016 concerning the Protection of Fishermen, Fish Farmers, and Salt Farmers;</li> </ol>	The purpose of the data evaluation is to determine the government's legal regulations that contain values and legal education for salt farmers on Madura Island.
Legal Education on Social Policy	<ol style="list-style-type: none"> <li>1. Law No. 27 of 2007 Jo Law No. 1 of 2014 concerning the Management of Coastal Zone and Small Islands Law No. 25 of 2004 concerning the National Development Planning System;</li> <li>2. Regulation of the President of the Republic of Indonesia Number 80 of 2019 concerning the Acceleration of Economic Development in the Gresik - Bangkalan - Mojokerto - Surabaya - Sidoarjo - Lamongan Areas, the Bromo - Tengger - Semeru Areas, as well as the Wilis and Southern Cross Areas.</li> </ol>	The purpose of data evaluation is to determine the legal rules that have implications for social policies for the development of the social welfare of the community.

**Data Collection**

The data collection process in legal research aims to address research questions related to legal education and its impact on social policy. The initial stage is reviewing statutory laws and regulations, following specific criteria for data collection based on themes and data sources.

Data collection criteria are divided into two parts: (1) analyzing data based on legal regulations concerning values and legal education for salt farmers. (2) analyzing data related to legal education and its impact on social policies of the local government of the Sumenep regency/city and East Java Province.

Next, data is selected based on the criteria for each category (RQ1 and RQ2). It is then linked to relevant information from previous literature studies and public documentation, ensuring coherence with the research findings. The coding system employs four data codes: (a) RQ1 representing theme 1 with 3 data codes [1, 2, & 3] and (b) RQ2 representing theme 2 with 2 data

codes [4 & 5]. This data collection process aims to ensure that the collected data, organized by the data codes, effectively describes the research data sources that address the problem formulation (Table 2).

**Table 2***Data collection based on data code*

Theme	Source data	Code data
RQ1: Values and law education	<ol style="list-style-type: none"> <li>1. Law no. 23 of 2014 concerning Regional Government;</li> <li>2. Law no. 7 of 2016 concerning the Protection of Fishermen, Fish Farmers, and Salt Farmers;</li> </ol>	1,2, 3
RQ2: Legal Education Against Social Policy	<ol style="list-style-type: none"> <li>1. Law No. 27 of 2007 Jo Law No. 1 of 2014 concerning the Management of Coastal Zone and Small Islands Law No. 25 of 2004 concerning the National Development Planning System;</li> <li>2. Regulation of the President of the Republic of Indonesia Number 80 of 2019 concerning the Acceleration of Economic Development in the Gresik - Bangkalan - Mojokerto - Surabaya - Sidoarjo - Lamongan Areas, the Bromo - Tengger - Semeru Areas, as well as the Wilis and Southern Cross Areas.</li> </ol>	4, 5

### Data Analysis

Legal research employs content analysis following Krippendorff's (2018) eight-stage framework. Content analysis effectively describes and interprets legal phenomena using secondary data sources, providing a comprehensive understanding of the research context. Formulating research objectives is the first stage, wherein the objectives are organized based on their relevance in describing the legal regulations that pertain to the social policies affecting salt farmers on Madura Island. The second stage involves conceptualizing and operationalizing data obtained from existing literature to align with the research theme. Subsequently, in the third stage, the collected data is categorized and compiled into coding data sheets for further analysis. In the fourth stage, researchers conducted data coding training by examining secondary data and assigning codes to each unit of analysis. The first code is in the form of words, phrases, or sentences associated with the theme of legal education, encompassing knowledge of various types of law, applicable legal system, legal process, legal institutions, legal rights and obligations, and human rights. The second code, related to the social policy theme, emphasizes government policies related to social service actions or financial assistance that have directly affected the welfare of salt farmers. The data code sheet was subsequently reviewed and evaluated by two professors specialized in the field of legal education.



The aim is to obtain reliable data for addressing research problems consistently. The fifth stage involves coding, which is validated through comparisons with previous studies to strengthen the findings.

In the sixth stage, data is organized systematically, focusing on studies on values and law education and their implications for social policy. In the seventh stage, the data is presented in easily understandable sentences.

The eighth stage involves drawing relevant conclusions and suggestions based on the findings.

## **Result and Discussion**

### **Values Education in the Rule of Law regarding Madura Island as a Minapolitan Region**

The first finding pertaining to values education in statutory regulations highlights that the Presidential Regulation of the Republic of Indonesia Number 80 of 2019 has stipulated the Minapolitan Madura and Archipelago Development Program. This program, with an estimated budget of 728 billion, is funded by the State Revenue and Expenditure Budget (APBN), Revenue and Expenditure Budget Regional Expenditures (APBD) and Government Cooperation with Business Entities (PPP). These findings underscore the local government's policy focus on public-interest-oriented enhancements.

While the majority of the Presidential Regulation's provisions are concentrated on the development of industrial estates that have an important impact including cement, pharmaceutical, food and beverage, and petrochemical factories.

The government's commitment to implementing Regional Government policies for the Minapolitan Madura and Archipelago areas underscores their ongoing efforts to expedite regional development. The Presidential Regulation No. 80 of 2019 serves as a source of new knowledge and legal awareness, emphasizing the significance of regional development in enhancing the well-being of the population.

Although the explicit objective of developing moral and mental values within the community is not disclosed in the mentioned law, it does provide substantial information concerning efforts to develop the area. This implies that the government, through this law, also aims to enhance community skills in resource management, which is an integral part of value education development.

Implementing the law for Madura's development under the rule of law promotes social order, reflecting the essence of the Indonesian State. Law Number 23 of 2014 on Regional Government introduces a notable provision affirming the right of regions to formulate and implement regional policies concerning government affairs within their jurisdiction. This demonstrates the recognition and empowerment of regional authorities in decision-making processes.

- (1) "According to Law Number 23 of 2014 on Regional Government, government affairs are divided into three classifications, namely (i) absolute government affairs, (ii) concurrent government affairs, and (iii) general government affairs. The new law strengthens the position and role of the superior government, both the Central Government towards Provincial and Regency/City Regional Governments, as well as the Provincial Government towards Regency/City Regional Governments.

Concurrent authority arrangements between the central government and regional governments form the basic substance that regional policymakers need to be familiar with the formation of regional policies.

In the fourth paragraph of the Preamble to the 1945 Constitution of the Republic of Indonesia, it is stated that the purpose of the State of Indonesia is to protect the entire Indonesian nation and ensure the well-being of its people. Additionally, it aims to educate the nation and actively contribute to the establishment of global peace and order.

Data 1 supports the understanding that based on the goals of the state, Indonesia is moving towards a welfare state. This implies that the state, with the authority, has the responsibility to fulfill the welfare of the Indonesian people as its obligation. In the framework of a welfare state, it is imperative for the state to broaden its responsibilities toward the socioeconomic challenges faced by the entire populace. This entails active intervention by the state in diverse socioeconomic problems, aiming to ensure the establishment of shared prosperity and overall well-being within society.

Absolute government affairs refer to government affairs that are exclusively under the authority of the central government. General government affairs pertain to government affairs that fall within the jurisdiction of the President, as the head of government.

Concurrent government affairs, encompass government affairs that are divided between the central government and provincial and district/city regions. Concurrent government affairs under the authority of the Region can further be categorized into Mandatory Government Affairs and Optional Government Affairs.

Compulsory Government Affairs can be further classified into two categories: Government Affairs related to Basic Services and Government Affairs not related to Basic Services. Compulsory Government Affairs related to Basic Services refer to those in which a significant portion of their content pertains to Basic Services.

According to the annex to Law 23/2014, and fisheries affairs fall under the category of optional government affairs, which are centralized by the central government to regional governments. This transfer of responsibility grants Regional Governments the authority to oversee and manage maritime and fisheries affairs.

Article 13, paragraph (1) of Law 23/2014 establishes that the division of authority in regulating and administering concurrent affairs is determined with adherence to the principles of externality, accountability, efficiency, and national strategic interests. However, the provisions of Article 14 paragraph (1) specify exceptions where matters stated in Article 14 (1) Law 23/2014 do not fall under the authority of all government units. Instead, these matters are regulated and managed exclusively by units of the central government and provincial governments, among others;(1) The management of oil and natural gas, within the field of energy and mineral resources, falls under authority of the central government; (2) The management of regency/municipal forest parks, within the forestry sector, is designated as the authority of the regency/municipal area; (3) The authority over the direct utilization of geothermal energy within the district/city area lies with the regency/city government, in the field of energy and mineral resources. Article 14 paragraph (1) of Law 23/2014 serves as a specific limitation on the provisions outlined in Article 13, paragraphs (2), (3), and (4) of the same law.

Governmental affairs in the fields of forestry, maritime affairs, and energy and mineral resources are not entirely divided among existing government units but are shared specifically between the central government and provincial governments. This special clause you mentioned represents a fundamental change in Law 23/2014, as it grants the provincial government significant authority in management of natural resources. Consequently, the responsibility for managing natural resources is transferred from the district/city level to the provincial level, limiting the authority of districts/cities in this regard. Although the district government no longer possesses the authority to directly manage coastal areas and small islands regarding protection and empowerment, it still retains the responsibility for providing such protection and empowerment in those areas.

This obligation to provide protection and empowerment in coastal areas and small islands stems from Law Number 7 of 2016, the Protection and Empowerment of Fishermen, Salt Cultivators, and Farmers. The specific provisions pertaining to this obligation are outlined in Article 15 and Article 44 of Law 7/2016.

- (2) “Article 16 stipulates that: (a) The Central Government and Regional Governments, within their respective authorities, hold the responsibility for the Protection of Fishermen, Fish Farmers, and Salt Farmers. (b) The central government and regional governments are required to coordinate the implementation of the Protection of Fishermen, Fish Farmers, and Salt Farmers.

Article 44 of Law 7/2016 assigns responsibility for empowering fishermen, fish farmers, and salt farmers to both the central government and regional governments. This should be balanced with regional government policies, guiding development policy directions alongside the determination of the Minapolitan area by Presidential Regulation No. 80 of 2019.

Data 2 highlights that the budgeting system for the development of the Minapolitan Area, based on funding source authority, ends at the provincial government level. This situation has the potential to create uncertainty and may not offer sufficient guarantees for salt farmers. In relation to these broad responsibilities, the distribution of state power is implemented through two forms: (1) horizontal distribution of power and (2) vertical distribution. The horizontal distribution of power shows the division of state power into three branches: (a) legislative power, (b) executive power, and (c) legislative power.

- (3) “In order to achieve the objectives of the state for the well-being of the people, including fishermen, fish raisers, and salt farmers, the state is responsible for organizing the protection and empowerment of these groups in a planned, directed, and sustainable manner. This obligation serves as the foundation for the promulgation of Law of the Republic of Indonesia Number 7 of 2016 concerning the Protection and Empowerment of Fishermen, Fish Farmers, and Salt Farmers.

Data 3 highlights that the provisions of this law describe the role of local governments, which are mandated to exercise their authority in developing policy directions that provide protection, especially for salt farmers. So far, local government policies have demonstrated considerable support by actively assisting salt farmers in advocating for their rights directly to the central government. This facilitation support has proven effective in drawing the attention of the central government to the concerns of the farmers. Thus far, the programs that have been implemented originate from both provincial government and the central government, with notable contributions from the Ministry of Maritime Affairs and Fisheries (KKP). As an example, in

Sumenep Regency, the people of Pinggirpapas Village are recognized as the pioneering salt farming community on Madura Island. This is linked to the historical roots of salt production on Madura Island. In Pinggirpapas Village, salt farming is not merely seen as a means of livelihood, as a deeply rooted process of salt production itself. The village holds historical significance as the place where the tradition of salt production first started on Madura Island. In addition to serving as a livelihood activity, salt-making by farmers is deeply intertwined with existing customary ritual activities. The cultural values upheld by the community play a vital role in shaping and strengthening the salt farming business activities in the region. However, from an economic standpoint, the historical significance, traditional rituals, and the expertise of salt farmers are often overshadowed by the challenges posed by changing weather patterns and low salt prices. Salt farmers, who rely heavily on the dry season for their work, face the vulnerability of their livelihoods due to these factors.

According to literature, salt farming is a significant seasonal livelihoods and serves as the primary source of income for most people on Madura Island (Gani & Gitayuda, 2020). This empirical evidence underscores the reliance of salt farmers on the dry season, which, in turn, poses a specific threat to the escalating poverty rate among salt farmers. In 2020, the local government focused on fisheries and aquaculture development. However, in 2021, there was no budget allocation for salt farmers, resulting in the absence of specific programs from the local government.

Due to the refocusing of the Regional Revenue and Expenditure Budget (APBD) in response to COVID-19, there will be no assistance provided by the local government in 2021. Nevertheless, assistance is still available for salt farmers through the Ministry of Maritime Affairs and Fisheries, which is supported by state budget funds.

According to public documents from the Sumenep Regency Government, it is stated that regional legislation specifically addressing legal protection for salt farmers has undergone discussions and is currently in the consultation stage with the provincial legal bureau (Raperda). This development impacts the budgeting policies and the implementation of the annual work plan programmed by the Regency Government.

The empowerment program and the salt business have not been fully addressed, highlighting the need for urgent regulatory support. Previous research findings have revealed that the concept of budgeting based on local potential cannot function effectively without the presence of a well-

defined set of rules and regulations. Thus, it can be concluded that the existing legal regulations and Regional Budgeting Policies, which are based on local potential, have not adequately fostered a comprehensive understanding of legal education to enhance legal awareness and legal protection for the people in the Minapolitan area. The policy for determining the Madura Minapolitan Area must consider the legal values of morality and the mental development associated with harnessing potential of the local community, particularly in salt production.

### **Legal Education related to Regional Budgeting Policy for Salt Commodity Development**

The second theme, which is legal education in social policy, highlights that the development of the Minapolitan area aims to leverage the potential of the region to address challenges encountered in the management and utilization of its development space. Regional regulations serve as a vital medium media for salt farmers to enhance knowledge, understanding, and legal awareness regarding the development of the Minapolitan area. Certainly, the development of the Minapolitan area should not be limited to fish farming businesses alone but should also encompass the promotion of other sectors, such as agriculture and salt ponds. This approach ensures a comprehensive and diverse development of the Minapolitan area in Madura.

Madura, being one of the Minapolitan areas in Indonesia, holds the distinction of being the largest contributor to national salt production. Therefore, it is crucial to prioritize attention toward the potential of salt ponds in the Madura area, particularly in addressing the issue of shrinking pond land and ensuring a sustainable supply of salt.

In the national implementation of the Minapolitan program, there are identified weaknesses, particularly the insufficient commitment of the local government to supporting this program. The mapping was developed based on the findings derived from a study conducted by the Center for Socioeconomic Research, which focused on the Minapolitan model.

It is evident that there is a pressing need for the government to assume a more dedicated role in policies, particularly in allocating regional budgets for the management, conservation, and utilization of natural products and land resources. The development policy for coastal areas through the Minapolitan program has been in progress since 2009. The government, under the guidance of the Minister of Maritime Affairs and Fisheries, has established 41 pilot locations for the development of Minapolitan areas. These locations are further divided into various job prospects, including 24 districts/cities for aquaculture, nine districts/ cities for capture fisheries,

and eight districts/cities for salt cultivation. However, despite the announcement, the actual implementation of the work program was delayed until 2011. The delay can be attributed to the weak commitment of the regional government and their lack of preparedness for the accelerated program in the area. Minapolitan is a regional economic management approach centered around the development of fishery commodities with a focus on regional implementation.

Each area in Minapolitan program has integrated production centers, requiring regional prerequisites such as master plans, location determination, inter-agency working groups, infrastructure, fish processing units, and security. Both the central government and local governments have a reciprocal and synergistic relationship in principle. When formulating policies, the central government should prioritize the values of education. When forming regional policies, both the central and local governments must consider cultural, religious, and local wisdom values, while also accounting for national interests. This creates a balanced approach where national interests are synergistic while still considering the unique conditions, peculiarities, and local wisdom in the administration of the government as a whole. Also, the integration between the central and regional governments, facilitated by various social policy developments, can bridge new knowledge for salt farmers, empowering them with an understanding of their rights and obligations.

The policies formulated and implemented by regional governments are intrinsic to the national policy framework. The difference lies in how regions harness their wisdom, potential, innovation, competitiveness, and creativity to attain national goals at the local level. This, in turn, supports the overall achievement of national objectives.

- (4) “Presidential Regulation of the Republic of Indonesia Number 80 of 2019 Concerning the Acceleration of Economic Development has designated the eastern part of the Madura archipelago, specifically in Sumenep Regency, as the Minapolitan Region for the purpose of accelerating economic development. Despite Madura’s significance as a salt production hub, it requires greater attention in terms of developing and supporting its regional potential. Government policies that specifically cater to and promote the potential of this area are essential for its growth and development.”

Data 4 highlights that effectiveness of a comprehensive and accountable regional administration system relies on a well-structured planning and budgeting system. Planning and budgeting are interlinked processes, with planning serving as the foundation for the budgeting process.

(5) “The importance of the relationship between budgeting and planning is underscored by the enactment of Law No. 25 of 2004 concerning the National Development Planning System. The budget serves financial statement outlining the projected performance to be achieved within a specific period. Budgeting that prioritizes the public interest and is aligned with regional potential should be a key focus of regional development planning. Therefore, to ensure legal certainty and maximize salt production in Sumenep Regency, it is essential to prepare budgets based on the existing authority of the relevant stakeholders.”

Data 5 reveals the interdependence between the annual budget the medium to long-term planning, highlighting the connection between the two in guiding regional activities. the medium to long-term planning, highlighting the connection between the two in guiding regional activities. Budgeting can be broadly defined as a systematic method for allocating resources, particularly financial resources, and represents core activity of government organizations. The budget, typically reflected in the RAPBD/APBD (Regional Annual Budget), is prepared by local governments on an annual basis. A transparent, accountable, and participatory RAPBD preparation reflects good governance. Meeting the demand for public accountability necessitates a paradigm shift in regional financial management.

The main challenge arises from the limited commitment to ensuring consistency between planning and budgeting. The link between planning and budgeting is very weak, resulting in irregularities and inconsistencies when transitioning from planning to budgeting. While the planning process may be executed effectively, issues tend to arise during the budgeting phase. This empirical evidence underscores the need for continuous improvement in regional financial management, aiming to enhance government performance in delivering public services more effectively.

The legal awareness and community participation play a crucial role in facilitating participatory budgeting (BP) and enabling the government to develop needs-based policy performance that leverage local potential. The protection and empowerment of salt farmers is a regional government priority. This necessitates the presence of legal measures in response. Regional budgeting policies are based on two main factors.

The first factor is the basis of authority and substance, as stipulated by Law 7/2016. The regional government has the jurisdiction to formulate legal instruments, such as regional regulations, to fulfill the requirements set forth in the law. The second factor pertains to the formal and



procedural aspects. Regional legal instruments adhere to the spirit and provisions outlined in Law number 12/2011 as amended by Law 15/2019 concerning the Formation of Legislation. The substances addressed in regional regulations must effectively translate the concepts and regulatory norms stipulated in the aforementioned legislation.

Following the promulgation or approval of the Regional Regulation on the Protection and Empowerment of Fishermen, Fish Farmers and Salt Farmers, it will serve as the foundation for implementing various budgeting policies in support of the stated objectives.

This budgeting policy aims to establish legal certainty and enhance the welfare of salt farmers through quantitative normative concepts. It utilizes state finances while considering regional characteristics and potentials.

The urgent ratification of the Sumenep Regency Regional Regulation on the Protection and Empowerment of Fishermen, Fish Farmers, and Salt Farmers is crucial. Once it comes into effect, it will serve as a reference for the preparation of Regional Regulations concerning the Regional Annual Budget (APBD) and subsequently guide the implementation of the regional government's work plan.

The Law on Regional Government has transferred the management of the sea area, including the coast and small islands, from the Regency Regional Government to the Provincial Government, effectively revoking the former's authority in this regard. While the district may not possess direct management authority, it is important to acknowledge that the resources are located in the district. Consequently, development becomes a shared responsibility, particularly in enhancing the welfare of the community, including the farmers in the Minapolitan Area of Madura.

District governments must establish budget postures that align with national policies. Research findings have revealed that national policies should have a positive impact on various aspects of human life, encompassing health, economic conditions, and overall happiness (Pinker, 2017). According to another study, there are several strategies that local governments can adopt. These include implementing cultural values education in resource management (Maclean et al., 2014); fostering awareness of law-abiding and harmonious life (Asmah & Salam, 2022; Han, 2008; Wiles, 2007); promoting skills and knowledge development through public education initiatives (Bryer, 2014).

Regional governments, guided by the principles of regional autonomy, play a vital role in administering governance, developing, and addressing social affairs within their jurisdictions. It

is crucial for them to align their actions with the aspirations of the local community. The research novelty lies in its contribution of new knowledge on the implementation of legal education within the realm of social policy.

This study broadens the examination of the required legal review to foster legal awareness, promoting a climate of social order in daily interactions. Additionally, these findings highlight the fundamental implementation of governmental policies related to their direct impact on society.

The study's findings imply that implementing legal education in local government policies supports legal awareness and social order in Indonesian salt farming communities. This highlights the importance of integrating legal education initiatives into government practices to empower salt farmers, protect their rights, and foster community development. The salt commodity's growing strategic value in meeting food and industrial demands necessitates future public policy support, including regional budgeting, to ensure sustainable availability.

### **Conclusion**

The budgeting policy of Regional Government in Madura, East Java Province has yet to prioritize development of initiatives that empower legal awareness and provide legal protection for salt farmers. The first finding has revealed that the rule of law has led salt farmers to depend on government programs, which are funded by both the Provincial APBD and the APBN.

The second finding highlights that the ratification of the Regional Regulation on the Protection and Empowerment of Fishermen, Fish Farmers, and Salt Farmers will bring clarity to budgeting directions and enable the implementation of programs aimed at developing the salt business of the local community. In conclusion, the formation of a legal product in the form of a Regional Regulation of Sumenep Regency on the Protection and Empowerment of Fishermen, Fish Farmers, and Salt Farmers has not been entirely aligned with budgeting policies implemented in government work plans. Minapolitan entails regional economic management centered on fishery commodities, with integrated production centers spanning from upstream to downstream. To achieve a balanced development of the Minapolitan area, it is crucial for Sumenep Regency, as a salt center, to prioritize budgeting policies that optimize productivity across the entire value chain, from upstream to downstream activities.

The research novelty lies in the improvement of existing practices, particularly concerning the primary objective of legal education for the community. This study further expands on the fundamental principles associated with fostering legal awareness values through direct government interventions, such as assistance programs aimed at enhancing the welfare of the population. This research is limited to the studying normative juridical law, resulting in a lack of theoretical exploration and empirical evidence regarding the implementation of legal education through social policy. Future studies can employ more sophisticated research methods to further explore legal education in depth.

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