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## STAKEHOLDERS ANALYSIS OF FISH LANDING AT PAOTERE FISHING PORT IN MAKASSAR CITY

### ANALISIS STAKEHOLDER PENDARATAN IKAN DI PPI PAOTERE KOTA MAKASSAR

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#### ABSTRACT

The Paotere Fish Landing Bases (PPI) in Paotere Makassar city is a government-operated port. PPI Paotere plays a role as the center for fish production, processing, and marketing as well as fostering the fishers groups. The high intensity of fisher's daily activities can lead to conflict in the use of capture fisheries at PPI Paotere. The institutional performance of PPI Paotere is another case that still needs to be improved in developing fisheries management at PPI Paotere. Therefore, the objective of this study is to analyze the roles and interests of stakeholders in non-market institutions towards fisheries resource management at PPI Paotere. The collected data analyzed by stakeholder analysis method. The results of this research show that the stakeholders involved in PPI Paotere consist of the Department of Marine and Fisheries South Sulawesi Province, the Department of Fisheries and Agriculture Makassar City, the Regional Technical and Auction Unit (UPTD) of PPI Paotere, the Fisheries Cooperative, Indonesian Fishermen Association (HNSI) Makassar City, District Government, Head of Fishermen Groups, and Lecturers.

**Keywords:** institutional-performance, fishery port, community, government-operated

#### ABSTRAK

*Pangkalan Pendaratan Ikan (PPI) Paotere Kota Makassar merupakan pelabuhan yang dioperasikan oleh pemerintah. PPI Paotere berperan sebagai pusat kegiatan produksi, pengolahan, pemasaran ikan dan pembinaan kelompok nelayan di Kota Makassar. Intensitas aktivitas harian nelayan yang tinggi dapat menimbulkan konflik pemanfaatan perikanan tangkap di PPI Paotere. Performa kelembagaan PPI Paotere merupakan hal lain yang masih perlu ditingkatkan dalam pengembangan pengelolaan perikanan di PPI Paotere. Penelitian ini bertujuan untuk menganalisis peranan dan kepentingan stakeholders dalam kelembagaan non-pasar terhadap pengelolaan sumber daya perikanan di PPI Paotere. Hasil penelitian menunjukkan bahwa stakeholders yang terlibat di PPI Paotere terdiri dari Dinas Kelautan dan Perikanan Sulawesi Selatan, Dinas Perikanan dan Pertanian Kota Makassar, Unit Pelaksana Teknis Daerah (UPTD) PPI Paotere, Koperasi Insan Perikanan, Himpunan Nelayan Seluruh Indonesia (HNSI) Makassar, Pemerintah Kecamatan, ketua kelompok nelayan, dosen perguruan tinggi.*

**Kata kunci:** performa kelembagaan, pangkalan pendaratan ikan, masyarakat, dioperasikan pemerintah

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## 1. INTRODUCTION

Indonesia has a wealth of territorial waters consisting of 3,351,000 km<sup>2</sup> of sea area (inland waters, islands, and territorial seas), and 2,936,000 km<sup>2</sup> of territorial waters of the Exclusive Economic Zone (ZEE) and continental shelf, and a coastline of approximately 99,093 km<sup>2</sup>. Geospatial Information Agency (2016) states the wealth of the marine area has a strategic function as a pillar of national economic development because of its large fishery potential. The fisheries sector contributes to the welfare of nation, hence, fish is one of the commodities that play an important role in human life. The wealth of the marine area has great fishery potential. The growth of the fisheries sector in Indonesia also has an impact on the level of fish consumption in Indonesia. According to Widodo and Suadi (2008), the increasing demand for fish will affect the development of fisheries management, especially in Indonesia as an archipelagic country that has a wealth of aquatic resources for the development of capture fisheries. The development of the fisheries sector in Indonesia needs proper management to avoid overexploitation of resources and fish supply in the market (oversupply).

PPI Paotere is one of the fishing ports that have distinctive characteristics because it is strategically located in the middle of Makassar City so the opportunities for economic activities are large. This makes PPI Paotere a meeting point for fishers, traders, and fish buyers. This condition makes optimization of non-market institutional performance urgent due to the large number of ships sailing and high trading activity at PPI Paotere, while PPI Paotere is a type D of PPI with facilities that still need to be improved. The management of PPI Paotere has a strong impact on the lives of local communities, especially traditional fishermen in the Makassar City area and its surroundings.

PPI Paotere is operated by the Makassar City Marine and Agriculture Agency, while based on Law Number 23 of 2014 concerning Regional Government explains that the management of ports in each region is under the control of the Provincial Government. This illustrates the existence of institutions that are not appropriate for the management of PPI Paotere. Innovative ideas in terms of capture fisheries institutions that need to pay attention to social conditions and infrastructure in order to increase effectiveness and efficiency. On the other hand, the management authority of PPI Paotere is included in the category D fishing port, which experiences a mismatch in the institutional function that acts as a regional government port. There is potential for improvement in the management of the PPI Paotere Makassar City in the form of a new, more effective, and efficient institutional design. Based on the description above, the formulation of the problem in this study is what are the roles and interests of stakeholders in non-market institutions in the management of capture fisheries at PPI Paotere? Non-market institutions in this case can be formal or informal institutions. The existence of retributions and informal taxes at PPI Paotere becomes a transaction cost for capture fisheries business actors.

## 2. MATERIAL AND METHODS

### 2.1. Research Location and Time

The research was conducted at PPI Paotere, Ujung Tanah District, Makassar City. The research location was chosen purposively with the consideration that PPI Paotere is a

fish-landing base that has the characteristics of a port operated by the government. Data collection was carried out from April to June 2020.

## 2.2. Data Types and Sources

The data consist of primary and secondary data. Primary data was obtained by conducting observations and interviews with key persons who have a role in the management of PPI Paotere.

## 2.3. Sampling Method

The resource persons were categorized into four groups, namely government groups, fisher groups, private groups, and academic groups. Determination of resource persons for government groups and academic groups using purposive sampling technique with key persons referred from institutions that play a role in the management of fishing ports (Lubis, 2012). Determination of resource persons for fisher groups and private groups using snowball sampling technique which is determined from the level of interest of stakeholders in each group of respondents following the research objectives. **Table 1** shows the number of respondents in this study.

**Table 1.** Research Respondent Matrix (Formal or Informal Institutions)

No.	Respondent	Population	Sample
1.	Government	1. Department of Marine Affairs and Fisheries of South Sulawesi Province 2. Regional Technical Implementation Unit (UPTD) PPI Paotere 3. Syahbandar PPI Paotere 4. District Government	<i>Purposive Sampling</i>
2.	Fisher	1. Fisher Group of Makassar City 2. Himpunan Nelayan Seluruh Indonesia (HNSI)	<i>Snowball Sampling</i>
3.	Private	1. Fisheries Cooperative 2. Marketeer	<i>Snowball Sampling</i>
4.	Academics	1. University Lecturer	<i>Purposive Sampling</i>

## 2.4. Data Processing and Analysis Method

The data used in this study consists of primary and secondary data, which will be analyzed qualitatively and quantitatively. A qualitative approach is carried out by identifying the role of each actor in the stakeholder analysis, clearly describing formal and informal institutions using regulatory analysis. **Table 2** shows the data analysis matrix.

**Table 2.** Data Analysis Matrix

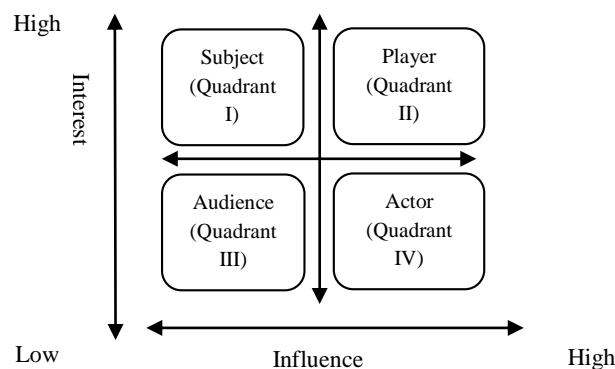
No.	Research Objectives	Data Type	Data Sources	Analysis Method
1.	Analyzing the roles and interests of stakeholders in non-market institutions on fisheries resource management at PPI Paotere	Primary	Interviews with government fishing groups, private groups, and academic groups	Stakeholder analysis

### 1) Actor Analysis

Qualitative data to determine the role of stakeholders using the Rudiyanto approach (2011). The role of each stakeholder will be listed in accordance with the aspects or elements that are focused on the management of PPI Paotere. **Table 3** shows stakeholders in this study. The mapping is illustrated in **Figure 1**.

**Table 3.** The Interests and Influence of Each Stakeholder in Each Service

No.	Stakeholders	Roles
1.	Department of Marine Affairs and Fisheries of South Sulawesi Province	
2.	Makassar City Fisheries and Agriculture Agency	
3.	Regional Technical Implementation Unit (UPTD) PPI Paotere	
4.	PPI Paotere Harbor Master	
5.	Fisheries Cooperative	
6.	HNSI Kota Makassar	
7.	District Government	
8.	Fishers Group	
9.	University Lecturer	



**Figure 1.** Actor grid  
Source: Reed et al. (2009)

Quadrant I (subject) refers to stakeholders who have a high interest in resource management but have low influence. Quadrant II (players) refers to stakeholders who have a high interest and influence in resource management. Quadrant III (audience) refers to stakeholders who have low interest and influence in resource management. Quadrant IV (actor) refers to stakeholders who have a low interest in resource management but have high influence.

## 3. RESULTS AND DISCUSSION

### 3.1. Stakeholders in the Management of PPI Paotere

PPI Paotere is under the management of the Makassar City government, but other parties assist in the implementation of fisheries activities at PPI Paotere. The coordination of these various parties builds the division of tasks and authorities among government groups, private groups, fishers groups, and academic groups.

### 3.2. Stakeholders Identification

Based on the analysis, there are nine stakeholders influence the management of PPI Paotere. These stakeholders have different authorities and interests according to their roles, either directly or indirectly. **Table 4** shows the stakeholders and their roles.

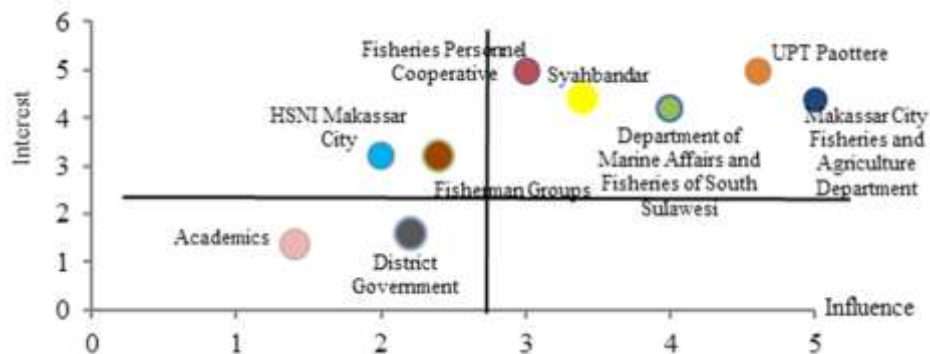
**Table 4.** Identification of stakeholders and their roles

No.	Stakeholders	Roles
1.	Agency of Marine Affairs and Fisheries of South Sulawesi Province	<ul style="list-style-type: none"> <li>- Coordinate related to port facilities and infrastructure</li> <li>- Conducting guidance in the management of fishing ports and fishing communities</li> <li>- Doing planning in the management of fishing ports</li> <li>- Conducting directing activities related to fisheries</li> </ul>
2.	Makassar City Fisheries and Agriculture Agency	<ul style="list-style-type: none"> <li>- Establish policies in fisheries resource management</li> <li>- Conducting guidance in the implementation of fisheries resource management activities</li> <li>- Become a coordinator and facilitator for fisheries sector stakeholders</li> <li>- Provide financial support for the development of the fishing industry</li> <li>- Carry out monitoring and evaluation functions</li> </ul>
3.	Harbourmaster	<ul style="list-style-type: none"> <li>- Issuing sailing permit documents</li> <li>- Overseeing safety aspects through checking the readiness of the shipping fleet</li> </ul>
4.	Regional Technical Implementation Unit (UPTD) PPI Paotere	<ul style="list-style-type: none"> <li>- Carry out retribution collection</li> <li>- Carry out the development, maintenance, and supervision of infrastructure and facilities</li> <li>- Carry out recommendation programs related to innovation from both local governments and ministries</li> <li>- Carry out activities coordinated by the Makassar City Fisheries and Agriculture Service</li> </ul>
5.	Fisheries Personnel Cooperative	<ul style="list-style-type: none"> <li>- Conducting training for fishing communities</li> <li>- Provide supporting facilities for cooperative members</li> <li>- Providing fisherman business capital loans</li> <li>- Carry out monitoring and conflict resolution at TPI</li> <li>- Become a liaison between fishermen and traders</li> <li>- Channelling fishermen's aspirations to the government</li> <li>- Become a mediator of fishermen's interests with other parties</li> </ul>
6.	HNSI Makassar City	<ul style="list-style-type: none"> <li>- Guarantee the rights and protection of fishermen</li> <li>- Channelling fishermen's aspirations to the government</li> </ul>
7.	District Government	<ul style="list-style-type: none"> <li>- Conduct community development</li> <li>- Provide security and order services for fishery activities at PPI Paotere</li> <li>- Coordinate with PPI Paotere managers</li> </ul>
8.	Fishers Group	<ul style="list-style-type: none"> <li>- Become a forum for solidarity and communication forum for fishermen</li> <li>- As an institution that organizes catches to the market and port fees</li> </ul>
9.	University Lecturer	<ul style="list-style-type: none"> <li>- As an observer of the technical and institutional management of fishing ports</li> <li>- Cooperating to help in assessing feasibility of the program in the fishery sector</li> </ul>

Source: Data analysis (2020)

### 3.3. Influence and Interest of Stakeholders

The results of the mapping of actors based on their level of importance and influence at PPI Paotere are presented in **Figure 2**. Figure 2 shows the subject quadrant occupied by the Makassar City HSNI and the Fishers Group. The player quadrant occupied by the Makassar City Fisheries and Agriculture Service, South Sulawesi Provincial DKP, UPTD Paotere, harbormaster, and the Fisheries Cooperative. The audience refers to stakeholders who have low interest and influence in the management of PPI Paotere. The Audience Quadrant occupied by the Ujung Tanah District Government and academic groups.



**Figure 2.** Analysis of Actor Grid (2020)

### 3.4. Inter-Stakeholder Relations

The relationship between stakeholders in the PPI Paotere institution can be explained more simply, by the framework between government groups and fishers groups that dominate the institutional system at PPI Paotere. PPI Paotere's institutional and stakeholder relationship framework shows that the implementation of PPI Paotere's management is carried out by various stakeholders which are divided into the collective choice level and operational choice level. The parties included in the collective choice level consist of the Department of Marine Affairs and Fisheries of South Sulawesi Province and the Department of Fisheries and Agriculture of Makassar City. These parties have the authority to coordinate management objectives through the establishment and amendment of rules that have been regulated in law. The parties included in the operational choice level are partly responsible for the parties included in the collective choice level and others are independent institutions or organizations such as porters, private groups, and fishers groups. The type of co-management that applies to Paotere's PPI management is the type of instructive, consultative, and cooperative relationship.

## 4. CONCLUSIONS

Actors directly involved in the management of PPI Paotere are the Marine and Fisheries Service of South Sulawesi Province, Makassar City Fisheries and Agriculture Service, PPI Paotere Regional Technical Implementation Unit, Syahbandar, Fisheries Personnel

Cooperative, City of All Indonesian Fishermen Association (HSNI) Makassar, District Government, Fisherman Group, University Lecturer.

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