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Multi-Actor Collaboration in Improving the Economy of the Fishing Community in Karangantu Coastal Area of Serang, Indonesia

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Abstract

The fishing community is a community that is strongly dependent on the sustainability of marine natural resources. Indonesia is the largest archipelagic country in the world and has a wealth of marine economic potential. Karangantu Coastal Area, Serang City is located on Banten's North Coast which has a fairly good marine potential and has a National Fishing Port (PPN) which is a type B fishing port in Banten Province. These advantages were why PPN Karangantu was appointed as a fisheries industrial area (formerly a minapolitan) for the catch fisheries subsector since 2010. However, facts show that this potential is still not well-managed and thus does not yet have a significant effect on improving the fishing community's welfare. Until this article was written, poverty and the fishermen remains an unresolved issue. To resolve the problem there needs to be a collaboration between multiple actors: the government, the private sector, the public communities, and the fishing community should work together and encourage policies regarding the coastal community economic empowerment through the development of a mutually profitable fishermen group joint business endeavor which would have a significant effect on the people's welfare, especially the fishing community in Karangantu Coastal Area, Serang City. The present study is a descriptive qualitative study. Data were collected in three ways: interviews, observations, and documentation. The data analysis for both primary and secondary data was conducted with the Nvivo 12 Pro software. The study results indicated potentials that could significantly improve the economy of the fishing community in Karangantu Coastal Area, Serang City, especially in the fisheries and tourism sectors. However, this can only be realized if there is a collaboration between actors, including the central and regional government, business actors, environmental NGOs, and the fishing community.

Keywords: *Multi-Actor Collaboration; Fisheries and Tourism; Environment*

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Introduction

Fishermen are one of the largest components of the coastal community. The fishing community is a community highly dependent on the sustainability of marine natural resources. Fishermen are people who catch (cultivate) fish from the sea and other places influenced by the tides. Fishermen also have unique characteristics that differ from other peoples: they are taugh and face many risks and are dependant on natural factors, especially during inclement weather, and fickle weather will strongly disrupt their activities (Liliek Soeprijadi Soeprijadi et al., 2013; Sadat et al., 2018; Yeninda & Elni Sumiarti, 2016).

Based on the marine natural resource potential in the Republic of Indonesia, Indonesia is the largest archipelagic country in the world, having +17,500 islands spread across waters that account for 75% of its territory. Data from the Ministry of Marine Affairs and Fisheries (MMAF) stated that Indonesia's waters, including its Exclusive Economic Zone (EEZ), is approximately 5.8 million square kilometers with a coastline of approximately 80,790 kilometers or 14% of the total worldwide coastline. (Chairil N. Siregar, 2009; Kusumawardhani & Afriansyah, 2019; Rochwulaningsih et al., 2019; Yunita et al., 2018). From an economic point of view, Indonesia has abundant marine economic potential. Data from the Ministry of Marine Affairs and Fisheries (MMAF) in 2020 calculated that the potential could reach US$ 1338 billion or IDR 19.6 trillion per annum (Theconversation, 2020).

In the context of Karangantu Coastal Area, Serang City, this area is located on Banten's North Coast and has high potential and port facilities and infrastructure. Karangantu even has a National Fishing Port (Pelabuhan Perikanan Nusantara (PPN)) which is a type B fishing port in Banten Province. In 2019, the volume of fish landed on the Karangantu National Fishing Port was 2,660 tons and had a value of IDR 38,671,377,561 (Karangantu National Fishing Port, 2019) The volume of fish brought to land plays an important role in the fish-processing industry. Sunoto (2012) stated that the catch-fisheries production center at fishing ports could be made the main driver of the fish-processing industry. Relatively high production at a certain fishing port indirectly attracts investors to invest their money there, guaranteeing the continuation of the business life. This advantage made PPN Karangantu appointed as a fisheries industrial zone (formerly known as a minapolitan) for the catch fisheries subsector since 2010 (Hamzah et al., 2015).

However, facts show that this potential is not yet well-managed and thus has not yet had a significant effect on improving the fishing community's welfare. It needs to be noted that poverty and fishermen remain an unresolved issue. Problems such as limited capital, knowledge, skills, fishing equipment technology, and overfishing are often quoted as the reasons for poverty or the slow improvement of welfare in fishing communities. Fishermen's poverty is quite visible when entering their residential areas. The residential areas are dirty and the houses are generally far from adequate, filled with very simple furniture, blatantly showcasing fishermen's poverty (Humaedi, 2012; B. A. Imron, 2013; M. Imron & Ary Wahyono, 2018). The Ministry of Marine Affairs and Fisheries (MMAF)

admitted that the majority of fishermen fishing cluster areas are within the poor status. More than 50 percent of the community fishing are not yet prosperous or in other words, they live under the poverty line (Republika, 2019).

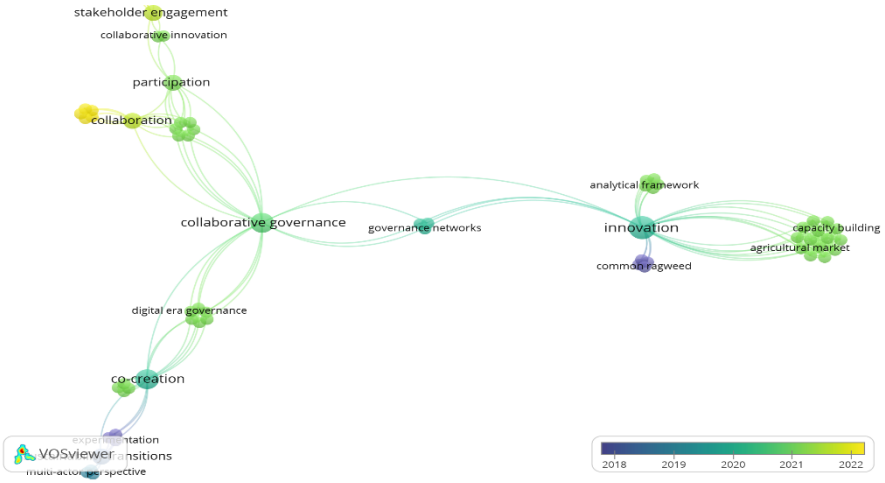


Figure 1. Actor Collaboration Research Mapping in the Study of Improving the Economy of Fishing Communities
Source: Scopus Articles Mapping using VOSviewer from 2018-2022 (2022)

The mapping results of previous research showed that the fishing community is still embroiled in a structural poverty chains (Nirzalin et al., 2018; Retnowati, 2011; Tan et al., 2021; Yunita et al., 2018). There are a few factors that cause the fishermen to be classified as poor: First, their low income; Second, their inability to utilize fisheries resources which is due to the fishermen's limited resource quality (Belwal et al., 2014; Islam & Berkes, 2017); and Third, the limited business capital and fishing technology (Putri & Eriyanti, 2020; Rahim et al., 2018; Sugiardi et al., 2021; Yunita et al., 2018).

To minimize these problems there needs to be a multi-actor collaboration involving the government, the private sector, public communities, and the fishing community for working together in encouraging the coastal community economic empowerment policies through the development of a mutually profitable joint business venture between fishermen groups which would have a significant impact on the people's welfare, especially that of the fishing community in the Karangantu Coastal Area, Serang City.

From the results of research mapping through a bibliometric analysis approach using Scopus data from 2018-2022 with the help of the VOSViewer software, it can be seen that multi-actor collaboration research in studying the improvement of the economy of fishing communities is still rare. It can be seen in Figure 1 that shows that the keywords multi-actor collaboration, fishing communities, the economy, and coastal areas are rare. This is the novelty of this research.

Research Methods

This study is a descriptive qualitative study (Creswell, 2015). Data analysis in a qualitative study is done simultaneously with the development of the other parts of the

qualitative study, namely the collection of data related to the multi-actor collaboration in the improvement of the fishing community's economy in the Karangantu coastal area (Neuman, 2017). The data analysis was conducted using the Nvivo 12 Pro software, both for primary data and secondary data. The data collection methods were in-depth interviews, documentation, and participative observations.

Results and Discussion

The Actors in the Management of Karangantu Coastal Area

In identifying the actors involved in the management of improving the economy of the fishing community in Karangantu Coastal Area, Serang City, an actor analysis was required. According to Ondee and Pannarunothai (Aryeetey et al., 2020; Bryson et al., 2011; Hansson, 2011; Ondee & Pannarunothai, 2008; Rafika et al., 2016), actor analysis is a systematic method for collecting and analyzing data regarding the interests of actors (individuals, groups, and organizations) to identify the actors involved in management, both the main actors and the other actors in the management system, assessing the interests of several respective actors wagering, and predicting the potentials that might have an impact on the management of economic improvement of the fishing community in Karangantu Coastal Area, Serang City.

From the results of the actor-mapping identification, it was found that there were multiple actors in the management of Karangantu Coastal Area, Serang City. Therefore, collaborative management involving the various stakeholders such as the civil community, the government, international organizations, the media, and academic or research institutions is needed for exchanging perspective, information, technology, and financial resources to come up with a joint solution that works hand in hand with the political changes towards democracy where the relationship between the government, the private sector, and citizens shift from the hierarchical pattern to the horizontal pattern (Siow et al., 2015). Therefore, the concept is an approach that could potentially overcome more complex social problems faced by the government and other parties (Carvalho et al., 2012; Elias & Barbero, 2021; Rosyadi et al., 2020).

The results of the actor-mapping of those involved in the management of the economic improvement of the fishing community in Karangantu Coastal Area, Serang City were the Mayor of Serang City, the Ministry of Marine Affairs and Fisheries, the Karangantu National Fishing Port, Banten Province and Serang City Marine Affairs and Fisheries Agencies, Banten Province and Serang City Environmental Services, Serang City Tourism Office, the Navy/Water Police, the fishermen, fisheries business actors, culinary business actors, tourism business actors, landowners, community elders, fishermen investors, environmental NGOs, mass media, and the public. From the interview, documentation, and observations made by the researchers, the actors identified in the management for improving the economy of the fishing community in Karangantu Coastal Area, Serang City in table 1.

Table 1. Identification of the Actors in the Management for Improving the Economy of the Fishing Community in Karangantu Coastal Area
Source: Processed by Authors (2021)

No	Actor	Role and Authority	Power, Influence, and Interests
1.	Mayor of Serang City	Has a significant role and formulates policies to improve the economic potential of the fishing community, both in the fisheries and tourism sectors	Has strong power, influence, and interest
2.	Ministry of Marine Affairs and Fisheries/Karangantu National Fishing Port Serang City	Has a significant role in formulating policies or programs to improve the economy of the fishing community	Has strong power, influence, and interest
3.	Serang City Marine Affairs and Fisheries Agency	Has a fairly significant role in formulating policies or programs to improve the economy of the fishing community and can give input to the Mayor of Serang City and the Regional People' Representative Assembly (DPRD) to prioritize the fishing community empowerment programs in Karangantu Coastal Area, Serang City	Has an intermediate power, strong interest, and strong influence
4.	Serang City Tourism Office	Has the authority in giving suggestions to the head of the region and create programs to improve tourism destinations in Karangantu Coastal Area, Serang City	Has an intermediate power, high interest, and strong influence
5.	Capital/ business owners	Are non-formal actors who have power in influencing the improvement of the fishing community	Has strong informal power, influence, and interest
6.	Landowners	Are non-formal actors who have power in influencing the improvement of the communities working in tourism destinations and culinary business owners around Karangantu Coastal Area, Serang City	Has strong informal power, influence, and interest
7.	Mass Media	Are non-formal actors that have the power in influencing the government in prioritizing the program for improving the economy of the fishing community, for instance building a positive opinion of the condition and potentials of Karangantu Coastal Area, Serang City.	Has an intermediate power, strong influence, and adequate interest
8.	Serang City Environmental Services	Has the authority to provide input to the head of the region so that the tourism destination improvement programs in Karangantu Coastal Area, Serang City prioritize the environmental quality aspect	Has an intermediate power, strong influence, and strong interest
9.	NGOs working on environmental issues	These institutions can give input to the head of the region so that the programs for improving the economy in Karangantu Coastal Area, Serang City prioritizes the environmental quality aspect such as not disrupting the environmental balance (safeguarding mangroves and promoting mangrove planting, providing education for the fishermen on environmentally-friendly fishing, *et cetera*).	Has an intermediate power, strong influence, and adequate interest
10.	Water Police/Navy	Has the authority to maintain the safety and security in Karangantu Coastal Area, Serang City	Has the power, interest, and influence in maintaining the safety and security in Karangantu Coastal Area, Serang City
11.	Fishing community	Has a strong interest in obtaining good marine resources to improve its economy	Has weak power, strong interest, and weak influence. Therefore, there needs to be a community that can safeguard and support their presence so they would have adequate power and influence in influencing policies related to the Karangantu Coastal Area, Serang City

Table 1 shows that the government, in this case, the Mayor and the Ministry of Marine Affairs and Fisheries represented the Karangantu National Fishing Port (PPN) Serang City, were the formal actors who had the authority to formulate policies or programs related to the economic improvement of the fishing community, both in the fisheries sector and the tourism sector. Also, the regional government must sever the capital owners' power over the fishermen by creating capital programs, especially for fishing equipment and business capital, including training for the fishing community for preparation as tourism business actors in Karangantu Coastal Area, Serang City. In order to realize this, it needs to be supported from all the stakeholders, including the regional government (Marine Affairs and Fisheries Agency, Environmental Services, Tourism Office) and tourism and culinary business actors in Serang City to be involved in empowering the fishing community and also purchase their catch with an appropriate market price. In addition, the mass media and public communities (environmental NGOs and fishing communities) must be able to give input to the government so that the economic activities do not become excessive and are within the tolerance range of the environment. Meanwhile, the fishermen are the weakest actor in terms of power and influence but have a strong interest. Therefore, fishermen must be empowered to be socially, politically, and culturally powerful.

Efforts necessary for empowering the fishing communities are made through policies to improve the economy of fishing communities, for example, through capital provision programs, capacity building for fishing technology, micro business programs, and coastal tourism area development programs. These programs will run optimally by creating multi-actor collaboration so that the government will be assisted by non-governmental actors.

The Multi-Actor Collaboration in Improving the Economy of the Fishing Community in Karangantu Coastal Area

Coastal areas have several potentials that could be managed to improve economic growth, increase the regional revenue, create jobs, and have a significant impact on the fishing community's welfare. The mapping results of the secondary data showed that the fisheries sector is the main potential in coastal areas (Asirizal Efendy Nasution, 2017; Isdarmanto, 2017; Nadzan et al., 2008; Samosir et al., 2016; Tilley et al., 2021; Zhao & Guan, 2019). Besides the fisheries sector, tourism is a potential that is comparable to the fisheries sector (de Jong & Varley, 2018; Khan et al., 2020; Muftuch et al., 2018).

From the study's mapping results, both through interviews and observations, there are several potentials and obstacles faced by the fishing community in Karangantu Coastal Area, Serang City, namely: First, the fisheries potential and obstacles in the fishing community's economic activities. The fish landing activities in Karangantu National Fishing Port (PPN Karangantu) has become busier. The catches are usually from waters around the Banten Bay and the western seas of Sumatra. The fish are usually caught using rampus (set gillnets), gillnets, bagan (lift nets), jaring arad (mini trawls), fishing rods, and some other types of fishing equipment. After the fish are landed, they are unloaded and carried to the hygienic fish auction (Tempat Pelelangan Ikan (TPI)) to be weighed and

recorded. After these activities are completed, the fish are put on the market. The fish in PPN Karangantu are still targeted for the local market only.

Data from PPN Karangantu showed that in 2019 the fish volume landed in the Karangantu National Fishing Port (PPN Karangantu) was 2,660 tons with a value of IDR 38,671,377,561, compared to 2018 which was 2,420 tons with a value of IDR 41,433,096,684. This means the volume increased by 9.0% and the production value decreased by 7.1%. The average price of fish dropped from IDR 17,112 per kg in 2018 to IDR 14,539 per kg in 2019 (Karangantu Fishing Port, 2019).

Table 2. Production and Production Value
Source: The 2019 Karangantu National Fishing Port Annual Report

Year	Fish landing	
	Production (Ton)	Value (IDR 1,000)
2015	1,907	23,789,068
2016	2,031	25,405,610
2017	2,293	28,771,680
2018	2,420	41,433,096
2019	2,660	38,671,378

From the data in table 2, it can be seen that there was a decrease from 2018 to 2019. This decrease was because the fish caught by the fishermen were mostly those with low economic value, the fish quality was not well preserved, some of the fish caught were distributed on the docking area. The decrease in the catch quality due to the fish not being stored in a cooler or on ice from after they are caught in the high seas generally reaches 50 percent. This causes the price of fish received by fishermen to decrease with a ratio of 40 percent fresh fish, 50 percent spoiled fish, and 10 percent between fresh and spoiled. The decrease in fish prices will have a double impact, affecting the income level of the fishermen, whereas the fishermen's income is generally the sole source to support all their family members (Prihatin, 2017).

Therefore, there needs to be held a Certification of Fish Handling Skills (Sertifikasi Keterampilan Penanganan Ikan (SKPI)), a training program for the fisherman skippers, and fisheries business actors regarding good fish-handling methods. The Ministry of Marine Affairs and Fisheries has conducted this training program and it is expected to have a positive impact, especially to improve the fish quality and the fishermen's production.

However, according to the fisheries business actors in Karangantu coastal area, there is a drastic drop in the production value due to the Covid-19 pandemic. At the moment, they are experiencing a decrease in income, and some do not even have enough capital for covering the fishing costs. Note that most of the fishermen in the Karangantu coastal area depend on investors known as *juragan*. They are loaned an average of IDR 300 million to build a ship and this is repaid by installments from their catches. They must sell their catches to their *juragan*.

This condition makes the fishermen dependent on the investors and they are unable to sell their catches freely according to the market price. The fishermen also find it difficult to break the poverty chains as they are dependent on nature and structurally, they are dependent on their investors. Therefore, the government should create a program to help provide capital for the fishermen, especially in providing fishing equipment which includes the capital needed to build fishing vessels. The government should also expand the fish market by building a collaboration between the fishing community and the fisheries business actors in Banten and the surrounding areas, for instance with restaurant and supermarket business owners to increase the fish production value so that it could increase the fishermen's income. Besides, Karangantu coastal area should also be made into a seafood culinary tourism destination in Serang City. This strategy is hoped to increase the fish production value and to improve the fishing community welfare. This condition must be a concern for the government, which in this case is the Serang City regional government and the Ministry of Marine Affairs and Fisheries, to collaborate with various actors, including the fisheries business actors (hotel, supermarkets, culinary businesses), to sever the unnecessary fish distribution chain.

Furthermore, the size of the fishing community has grown from year to year; therefore, it could be the government's mainstay for absorbing the workforce as long as it is well-managed and give a chance for the people hoping to be involved in the fisheries sector. The data from PPN Karangantu showed that there was a rising trend in the number of fishermen conducting activities in the last five years in Karangantu Coastal Area, Serang City, from 2015 to 2019. The number of fishermen in PPN Karangantu in 2019 was 2,415; this increased by 35 people or 0.72%. This was due to an increase in the number of fishing vessels operating from PPN Karangantu. This is because Karangantu Port is currently a magnet for fishermen from other regions to carry out their economic activities, one of which is selling their catch (Table 3).

Table 3. The Number of Fishermen Operating from PPN Karangantu
Source: The 2019 Karangantu National Fishing Port Annual Report

No	Year	The Number of Fishermen (persons)
1.	2015	2,375
2.	2016	2,350
3.	2017	2,371
4.	2018	2,380
5.	2019	2,415

Also, the government should run empowerment programs for the people to improve the fishermen's ability to increase the fishing production and catch value fisherman, for example making Karangantu coastal area a fish processing center. The study observation results showed that the fish processing is limited to salted fish,

necessitating holistic and integral collaboration with business actors so that there would be investments in this area for a fish-canning industry that prioritizes the use of appropriate technology that does not damage the ecosystem. This requires the effort from the regional government and Ministry of Marine Affairs and Fisheries to urge the fisheries business actors in Karangantu Coastal Area, Serang City.

Second, marine tourism potential. Charlier stated that the development of a tourism destination must be directed towards a holistically planned development so that the benefits for the people could be maximized. One of the tourism sectors is coastal tourism (Muflih et al., 2015; Yusiana et al., 2011). Some potentials could be developed in the marine tourism activities conducted around the beach such as swimming, surfing, sunbathing, diving, snorkeling, going for a walk or jogging along the beach, enjoying the beach view, and seafood culinary tourism.

Based on the Ministry of Marine Affairs and Fisheries Decree number PER.08/MEN/2012 about Fishing Ports, besides having administrative functions, a fishing port also has an enterprising role. The administrative role is to manage, supervise, control, monitor, and safeguard the security and operational safety of fishing vessels, while the enterprising role is to provide fishing vessel services and other related services at the fishing port, including marine tourism activities.

The marine tourism activities in PPN Karangantu started to develop in the past two years. The marine tourism activities in PPN Karangantu are fishing tours to the waters around Tunda Island and tours to adjacent islands that are still within PPN Karangantu's Operational Area. Besides fishing tours, Karangantu coastal area is also used for educational tourism (the mangrove forest), cycling tourism, and culinary tourism. However, these potentials are not yet well-managed because the tourists who visit Karangantu coastal area are mostly local tourists and come for short activities only such as cycling, fishing, and enjoying seafood. However, the fisheries potential in this area goes nearly unnoticed, for instance, the culinary tourism is not apparent. This caused the lack of connectivity between the fisheries activities and marine tourism in Karangantu Coastal Area, Serang City. Also, the tourist attractions are mostly on privately owned land, so the fishing community is unable to participate in the economic activities that center around tourism.

Plans for supporting the marine tourism activities in PPN Karangantu include controlling the docking of marine tourism vessels in the PPN Karangantu port, providing supervision for the marine tourism vessel business actors in establishing a Marine Tourism Vessel Cooperation as a collaborative medium for the business actors and to apply for insurance for the marine tourism vessel users, both island tour vessels and fishing trips vessels.

Besides, the regional government must be able to create the right tourism programs to make Karangantu attractive for tourists, especially domestic tourists so that they would visit Karangantu Coastal Area, Serang City, that is, by making Karangantu the seafood culinary center of Serang City (managing the culinary center, developing and managing the homestays and other facilities). Therefore, there needs to be a collaboration among the actors to realize this goal, especially the business actors, the fishing

community, landowners, and community elders. Karangantu coastal area has been visited by mostly local tourists, and even then they only walk around the dock, cycle, and buy fish at the auction.

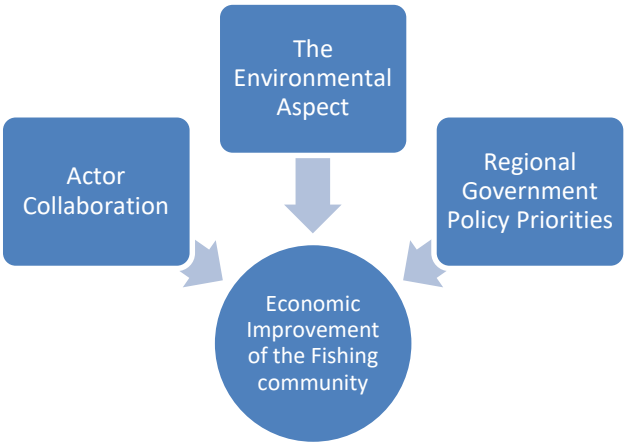


Figure 2. The Economic Improvement Model for the Fishing Community in Karangantu Coastal Area
Source: Processed by Authors (2021)

In the future, Karangantu coastal area should become the main tourism destination for Serang City as the seafood culinary and marine tourism center (environmental education tourism, diving, a national fishing site, *et cetera*). In order to realize this concept, the environmental aspect also needs to be safeguarded (Grip & Blomqvist, 2020). The involvement of stakeholders through collaborative and comprehensive planning in developing the marine tourism destinations in Karangantu Coastal Area, Serang City is a non-negotiable requirement in creating a sustainable coastal and marine area by reinforcing the understanding that the local community is still strongly dependant on the coastal area (figure 2).

Conclusion

Several conclusions could be made from this study such as: First, the result of the actor-mapping identification showed the involvement of multiple actors in the management of Karangantu Coastal Area, Serang City: the Mayor of Serang City, the Ministry of Marine Affairs and Fisheries, Karangantu National Fishing Port, Banten Province and Serang City Marine Affairs and Fisheries Agency, Banten Province and Serang City Environmental Services, Serang City Tourism Office, the Navy/Water Police, Fishermen, Fisheries Business Actors, Culinary Business Actors, Tourism Business Actors, Landowners, community elders, fishermen investors, NGOs that work in the environment, mass media, and the public; Second, from the actor-mapping, it was found that some actors had strong, intermediate, and weak power, influence, and interest; and Third, from the study's mapping, there are a few potentials in Karangantu Coastal Area, Serang City, including fisheries and tourism. However, these potentials are not yet managed well.

Therefore, to resolve the issues there are several recommendations: First, there needs to be a holistic and integral collaboration with business actors to build a fish-canning business in the area, but it must prioritize appropriate technology so it does not damage the ecosystem; Second, the involvement of the stakeholders through collaborative and comprehensive planning in developing the marine tourism destinations in Karangantu Coastal Area, Serang City; and Third, the regional government should create suitable tourism programs to make Karangantu attractive to tourists, especially domestic tourists, by making Karangantu the seafood culinary center in Serang City (the management of a culinary center, the development and management of homestays and other facilities).

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