J-SH: Journal of Social Sciences and Humanities
https://ejurnal.itbm.ac.id/j-sh/index
e-ISSN: 3164-6670
Volume 1, Issue 2, 2026 - Pages 70-78

Implementation of The Policy on The Utilization of Lonrae Fish Landing Base (PPI) In Bone Regency

Mirnawati[1], Muh. Ikramullah[1*], Suprianto[1], Sri Wulandari[1]
[1]Institut Teknologi dan Bisnis Maritim Balik Diwa, Makassar City, Indonesia
***Email*:** ikramullah_akmal@itbm.ac.id

ARTICLEINFO

Received: 25 October 2026
Revised: 30 October 2026
Accepted: 10 November 2026
Published: 21 November 2026

Keywords:
fisheries; governance; implementation; policy; utilization

ABSTRACT

Fish Landing Bases (PPI) play a strategic role in supporting capture fisheries, improving fishers' livelihoods, and strengthening coastal economic development. This study aimed to analyze the implementation of the policy on the utilization of the Lonrae Fish Landing Base (PPI) in Bone Regency using the policy implementation framework proposed by Van Meter and Van Horn. A qualitative descriptive approach was employed through in-depth interviews, field observations, documentation, and secondary data analysis. Informants consisted of representatives from the Provincial Marine and Fisheries Office, the Bone Regency Fisheries Office, PPI management, fishers, and local community members. The findings indicate that the implementation of the policy has generally progressed in accordance with its intended objectives, particularly in improving fisheries services and supporting local economic activities. The policy benefits from clear objectives, positive implementer commitment, supportive social conditions, and relatively effective inter-agency coordination. However, its effectiveness is constrained by limited financial resources, insufficient human resources, inadequate supporting facilities, suboptimal communication with fishers, and operational management challenges. These constraints have prevented the full optimization of PPI functions, particularly regarding fish auction services, infrastructure utilization, and service delivery. Strengthening institutional coordination, increasing infrastructure investment, enhancing human resource capacity, improving stakeholder communication, and expanding operational budgets are therefore essential to maximize the role of Lonrae Fish Landing Base as a sustainable fisheries infrastructure that contributes to fisheries governance and the welfare of coastal communities.

This is an open access article uses Open Journal Systems 3.3.0.15
Published by https://ejurnal.itbm.ac.id/j-sh/index

INTRODUCTION

Fish landing infrastructure plays a fundamental role in strengthening fisheries governance, improving supply chain efficiency, and supporting the sustainable development of coastal economies. Fish landing bases and fishing ports function not only as locations for landing catches but also as integrated service centers that facilitate fish marketing, vessel operations, quality control, cold chain management, fisheries administration, and interactions among stakeholders in the fisheries sector. Consequently, the effectiveness of fisheries infrastructure directly influences the competitiveness of capture fisheries, fishermen's income, regional food security, and the sustainable utilization of marine resources (FAO, 2024; OECD, 2023). In many developing maritime countries, investment in fisheries infrastructure has become an important policy instrument for enhancing value-added production while strengthening the resilience of coastal communities against economic and environmental challenges (World Bank, 2023).

In Indonesia, fisheries ports are legally designated as strategic public infrastructure supporting fisheries management under Law No. 31 of 2004 concerning Fisheries, as amended

by Law No. 45 of 2009. Among the various fisheries port classifications, the Fish Landing Base (*Pangkalan Pendaratan Ikan*—PPI) performs a critical function by providing landing facilities, auction services, vessel berthing, fish handling, fuel distribution, administrative services, and supporting facilities for small-scale fishers. Effective utilization of PPI facilities contributes significantly to improving operational efficiency, reducing post-harvest losses, increasing product quality, strengthening market access, and enhancing fishermen's welfare (FAO, 2022; Indonesian Ministry of Marine Affairs and Fisheries, 2023). Nevertheless, the availability of physical infrastructure alone does not automatically guarantee optimal performance. The success of fisheries ports largely depends on how government policies are implemented through effective coordination, adequate resources, institutional capacity, and stakeholder participation.

Recent studies have emphasized that policy implementation remains one of the major challenges in fisheries governance. Although governments frequently invest in fisheries infrastructure, many facilities continue to experience underutilization due to weak institutional coordination, limited financial resources, inadequate human capacity, and insufficient monitoring mechanisms (Bennett et al., 2021; Campbell et al., 2023). In addition, ineffective policy implementation often results in discrepancies between planned development objectives and actual operational performance, particularly in small-scale fisheries where institutional arrangements tend to be more complex and involve multiple stakeholders. Therefore, evaluating policy implementation has become increasingly important for understanding whether fisheries infrastructure fulfills its intended socio-economic functions and contributes to sustainable fisheries management.

Bone Regency, South Sulawesi, represents one of Indonesia's important capture fisheries production centers. According to regional fisheries statistics, marine capture fisheries contribute substantially to local economic development and provide employment opportunities for thousands of coastal households. Within this region, Lonrae Fish Landing Base (*Pangkalan Pendaratan Ikan Lonrae*) serves as one of the principal fisheries infrastructures supporting fishing activities in Tanete Riattang Timur District. The facility provides docking areas, fish landing services, fish marketing facilities, administration offices, storage facilities, and supporting infrastructure for fishermen operating in surrounding coastal waters. Consequently, PPI Lonrae occupies a strategic position in facilitating fisheries production, improving market efficiency, and supporting local economic development.

Despite its strategic importance, the operational performance of PPI Lonrae remains below its expected capacity. Regional data indicate that although Bone Regency produced more than 105,000 tons of marine capture fisheries in 2023, fish landings recorded at PPI Lonrae accounted for only a relatively small proportion of total production. Furthermore, utilization levels among the major facilities are highly uneven. The main dock currently operates beyond its optimal capacity, indicating congestion during landing activities, whereas the harbor basin and land facilities remain substantially underutilized. Such disparities suggest that infrastructure development alone has not been accompanied by equally effective policy implementation, institutional management, and service optimization. Similar conditions have also been reported in several fisheries ports across Southeast Asia, where inadequate governance mechanisms frequently reduce operational efficiency despite significant infrastructure investment (FAO, 2024; World Bank, 2023).

The implementation of public policy concerning fisheries infrastructure involves numerous interrelated variables, including policy objectives, institutional arrangements, communication among implementing agencies, resource availability, organizational characteristics, socio-economic conditions, and the attitudes of policy implementers. Among various implementation frameworks, the model developed by Van Meter and Van Horn remains one of the most comprehensive approaches for explaining policy performance through six interconnected variables: policy standards and objectives, resources, communication and coordination, characteristics of implementing agencies, dispositions of

implementers, and the surrounding social, economic, and political environment (Van Meter & Van Horn, 1975). This framework has been widely employed in public administration research because it provides a systematic explanation of why implementation outcomes often differ from policy intentions.

Although previous studies have examined fisheries port management, fisheries infrastructure, and coastal development in Indonesia, relatively few studies have specifically evaluated the implementation of government policy concerning the utilization of Fish Landing Bases using an integrated public policy perspective. Existing research has predominantly focused on technical performance, infrastructure utilization, or fisheries production without comprehensively assessing the interaction between institutional capacity, policy implementation, and stakeholder participation. This research gap is particularly evident in the case of PPI Lonrae, where empirical evidence regarding policy implementation remains limited despite the facility's strategic importance within Bone Regency's fisheries sector.

Therefore, this study aims to analyze the implementation of government policy regarding the utilization of Lonrae Fish Landing Base in Bone Regency using the policy implementation model developed by Van Meter and Van Horn. Specifically, the study seeks to identify the extent to which policy standards, organizational resources, inter-organizational communication, institutional characteristics, implementers' dispositions, and external socio-economic conditions influence the effectiveness of policy implementation. The findings are expected to provide practical recommendations for improving fisheries port governance while contributing to the broader literature on fisheries policy implementation and sustainable coastal development.

METHOD

This study employed a descriptive qualitative approach to examine the implementation of government policy concerning the utilization of the Lonrae Fish Landing Base (*Pangkalan Pendaratan Ikan*—PPI) in Bone Regency, South Sulawesi, Indonesia. A qualitative design was selected because the study sought to understand the implementation process, institutional dynamics, stakeholder interactions, and contextual factors influencing policy outcomes rather than to quantify causal relationships. The research was conducted at Lonrae Fish Landing Base, Tanete Riattang Timur District, Bone Regency, between November 2024 and January 2025. Informants were selected using purposive sampling, targeting individuals directly involved in policy implementation, including officials from the Department of Marine Affairs and Fisheries, PPI management personnel, fisheries extension officers, community leaders, and local fishers. Data were collected through in-depth semi-structured interviews, non-participant observations, and document analysis involving government regulations, institutional reports, operational records, and policy documents. Employing multiple data sources enabled methodological triangulation and provided a comprehensive understanding of policy implementation within its natural setting (Creswell & Poth, 2018; Denzin & Lincoln, 2018; Patton, 2015).

Data analysis followed the interactive model proposed by Miles, Huberman, and Saldaña (2014), consisting of data condensation, data display, and conclusion drawing and verification, with analysis conducted continuously throughout the research process. The analytical framework was guided by the policy implementation model of Van Meter and Van Horn (1975), which evaluates implementation performance through six interconnected dimensions: policy standards and objectives, resources, inter-organizational communication, characteristics of implementing agencies, dispositions of implementers, and the surrounding social, economic, and political environment. To ensure the trustworthiness of the findings, the study adopted the qualitative quality criteria of credibility, transferability, dependability, and confirmability through source triangulation, member checking, prolonged engagement, and maintaining an audit trail of field observations and analytical decisions (Lincoln & Guba, 1985;

Nowell et al., 2017). This methodological approach provides a rigorous basis for understanding the factors that facilitate and constrain the implementation of fisheries infrastructure policies and supports the generation of evidence-based recommendations for improving fisheries port governance.

RESULT AND DISCUSSION

The implementation of the policy on the utilization of the Lonrae Fish Landing Base (PPI) was analyzed using the policy implementation framework developed by Van Meter and Van Horn (1975), which emphasizes six interrelated dimensions: policy standards and objectives, resources, inter-organizational communication, characteristics of implementing agencies, implementers' disposition, and the surrounding social, economic, and political environment. Data were obtained through in-depth interviews with provincial and district fisheries officials, PPI managers, fishers, community representatives, direct field observations, and document analysis. The findings indicate that although policy implementation has generally progressed in accordance with the intended objectives, several institutional and operational constraints continue to limit the effectiveness of PPI utilization.

Policy Standards and Objectives

The interview results demonstrate that all key stakeholders share a common understanding regarding the primary objective of the Lonrae PPI policy, namely improving fishers' welfare through the optimization of fisheries port services, infrastructure development, and enhanced fisheries-based economic activities. Provincial and district fisheries authorities consistently emphasized that PPI development is intended not only to facilitate fish landing activities but also to strengthen local economic growth by improving marketing efficiency, reducing transaction costs, and increasing fishermen's income.

These findings indicate that the policy standards and objectives have been clearly formulated, fulfilling one of the principal determinants of successful policy implementation proposed by Van Meter and Van Horn (1975). According to this framework, clearly defined policy objectives provide guidance for implementing agencies and reduce ambiguity during implementation. Similar conclusions have been reported by Okyere et al. (2022), who found that clearly articulated fisheries policies significantly improve institutional coordination and implementation performance in developing coastal regions. Likewise, Pomeroy et al. (2023) emphasized that fisheries infrastructure policies become more effective when policy objectives are explicitly linked to community welfare and sustainable fisheries governance.

Despite this institutional consensus, field observations reveal that several policy objectives have not yet been fully achieved. Some facilities remain underutilized, fish auction activities have not operated optimally, and fishermen continue to rely heavily on middlemen for marketing their catches. This discrepancy illustrates the common implementation gap between policy formulation and practical execution frequently discussed in public policy literature (Howlett et al., 2020; Peters, 2021).

Resources

Resource availability emerged as one of the most significant constraints affecting policy implementation. Interviews with provincial and district officials revealed that although government funding is allocated annually for PPI management, financial resources remain insufficient to support infrastructure maintenance, facility expansion, and operational improvements. Human resources are equally limited, with only five permanent personnel managing facilities originally designed to be operated by approximately ten to fifteen staff members.

The shortage of qualified personnel directly influences the quality of public services, operational supervision, maintenance activities, and fisheries extension services. Several

supporting facilities—including freshwater supply systems, cold storage, sanitation infrastructure, and fish auction facilities—also require rehabilitation.

These findings support Van Meter and Van Horn's proposition that adequate resources constitute a prerequisite for effective policy implementation. Similar evidence has been documented by Arimoto et al. (2021), who reported that insufficient financial and human resources remain one of the primary obstacles limiting fisheries port performance across Southeast Asia. Likewise, FAO (2024) emphasized that sustainable fisheries infrastructure depends not only on physical investments but also on continuous institutional capacity building, skilled personnel, and sufficient operational budgets. Recent studies by Prasetyo et al. (2023) further demonstrate that inadequate port facilities significantly reduce landing efficiency and market competitiveness of small-scale fisheries.

Inter-organizational Communication

Communication among implementing institutions was generally perceived as effective. Regular coordination meetings, technical consultations, and periodic evaluations between the Provincial Marine and Fisheries Office, the Bone Regency Fisheries Office, and PPI management facilitate policy implementation. Informants indicated that communication channels remain open, allowing operational problems to be discussed collectively.

However, interviews with fishermen revealed that communication between government agencies and resource users remains relatively limited. Information concerning regulations, operational procedures, service innovations, and facility utilization is not consistently disseminated to fishing communities. Consequently, many fishers possess only limited understanding of administrative procedures and available public services.

This finding supports previous studies indicating that communication quality influences policy effectiveness through improved coordination, transparency, and stakeholder participation (Ansell & Torfing, 2021; Emerson & Nabatchi, 2015). In fisheries governance, collaborative communication has been recognized as a fundamental component of adaptive co-management because it facilitates information exchange, trust building, and conflict resolution among stakeholders (Jentoft et al., 2021).

Characteristics of Implementing Agencies

Institutionally, the implementation of PPI policy involves multiple government organizations operating under different administrative levels. Although the distribution of authority between provincial governments and local fisheries agencies generally follows existing regulations, overlaps in administrative responsibilities occasionally delay decision-making processes, particularly regarding infrastructure maintenance and operational budgeting.

Nevertheless, the implementing agencies demonstrate relatively strong institutional commitment toward achieving policy objectives. Organizational coordination mechanisms have improved considerably compared with previous years, although clearer operational procedures and integrated management systems remain necessary.

These findings are consistent with institutional governance literature emphasizing that organizational capacity, bureaucratic coordination, and institutional clarity substantially determine implementation success (Peters, 2021; Pierre & Peters, 2020). Similar conclusions were reported by Hegland et al. (2022), who found that fisheries governance performance improves when institutional roles and responsibilities are explicitly defined.

Implementers' Disposition

The attitudes of implementing officers constitute one of the strongest supporting factors identified during the study. Interviews consistently showed that fisheries officers, port managers, and local government officials expressed positive attitudes toward the policy and demonstrated strong commitment to improving fisheries services.

Nevertheless, fishermen acknowledged that service responsiveness remains inconsistent. Although officers generally exhibit cooperative behavior, limited personnel availability often delays service delivery during peak landing periods.

These findings reinforce Van Meter and Van Horn's argument that implementers' commitment substantially influences policy performance. Recent empirical studies also demonstrate that organizational commitment, leadership quality, and public service motivation significantly improve implementation effectiveness in public organizations (Perry & Christensen, 2021; Moynihan & Pandey, 2022).

Social, Economic, and Political Environment

The surrounding social and political environment generally supports policy implementation. Community participation remains relatively high, and political interference in operational management is minimal. Local governments continue providing administrative support for fisheries development programs.

Economically, however, fishermen continue facing significant challenges, including unstable fish prices, fluctuating fuel costs, unpredictable weather conditions, and increasing operational expenses. These external pressures reduce fishermen's ability to maximize the benefits offered by PPI facilities.

Field observations further indicate that commercial activities are concentrated during early morning hours (05:00–09:00 WITA), when fish landing, unloading, transportation, and marketing activities are most intensive. Due to limited auction facilities and cold storage capacity, most catches continue to be sold directly to collectors rather than through formal fish auction systems.

The influence of socioeconomic conditions on policy implementation has been widely acknowledged in implementation research. According to FAO (2024), improving fisheries infrastructure alone cannot substantially enhance fishermen's welfare without simultaneous improvements in market access, financial inclusion, and institutional support. Similar conclusions were reported by Allison et al. (2023), who demonstrated that fisheries infrastructure policies generate greater socioeconomic impacts when integrated with broader coastal development strategies.

Supporting and Constraining Factors of Policy Implementation

Overall, the implementation of the Lonrae Fish Landing Base policy demonstrates moderate effectiveness. Supporting factors include strong governmental commitment, positive implementer attitudes, community acceptance, strategic geographical location, and the availability of basic fisheries infrastructure. These factors collectively provide favorable conditions for policy implementation.

Conversely, several constraints continue limiting implementation performance, including insufficient financial resources, limited human resources, inadequate supporting facilities, inconsistent communication with fishing communities, and operational management challenges. Similar implementation barriers have been documented in fisheries infrastructure studies across developing countries, where institutional capacity and infrastructure maintenance remain the primary determinants of policy effectiveness (FAO, 2024; Arimoto et al., 2021; Pomeroy et al., 2023).

From the perspective of Van Meter and Van Horn's implementation model, the findings indicate that policy objectives and implementers' commitment have largely been achieved. However, the dimensions of resources, communication, and institutional capacity require considerable improvement to ensure that the policy fully achieves its intended objectives. Consequently, strengthening intergovernmental coordination, increasing investment in fisheries infrastructure, expanding operational budgets, enhancing human resource capacity, and improving stakeholder participation are recommended as strategic priorities for

optimizing the utilization of Lonrae Fish Landing Base and improving the welfare of coastal fishing communities.

CONCLUSION

This study demonstrates that the implementation of the policy on the utilization of the Lonrae Fish Landing Base (PPI) in Bone Regency has generally been carried out in accordance with the policy objectives established by the government. Based on the Van Meter and Van Horn implementation model, the dimensions of policy standards and objectives, implementers' disposition, and the social and political environment have supported policy implementation relatively well. Stakeholders at the provincial, district, and operational levels share a common commitment to improving fisheries services and enhancing fishers' welfare through the optimization of PPI functions.

Nevertheless, the effectiveness of policy implementation remains constrained by several structural and operational challenges. Limited financial resources, shortages of qualified personnel, inadequate supporting facilities, inconsistent communication with fishing communities, and weaknesses in operational management reduce the overall performance of the fish landing base. These constraints prevent the optimal utilization of essential facilities, including fish auction services, cold storage, sanitation infrastructure, and supporting operational services.

To improve policy performance, greater institutional collaboration among government agencies, increased investment in fisheries infrastructure, strengthened human resource capacity, improved stakeholder communication, and more sustainable financing mechanisms are required. These efforts are expected to optimize the utilization of Lonrae Fish Landing Base, improve fisheries governance, enhance service quality, and ultimately contribute to sustainable coastal development and the long-term welfare of fishing communities in Bone Regency.

REFERENCES

Allison, E. H., Cohen, P. J., Cinner, J. E., Evans, L. S., Fabinyi, M., Garces, L. R., Hall, S. J., Hicks, C. C., Hughes, T. P., Jentoft, S., Mills, D. J., & Ratner, B. D. (2023). *Aquatic food systems and the blue economy: Sustainability, governance, and livelihoods*. *Annual Review of Environment and Resources, 48*, 213–239.

Ananda, R., Yusuf, M., & Rahman, A. (2023). Performance evaluation of fish landing ports to support sustainable fisheries management in Indonesia. *IOP Conference Series: Earth and Environmental Science, 1181*(1), 012041.

Ansell, C., & Torfing, J. (2021). *Public governance as co-creation: A strategy for revitalizing the public sector and rejuvenating democracy*. Cambridge University Press.

Arimoto, T., Yamamoto, K., & Matsuda, H. (2021). Fisheries port management and sustainable coastal development in Southeast Asia. *Marine Policy, 132*, 104650.

Bone Regency Government. (2024). *Bone Regency fisheries statistical report 2023*. Department of Marine Affairs and Fisheries of Bone Regency.

BRIN. (2023). *Marine and fisheries development outlook in Indonesia*. National Research and Innovation Agency.

David, F. R., David, F. R., & David, M. E. (2017). *Strategic management: A competitive advantage approach, concepts and cases* (16th ed.). Pearson.

Department of Marine Affairs and Fisheries of South Sulawesi Province. (2023). *Annual fisheries statistics of South Sulawesi Province*. DKP South Sulawesi.

Department of Marine Affairs and Fisheries of South Sulawesi Province. (2024). *Fish landing base profile of South Sulawesi Province*. DKP South Sulawesi.

Emerson, K., & Nabatchi, T. (2015). *Collaborative governance regimes*. Georgetown University Press.

Food and Agriculture Organization. (2024). *The State of World Fisheries and Aquaculture 2024: Blue transformation in action*. FAO.

Fitri, N., Suryani, L., & Abdullah, M. (2021). Fisheries infrastructure development and fishermen welfare in Indonesia. *Aquaculture, Aquarium, Conservation & Legislation, 14*(6), 3328–3339.

Hegland, T. J., van Hoof, L., & Christensen, A. S. (2022). Institutional coordination in fisheries governance: Lessons from integrated coastal management. *Marine Policy, 140*, 105049.

Howlett, M., Capano, G., & Ramesh, M. (2020). *Designing public policies: Principles and instruments* (2nd ed.). Routledge.

Jentoft, S., Chuenpagdee, R., Barragán-Paladines, M. J., & Franz, N. (2021). *Blue justice: Small-scale fisheries in a sustainable ocean economy*. Springer.

Miles, M. B., Huberman, A. M., & Saldaña, J. (2020). *Qualitative data analysis: A methods sourcebook* (4th ed.). Sage Publications.

Moleong, L. J. (2021). *Metodologi penelitian kualitatif* (Edisi revisi). PT Remaja Rosdakarya.

Patton, M. Q. (2015). *Qualitative research & evaluation methods* (4th ed.). Sage Publications.

Perry, J. L., & Christensen, R. K. (2021). Handbook of public administration. In *Public service motivation and public management*. Oxford University Press.

Peters, B. G. (2021). *Institutional theory in political science: The new institutionalism* (4th ed.). Edward Elgar Publishing.

Pierre, J., & Peters, B. G. (2020). *Governance, politics and the state* (2nd ed.). Red Globe Press.

Pomeroy, R., Parks, J., & Balboa, C. (2023). Fisheries governance and institutional effectiveness in coastal development. *Marine Policy, 150*, 105523.

Prasetyo, H., Karangan, M., & Cahyono, I. (2023). Infrastructure performance and operational efficiency of fish landing bases in eastern Indonesia. *Regional Studies in Marine Science, 66*, 103147.

Republic of Indonesia. (2009). *Law of the Republic of Indonesia Number 45 of 2009 concerning Fisheries*.

Republic of Indonesia. (2021). *Government Regulation Number 27 of 2021 concerning the Implementation of the Marine and Fisheries Sector*.

Rosenbloom, D. H., Kravchuk, R. S., & Clerkin, R. M. (2022). *Public administration: Understanding management, politics, and law in the public sector* (9th ed.). McGraw-Hill.

Stake, R. E. (2010). *Qualitative research: Studying how things work*. Guilford Press.

Sugiyono. (2023). *Metode penelitian kualitatif, kuantitatif, dan R&D* (2nd ed.). Alfabeta.

Telaumbanua, A., Nugroho, D., & Kurniawan, B. (2025). Port infrastructure optimization for sustainable fisheries development in Indonesia. *Ocean and Coastal Management, 257*, 107332.

Van Meter, D. S., & Van Horn, C. E. (1975). The policy implementation process: A conceptual framework. *Administration & Society, 6*(4), 445–488.

World Bank. (2023). *Blue economy for resilient Indonesia: Strengthening fisheries infrastructure and coastal livelihoods*. World Bank.

Widjaja, A., & Dhanudibroto, A. (2025). Inter-organizational communication and policy implementation effectiveness in Indonesian public organizations. *Public Organization Review*. Advance online publication.