Stakeholders Collaboration in Empowering Coastal Communities

Titi Darmi[1]*, Iqbal Miftahul* Mujtahid[2]*, and *Rosidin*[1]

[1]Public Administration Program, Faculty of Social and Political Sciences, Muhammadiyah University of Bengkulu, Kampus 4 UMB, H. Adam Malik Street, Bengkulu City, Indonesia.
[2]Public Administration Program, University Terbuka, Pondok Cabe Tangerang Banten, Indonesia

Abstract. Community empowerment has been reported to lead to societal dependence, as symptoms tend to allow the population not to be independent. In the coastal area of Bengkulu City, community empowerment has been reported to be carried out, most especially among the fishing population. However, it was not conducted sustainably, resulting in independence for the fishing community. For example, several Agencies often assist with temporary benefits. Moreover, there is no evaluation of program outcomes, as the assistance services do not run optimally. This study aims to describe the stakeholder collaboration patterns in empowering the coastal community at Bengkulu city. The method used was descriptive qualitative, as data were collected through observations, interviews, and documentation. The determination of objects was also carried out via the use of purposive and convenience sampling techniques. Also, the triangulation technique was used in order to check the data validity. The results showed that stakeholder collaboration was not being efficient and effective. The indicators also showed that the involved stakeholders have not entered into agreements and cooperation, which were observed as an effort to increase the capacity of coastal communities.

1 Introduction

The maritime sector, which has had an incredible attraction since our ancestors, is the capital of Indonesia. It has triumphed and affected the glory of the archipelago kingdom in the past. However, coastal communities are always synonymous with poverty. As an attempt to control the poverty rate, President Joko "Jokowi" Widodo, in his first term of administration, made the maritime sector one of nine priority programs (Nawacita) and included in the 2015-2019 National Medium-Term Development Plan (RPJMN).

---

*Corresponding author: iqbal@ecampus.ut.ac.id

Geographically, Geographically, Indonesia is a maritime country that needs good maritime management. An effective and sustainable governance paradigm has become a barometer of maritime area management. One of the strategic programs for maritime area development is managing the marine environment, which also means coastal area management.

According to the Ministry of Marine Affairs and Fisheries, a coastal area is a transitional area that connects terrestrial and marine ecosystems located between borders towards land, as far as the highest tide and towards the sea, and as far as the influence of activities from land. As a transitional area of land and sea, this area has a unique ecosystem. In this context, the international community also has an interest in managing coastal areas [1].

Coastal areas with optimal management have natural resources to improve community welfare and drive economic development [2]. For optimal management of coastal areas, it is crucial to carry out integrated management [3] and based on partnerships with various sectors to strengthen the capacity of coastal area management [4]. It is also essential to have community and related stakeholder participation in establishing good relations and cooperation [5, 6, 7, 8], meaning that coastal area management can be optimal with collaboration between various related sectors managed in an integrated and systematic manner.

Several papers have explained from various perspectives, including optimization and strengthening coastal area management planning [9] as an essential agenda. Coastal areas are managed based on a social system [10]. Coastal area management by optimizing fisheries potential will be a solution [11]. A well-managed coastal area can become a tourism area [12, 13]. Unfortunately, urban coastal area development is usually carried out without appropriate solid waste management [14]. For optimal management of coastal areas, it is important to invite and empower local communities. This means that collaboration between stakeholders is necessary so that coastal area management can positively impact fisherman communities.

Moreover, several research results explain that optimal coastal area development can be carried out by community empowerment [15], accelerating the development of fisherman communities. In this context, one of the strongest factors is community-based development [16]. This can be achieved with the support of stakeholders and authorities [17] and by providing infrastructure and building capacity of community resources [18].

Community empowerment policies were launched long ago. Coastal community empowerment is better known as Coastal Community Economic Empowerment Program (PEMP), which began in 2002 and ended in 2009. This program is aimed at improving coastal community welfare, especially fishers.

The economic and social life of people living in coastal areas is generally associated with poverty, as are the people of Bengkulu living in coastal areas. Furthermore, Bengkulu experienced a decline in commodity growth in agriculture, forestry, and fisheries categories. This has a massive impact on the community, especially those who live in coastal areas. The coastal area of Bengkulu has the potential to be developed. By conducting good management, these areas can also positively impact the life of the fisherman community in particular and the region in general.

Coastal management is a form of public activity involving various stakeholders. This is in line with a notion proposed by [19] which claims that stakeholders in public governance consist of 1) community as individuals who live in coastal areas; 2) organized social organizations, formally and non-formally; 3) private institutions (non-profit); 4) business and tourism; 5) mass media; 6) government agencies, and 6) politicians.

Collaboration with various stakeholders in empowering communities living in coastal areas is an appropriate strategy to increase economic growth in the coastal area of Bengkulu. Economic growth in coastal areas is an opportunity and a capital for government to empower the economy of fisherman communities. Economic empowerment in coastal areas is a

foundation of income for most fishermen communities in improving their family welfare. Priorities in coastal area management include coastal areas management, marine management, marine products management, empowerment of fisherman family communities, and optimization of resources along with coastal areas by the Department of Marine Affairs and Fisheries (DKP).

Many related agencies have implemented community empowerment in the coastal area of Bengkulu; DKP explicitly commands this program. DKP has several programs to increase the capacity of fisherman communities, such as increasing the capacity of fishery business actors and training to manage fish catches into something valuable. For example, unsold fish is processed into delicious crackers, one of which is *belidang* fish. DKP also had assisted in the form of infrastructure for fishers. However, the outcome of community empowerment generally has not had a significant impact on the socio-economic life of coastal communities. A paradigm of the tendency for coastal communities to always expect and depend on assistance from the government makes them less independent.

Bengkulu City is a coastal area directly facing the Indian Ocean, where most people work as fishermen. The Sea area of Bengkulu (387.6 km2) is wider than the land area (151.7 km2), indicating that around 71.8% of this city consists of oceans. Bengkulu City, as a coastal area, is the largest fish producer compared to other regencies in Bengkulu province. The marine fish catch in Bengkulu City contributed 29,676.8 tons of fish from total catches of 62,407.7 tons in Bengkulu province in 2015. It shows that Bengkulu City produces fish up to 47% of total marine capture fisheries production in 9 regencies of Bengkulu province [20].

Besides the potential of fisheries in the coastal area of Bengkulu City, there are other potentials, one of which is marine tourism. One of the areas along the coast of Bengkulu City is Jakat Beach which has a potential for marine and fisheries tourism. This beach is the second tourist destination after Panjang Beach.

Based on the aforementioned explanation, the coastal area of Bengkulu City has a high population density. Population settlements in coastal areas still look slum with the highest number of poor households (*Rumah Tangga Miskin*/RTM) compared to other areas [21].

In addition, the actual condition of traditional fisherman communities in Bengkulu City is still below the poverty line, identical to slum housing and the environment. At the same time, the education of their children is not a significant concern [18]. However, this area has many potentials that deserve to be managed optimally. This issue, conceptually and practically, can be resolved optimally if there is empowerment- and community participation-based stakeholder collaboration. Based on the description above, this study aims to analyze how stakeholder collaboration is based on community empowerment in improving the community's welfare in the coastal area of Jakat Bengkulu, Indonesia.

2 Methods

This study was conducted using a qualitative descriptive method with research object of the coastal area of Bengkulu City. The research site was a coastal area, namely Jakat Beach, Bengkulu City. Sources of research data were secondary data and primary data. Primary data were obtained from interviews with informants, while secondary data were obtained from reports, legislation, and related articles. Eight research informants were selected using purposive sampling technique and convenience sampling, which were carried out deliberately by aims and objectives of this study considering that these informants understood research focus related to collaboration between stakeholders in community empowerment. It was also easy to access these informants and very likely to invite them to have a discussion. Data were collected through observation, interviews, and documentation. To show the validity of data, researchers used data triangulation techniques to convince researchers of empirical data in the field.

3 Results and Discussion

The research object has a stretch of beach about 17.5 km long coastal area of Bengkulu City. The research site stretches approximately 3 km overlooking the Indian Ocean, not far from the city centre, Jakat Beach. The majority of people are fishermen, while the rest are entrepreneurs, traders, civil servants, labourers, and workers in the service sector. Administratively, Jakat Beach is located in 2 urban villages, Bajak and Pasar Baru. The poverty rate here was still high by indicators seen from residential areas of the local community and its facilities (see Figure.1).
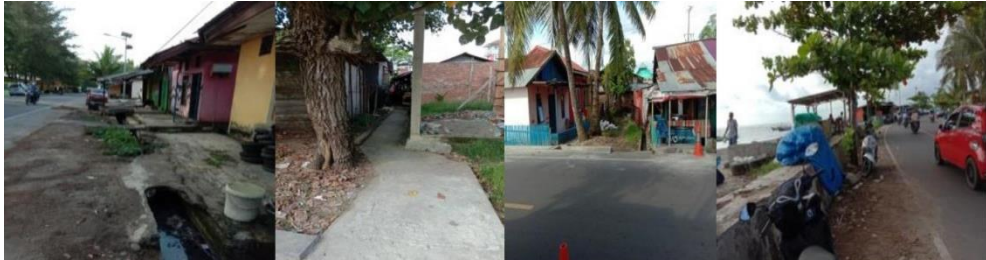

Fig. 1. Environmental Conditions of Research Site.

Source: Research Data, 2020

Results of this study showed that the coastal area of Bengkulu City has 14 points (see Table 1) which have the potential for optimal management. Each point has a different potential which can be seen from community activities. There are 2 most dominant activities: marine tourism and fisheries.

Table 1. Location and Potential of Coastal Area of Bengkulu City, Indoensia.

No	Location Name	Potential
1	Sumber Jaya Beach	Fisherman village, mangrove tourism, culinary, creative economy
2	Samudera Ujung Beach	Warehousing
3	Teluk Sepang Beach	Beach tourism
4	Sungai Hitam Terminal Beach	Beach and culinary tourism, inter-city terminals
5	Muara Sungai Bengkulu	Outbound locations, hall rentals, and culinary
6	Jembatan Sungai Bengkulu Beach	Tourist attractions, playgrounds
7	Pasar Bengkulu Beach	Beach tourism, traditional fishing market, culinary
8	Jakat Beach	Beach tourism, culinary, park
9	Pondok Besi Beach	Fish Auction Site (TPI), residential housing, beach tourism, culinary
10	Malabero Beach	Residential housing, beach tourism, culinary, historical relics
11	Sumur Meleleh Beach	Residential housing, beach tourism, culinary
12	Panjang Beach	Beach tourism, sports centers, playgrounds, hotels, malls, restaurants
13	Pasir Putih Beach	Beach tourism, culinary, plants, hotels, restaurants
14	Muara Lempuing	Beach tourism, mangrove forests, restaurants

Source: Research results, 2020.

Jakat Beach has many potentials such as fishery resources and tourism destinations in Bengkulu City. Jakat Beach is a vacation spot to relieve fatigue due to daily routines. It is a beautiful location, has predominantly blue surroundings, and offers gorgeous sunsets since it overlooks the Indian Ocean. Many culinary spots provide roasted corn and Bengkulu specialities. Jakat Beach is also a place to play water (sea bathing) with a slope of 0 - 1.5 meters during tides. In addition, there is a fish market that sells fresh fish directly from the sea (without any storage or freezing processes). However, the Jakat beach area has not been appropriately managed as evidenced by scattered garbage, unsightly stalls (see Figure. 2).

Fig. 2. Existing Jakat Beach, Bengkulu City, Indonesia.

Source: Research Data, 2020.

Community Community empowerment has been felt by coastal communities starting in 2002, namely Coastal Community Economy Empowerment Program (*Program Pemberdayaan Ekonomi Masyarakat Pesisir*/PEMP). The philosophy of implementing the PEMP program is to improve coastal community welfare from various aspects, including education, health, social, culture, and economy, to be able to leave poverty stigma of coastal communities. Here, the program's outcome is that the community can utilize coastal resources effectively, efficiently, and sustainably.

Each program has advantages and disadvantages. Based on the results of observations, one of the disadvantages of the PEMP program was that most people used aid funds to meet daily needs. They were usually not willing to return revolving funds so that the funds could not develop sustainably. However, one of the advantages was that during the implementation of PEMP program, many collaborations between entrepreneurs, better known as holding companies, we are growing in coastal areas. Importantly, PEMP program was pioneer information of fishermen cooperatives as a means for the government to indirectly assist in overcoming capital and social assistance for coastal communities.

Other than that, government policies regarding empowerment have been carried out in various patterns and changed names. PEMP program was replaced with Independent Coastal Community Economy Empowerment (*Pemberdayaan Ekonomi Masyarakat Pesisir Mandiri*/PEMPM), which was then replaced with Mina Rural Enterprise Development (*Pemberdayaan Usaha Mina Pedesaan*/PUMP), and finally replaced again with Independent Mina Enterprise Development (*Pemberdayaan Usaha Mina Mandiri*/PUMM), which was the responsibility of Directorate General of Marine, Coasts and Small Islands, Department of Marine Affairs and Fisheries (DKP). This community empowerment program has a vision and mission to improve the socio-economic welfare of the community to reduce poverty levels in coastal areas.

More importantly, collaboration in coastal or maritime community empowerment is how informal and formal institutions can establish relationships and carry out activities in a structured, integrated manner with mutually determined goals. Data obtained demonstrate that many stakeholders are involved or have activities at Jakat Beach, which can be classified into 3 elements: 1) government, including DKP, Tourism Office, Department of Public Works (PU), Department of Micro, Small and Medium Enterprises (UMKM); 2) private

sector, including fishery entrepreneurs, culinary entrepreneurs, fishermen cooperatives (managing traditional markets, savings, and loans); 3) community, who formed Joint Business Group (KUB).

Empirical data provide information that most of the three stakeholders involved have not collaborated, which is shown by the absence of an MoU and a Cooperation Agreement (SPK) between those three elements. MoU and SPK will prove that related parties have agreed to carry out a mutually beneficial activity.

In implementing community empowerment programs, DKP has a 2019-2023 Strategic Plan regarding fisheries development programs containing 10 strategic plans, one of which is increasing the capacity of fish business actors in the aquaculture sector. Based on interviews with business actors, capacity building related to aquaculture is not only done through workshops or socialization. Business actors want DKP to assist in mutual coordination with other parties that know about aquaculture concepts and practices. It means that business actors need cooperation between other parties who have the capacity.

Besides, the involvement of stakeholders in community empowerment is established through collaboration. Collaboration here, in principle, is a relationship and cooperation between organizations from a sociological perspective. It can also be stated that collaboration is a relationship and cooperation between governments in state administration science. There is also an idea that defines *collaboration* as a bond between two parties to achieve goals from a business management perspective. In the perspective of public management, it is defined as network ties between multi-organizations. Accordingly, we can conclude that perspectives from these various points of view interpret collaboration as interactions and relationships between one organization and another.

The governance paradigm in public administration provides a perspective on how organizational governance has inter-organizational ties. Governance does not only focus on inter-organizational governance, especially government organizations. However, it is also interpreted as value. Moreover, governance is a network and how stakeholders interact with each other to achieve common goals. This interaction shows the existence of intervention efforts and interactions of all actors involved. In this effort, there is formal and informal coordination [22].

It should be noted that governance in networks deals with interdependence between organizations that includes all government, private and public stakeholders. Network or collaboration is a concept of relations between organizations, having activities that manage a particular object. There are policies and regulations or SOPs in a relationship managed jointly [23, 24, 25]. In other words, DKP, as a more dominant policymaker in coastal community empowerment at Jakat Beach, should be the party that oversees various collaborations in government and society and the business sector.

4 Conclusion

Many coastal community empowerment programs have been implemented, including at Jakat Beach, Bengkulu City, Indonesia. Unfortunately, these empowerment programs have not been carried out in collaboration between stakeholders or various related parties, which causes these programs not to run effectively. The most common indicator is the high poverty rate. It is confirmed that stakeholder collaboration in community empowerment in the coastal area of Jakat Beach has not been carried out optimally. This study suggests that stakeholder collaboration in community empowerment in this context should be initiated or driven by DKP. The first thing to do is to increase the capacity of the local community to cooperate with regional leaders of RT (Neighborhood Association/RW (Community Association) or urban villages.

References

1. I. C. R. USAID, *Contoh Rencana Strategis pengelolan terpadu Teluk Balikpapan*, In T. Knight, M & S (Ed.), Pengelolaan Wilayah Pesisir Terpadu, (USA 2003)

2. R. Ardiyansyah, N. Hasanah, *Analisis Kebijakan, Strategi dan Analisis SWOT Pengelolaan Usaha Rumput Laut Nelayan Daerah Pesisir Pantai Amal Kota Tarakan*, Jurnal Metris, **19**, 131–138 (2019)

3. J. Blythe, D. Armitage, G. Alonso, D. Campbell, A. C. Esteves Dias, G. Epstein, … P. Nayak, *Frontiers in coastal well-being and ecosystem services research: A systematic review*, Ocean and Coastal Management, 185, 105028 (2020)

4. T. Darmi, *Capacity Building Resource Management Of Coastal Areas To Improve The Local Economic Based By Cross-Cutting Partnerships: Case Study on Panjang*, Capacity Building Resource Management Of Coastal Areas To Improve The Local Economic Based By Earth and Environmental Science, (2017)

5. J. E. Bezaury-Creel, *Protected areas and coastal and ocean management in Mexico*, Ocean and Coastal Management, **48**(11–12), 1016–1046 (2005)

6. J. A. Burt, M. E. Killilea, S. Ciprut, *Coastal urbanization and environmental change: Opportunities for collaborative education across a global network university*, Regional Studies in Marine Science, **26**, 100501 (2019)

7. S. A. Eshliki, M. Kaboudi, *Community Perception of Tourism Impacts and Their Participation in Tourism Planning: A Case Study of Ramsar, Iran*, Procedia - Social and Behavioral Sciences, 36, 333–341 (2012)

8. A. Ghermandi, V. Camacho-Valdez, H. Trejo-Espinosa, *Social media-based analysis of cultural ecosystem services and heritage tourism in a coastal region of Mexico*, Tourism Management, **77**, 104002 (2020)

9. T. Coates, S. Tapsell, *Planning for an uncertain future: the challenges of a locally based collaborative approach to coastal development decisions*, Environmental Science and Policy, **101**, 24–31 (2019)

10. R. Hafsaridewi, B. Khairuddin, J. Ninef, A. Rahadiati, E. Adimu, *Pendekatan Sistem Sosial – Ekologi Dalam Pengelolaan Wilayah Pesisir Secara Terpadu Social – Ecological System (SES) Approach In Integrated Coastal Management*, Buletin Ilmiah "MARINA" Sosial Ekonomi Kelautan Dan Perikanan, **4**(2), 61–74 (2018)

11. E. Loizou, F. Chatzitheodoridis, K. Polymeros, A. Michailidis, K. Mattas, *Sustainable development of rural coastal areas: Impacts of a new fisheries policy*, Land Use Policy, **38**, 41–47 (2014)

12. S. R. Lakshmi, T. L. Shaji, *Transformation of Coastal Settlements Due to Tourism*, Procedia Technology, **24**, 1668–1680 (2016)

13. S. Pourebrahim, M. Hadipour, M. Bin Mokhtar, *Integration of spatial suitability analysis for land use planning in coastal areas; case of Kuala Langat District, Selangor, Malaysia*, Landscape and Urban Planning, **101**(1), 84–97 (2011)

14. F. Ming, T. Bui, M. Tseng, M. K. Lim, R. R. Tan, *Sustainable solid-waste solid-waste management in coastal and marine tourism cities in Vietnam : A hierarchical-level approach*, Resources, Conservation & Recycling, 105266 (2020)

15. D. Tampubolon, *Strategi Pemberdayaan Masyarakat Pesisir di Kabupaten Kepulauan Meranti*, Sorot, **8**(2), 153–161 (2013)

16. J. Chen, K, Hsu, C. Chuang, *How do fishery resources enhance the development of coastal fishing communities : Lessons learned from a community-based sea farming*

project in Taiwan, Ocean and Coastal Management, 105015 (2019)

17. S. Lucrezi, M. Hassani, E. Ferretti, C. Cerrano, *The effects of stakeholder education and capacity building in marine protected areas : A case study from southern Mozambique*, Marine Policy, **108**, 103645 (2019)

18. T. Darmi, N. E. Patrisia, I. M. Mujtahid, *Coastal Area Management Strategy Through Strengthening Community Capacity in Sumber Jaya Kampung Melayu District Bengkulu City*, 02006 (2020)

19. K. Dommett, M. Flinders, *The centre strikes back: Meta-governance, delegation, and the core executive in the united kingdom, 2010-14*, Public Administration, **93**(1), (2014)

20. Anonim, *Rencana Aksi Daerah Pengembangan Ekonomi Kemaritiman di Provinsi Bengkulu Tahun 2017*, In 1 (Khusus), (Bappeda Provinsi Bengkulu, 2017)

21. Anonim, *Kota Bengkulu Dalam Angka*, In 1, (Badan Pusat Statistik Kota Bengkulu, 2019)

22. C. Ansell, A. Gash, *Collaborative governance in theory and practice*, Journal of Public Administration Research and Theory, **18**(4), 543–571 (2008)

23. M. Grindle, *Good Governance: The Inflation of an Idea*, Harvard University, Center for International Development, 1–21 (2010)

24. J. Said, M. Alam, *Relationship between good Governance and Integrity System: Empirical Study on the Public Sector of Malaysia*, Humanomics, **32**, 151-171 (2016)

25. S. Wang, *Research on the collaborative governance model in the charity organization under polycentric perspective*, Open Journal of Social Sciences, **2**(9), 263–269 (2014)

26. P. F. Cárcamo, R. Garay-Flühmann, C. F. Gaymer, *Opportunities and constraints of the institutional framework for the implementation of ecosystem-based management: The case of the Chilean coast*, Ocean and Coastal Management, **84**, 193–203 (2013)

27. T. Darmi, *Capacity building resource management of coastal areas to improve the local economic based by cross-cutting partnerships: Case study on Panjang Beach Bengkulu City*, IOP Conf. Ser.: Earth Environ, **55**, 012045 (2016)

28. Witarsa, *Model pengembangan ekonomi masyarakat pesisir berbasis co-management sumberdaya perikanan di Kabupaten Pontianak*, Jurnal Economia, **11**(1), 26-45 (2015)