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# Stakeholder Analysis of Research and Innovation Policies in Maritime-Based Economic Development

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**Abstract**

This article aims to analyze stakeholder involvement in research and innovation policy for maritime-based economic development in Tanjungpinang City. The problem is centered around uneven stakeholder involvement in integrating research and innovation into local programs and policies. This study employed a descriptive qualitative approach. Data were collected through observation, interviews, and documentation, with informants selected purposively based on their involvement, knowledge, and experience in research and innovation and maritime economic development. The data were analyzed using Stakeholder Salience Theory, focusing on power, legitimacy, and urgency. The findings show that stakeholder involvement is reflected in coordination between Bappelitbang and technical agencies, collaboration between government and academics, and facilitation involving fishers and MSME actors. Government stakeholders possess stronger power through formal authority, resources, budgets, and program responsibilities, while academics have legitimacy based on research capacity. Fishers and MSME actors have strong legitimacy and urgency because they directly experience maritime economic problems, but their formal power remains limited. However, stakeholder involvement is not yet fully integrated from problem identification and research needs to the utilization of research findings. Strengthening coordination, data integration, research utilization, and community participation is therefore needed to support integrated and sustainable maritime-based economic development.
**Keywords:** Stakeholders, Research and Innovation Policy, Maritime-Based Economic, Stakeholder Salience, Tanjungpinang City

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## INTRODUCTION

Maritime-based economic development is an important approach for coastal areas in utilizing marine and fishery resources to generate economic value and improve community welfare. This development does not only depend on the use of marine resources, but also requires knowledge, technology, innovation, and public policies that are able to connect regional potential with the needs of local communities. In this context, research and innovation have an important role in producing knowledge, technology, and management models that can support policy formulation, increase productivity, and create sustainable economic value. For Tanjungpinang City, maritime-based economic development is very relevant because of its geographical characteristics and marine and fishery potential.

The development of marine resources in Indonesia is supported by a regulatory framework that emphasizes marine development in an integrated, sustainable, and coordinated manner. Law Number 32 of 2014 concerning Marine Affairs, as amended through Law Number 6 of 2023, strengthens the legal basis for marine development and the sustainable use of marine resources to improve community welfare. In regional development, research and innovation can function as instruments to support policy formulation and overcome various development problems related to the use of marine resources.

The role of research and innovation in regional development is also strengthened through the Regulation of the National Research and Innovation Agency Number 5 of 2023 concerning Research and Innovation Governance in the Regions. The regulation provides a framework for local governments to manage, coordinate, and integrate research and innovation into regional development planning. Thus, research and innovation are not only seen as research activities, but are placed as part of the regional development process to produce knowledge-based policies and answer regional development priorities. In Tanjungpinang City, the policy framework is reflected in the Regional Medium-Term Development Plan (RPJMD) for 2025–2029 and the Master Plan and Roadmap for the Advancement of Regional Science and Technology (RIPJPID). The RPJMD places the RIPJPID as a systematic, comprehensive, and participatory planning document that integrates science, technology, research, and innovation to overcome priority regional development problems. The alignment between the RPJMD and the RIPJPID refers to the Regulation of the National Research and Innovation Agency Number 5 of 2023, while the RIPJPID is a reference in the preparation of priority regional development programs.

However, the existence of a research and innovation policy framework does not necessarily indicate that the regional innovation ecosystem has developed optimally. The Tanjungpinang City RPJMD for 2025–2029 shows that the Regional Innovation Index has decreased from 56.00 in 2020 to 50.90 in 2021, 46.71 in 2022, 44.75 in 2023, and 30.92 in 2024. In 2024, Tanjungpinang City will be categorized as an "Less Innovative" area. Regional planning documents show that these conditions are related to, among other things, limited integration of innovation into regional apparatus planning and limited budget support for innovation experiments and pilot projects. The RPJMD also identifies that regional innovation development is still inadequate, with an innovation ecosystem that has not yet been fully formed and collaboration with universities that is still limited.

The importance of strengthening research and innovation is also reflected in the regional development program stipulated in the RPJMD. The City of Tanjungpinang has formulated the Regional Research and Development Program and the Regional Research and Innovation Program. The Regional Research and Development Program is directed to increase

the utilization of research and development results in regional development planning, while the Regional Research and Innovation Program is aimed at increasing the use of regional innovation in development. These programs show that research and innovation have been institutionally incorporated into the regional development agenda and require the involvement of actors who have different authority, resources, knowledge, interests, and capacities.

The context of this policy becomes even more important when viewed from the economic structure of Tanjungpinang City. This city has a strategic geographical position on international trade and shipping routes and has considerable marine and fisheries potential. However, its economic structure is still dominated by sectors related to services. The three largest contributing sectors to the Gross Regional Domestic Product (GDP) are construction at 27.86%, wholesale and retail trade and car and motorcycle repair at 27.26%, and government administration, defense, and compulsory social security at 10.51%. This condition shows that economic activities based on local natural resources have not yet become the main foundation of the regional economy.

The fisheries sector showed an increase in value, with the agriculture, forestry, and fisheries sectors increasing from IDR 138.23 billion in 2020 to IDR 163.49 billion in 2024. However, the contribution of the marine and fisheries sector to the regional economy is still relatively small, which is less than 1% of GDP. At the same time, Tanjungpinang City's economic growth will only reach 3.78% in 2024 after reaching 4.92% in 2023, so it is still below the growth achieved at the provincial and national levels. This condition shows the need to diversify regional economic growth through strengthening productive sectors based on local potential, including marine and fishery resources.

Research and innovation policies can function as instruments that connect knowledge, technology, and regional development needs. Effective research and innovation policies can support the identification of problems in the marine and fisheries sectors, encourage the development and application of appropriate technology, increase the productivity of local economic actors, and produce innovations that can be used in regional development. The regional planning framework also emphasizes strengthening innovation capacity through collaboration between the government, universities, and industry. Therefore, maritime-based economic development cannot only be seen from the availability of marine resources or economic potential, but also from the capacity of research and innovation policy systems in connecting various stakeholders to answer regional development needs.

Stakeholder involvement is very important because research and innovation policies involve actors who have different roles, authorities, resources, knowledge, and interests. In Tanjungpinang City, these stakeholders include Bappelitbang, technical regional apparatus, universities, fishermen, and MSME actors. Their involvement can be manifested in various forms, including coordination in regional planning, collaboration in research activities, provision of technical knowledge, identification of community needs, and utilization of research and innovation results. However, the existence of various stakeholders does not automatically result in integrated involvement. Differences in formal authority, knowledge capacity, resources, interests, and the level of urgency of problems faced by each stakeholder can affect their position and level of involvement in the policy process.

Previous research shows that stakeholder involvement, coordination, and collaboration are important factors in the development of a maritime-based economy. Lindiawatie (2025), for example, found that the implementation of the Sea Toll policy has not been optimal due to governance problems, weak coordination between stakeholders, limited infrastructure, and

limited stakeholder involvement in decision-making. Melinda and Mokodompit (2025) also identified weak coordination, limited human resources, infrastructure constraints, and lack of policy synergy as challenges in the development of maritime potential. Mas'adah et al. (2026) also found that the development of maritime tourism based on local potential faces obstacles in the form of weak collaboration between stakeholders, limited community participation, limited infrastructure, and management that has not been adequately integrated.

These studies show that stakeholder participation and collaboration are important aspects of maritime development. However, previous research has examined more policy coordination, participation, collaboration, and synergy between stakeholders, while attention to the differences in stakeholder attributes that shape their position and involvement in regional research and innovation policies is still limited. In particular, empirical research examining stakeholder involvement in research and innovation policies as an instrument of maritime-based economic development at the local government level is still limited. This gap is relevant in the context of Tanjungpinang City, which already has a formal research and innovation policy framework, but its regional innovation ecosystem is still not optimally developed, as reflected in the decline in the Regional Innovation Index and limited collaboration with universities.

The scientific novelty of this research lies in the analysis of stakeholder involvement in research and innovation policies for the development of a maritime-based economy by examining the differences in the attributes of power, legitimacy, and urgency possessed by each stakeholder. Using the Stakeholder Salience Theory proposed by Mitchell, Agle, and Wood (1997), this study analyzes how these three attributes shape the position, role, and involvement of stakeholders in the policy process at the regional level. This approach expands the analysis to not only identify whether collaboration occurs, but also explains how formal authority, knowledge capacity, community experience, resources, and urgency of maritime economic problems contribute to differences in stakeholder positions and involvement.

Research problems arise from the gap between the existence of a formal research and innovation policy framework and the condition of the regional innovation ecosystem. Although the City of Tanjungpinang has established research and innovation policies through the National Research and Innovation Agency Regulation Number 5 of 2023, the 2025–2029 RPJMD, and the RIPJPID, the Regional Innovation Index has actually decreased, and the innovation ecosystem has not been fully formed. In addition, stakeholder involvement has not been fully integrated in the stages of problem identification, identification of research needs, research implementation, and utilization of research results in regional programs and policies. This condition raises the need to examine how stakeholders with different levels of power, legitimacy, and urgency are involved in the research and innovation policy process that supports the development of a maritime-based economy.

## LITERATURE REVIEW

### Regional Research and Innovation Policy

Research and innovation governance reforms in Indonesia have shifted towards decentralization, where local governments are mandated to manage and integrate research and innovation into development planning through the National Research and Innovation Agency Regulation Number 5 of 2023. Empirical studies on the implementation of this policy at the regional level are still relatively new. Hidayat (2024) examined the optimization of regional research and innovation governance in Tasikmalaya City and found that institutional capacity, coordination between regional apparatus, and the use of research results in policy formulation

are still the main obstacles. Similar findings were put forward by Afrianto (2026), who analyzed the efforts of the Regional Research and Innovation Agency (BRIDA) of East Java Province in improving the quality of public services, and showed that regional research institutions function as coordination nodes, but their effectiveness is highly dependent on resource support and cross-sectoral synergy. The two studies confirm that the problem of regional research and innovation governance lies not only in the availability of regulations, but also in the institutional capacity to integrate various actors into the policy process, as also found in the context of Tanjungpinang City.

The perspective of the regional innovation system (RIS) developed by Cooke (1992) is relevant to understand this problem. Cooke (1992) conceptualizes regional innovation as the result of interaction between actors in a regional system, which includes the government, universities, and business actors, and emphasizes that the innovation performance of a region is greatly influenced by the quality of the institutional network and the flow of knowledge between these actors. This perspective provides a conceptual basis to understand why the decline in the Regional Innovation Index in Tanjungpinang City is related to the limited collaboration between local governments and universities, as identified in the 2025–2029 RPJMD.

**Maritime-Based Economy and Blue Economy**

The literature on maritime-based economic development is largely based on the blue economy framework, which emphasizes the sustainable use of marine resources for economic growth while maintaining ecosystem sustainability. Sarangi (2023) emphasizes the importance of integrated marine governance and blue finance to achieve sustainable development goals. Koondee, Sharafuddin, and Madhavan (2022) examine the direction of blue economy policies in Thailand and emphasize the need for a cross-sectoral policy framework that supports the sustainability of marine resources. In the Indonesian context, Ananta and Cabral (2026) found that management practices based on local wisdom such as sea sasi can support fisheries sustainability and coastal community livelihoods within the framework of the blue economy, while Ujianti, Burhanuddin, and Novita (2024) analyzed the value of the blue economy in the coastal areas of the Java Sea based on the fisheries sector and found that the sector's contribution to the regional economy still needs to be strengthened through more targeted policies. Rahmayanti, Aryanie, Malik, and Haura (2025) also emphasized that strengthening the value of the blue economy in Indonesia requires synergy between policies, research, and the participation of local business actors.

At the governance level, a number of studies highlight the importance of institutions and multi-stakeholder engagement in supporting the maritime economy. Wuwung et al. (2022) developed a methodological approach to investigate the implementation of blue economy governance globally, while Benzaken, Voyer, Pouponneau, and Hanich (2022) showed that good governance in small island countries such as Seychelles depends on cross-sectoral institutional coordination. Hassanali (2022) examines the institutional arrangements of regional marine governance in the Caribbean and emphasizes the importance of inter-agency policy harmonization, while Luhtala, Erkkilä-Välimäki, Eliasen, and Tolvanen (2021) highlight the involvement of the business sector in marine spatial planning in the Baltic region as a form of non-governmental stakeholder participation. These studies consistently show that the success of a maritime-based economy cannot be separated from the quality of involvement and coordination between stakeholders, both from elements of government, academics, business actors, and coastal communities.

### Stakeholder Engagement: from Stakeholder Theory to Stakeholder Salience

The concept of stakeholders was first systematically formalized by Freeman (1984) in Strategic Management: A Stakeholder Approach, which defines stakeholders as individuals or groups who can influence or be influenced by the achievement of an organization's goals. Freeman (1984) emphasized that organizations, including public institutions, need to pay attention to the interests of various related parties, not just actors who have formal authority. This idea was then further developed by Mitchell, Agle, and Wood (1997) through Stakeholder Salience Theory, which classifies the level of stakeholder salience based on a combination of three attributes, namely power, legitimacy, and urgency. The combination of these three attributes results in a stakeholder typology, ranging from those that have one attribute (latent stakeholder), two attributes (expectant stakeholder), to those that have all three attributes at once (definitive stakeholder). Wood, Mitchell, Agle, and Bryan (2021) reviewed this theory after two decades of application and emphasized that the salience framework remains relevant to explain the dynamics of stakeholder interests in various organizational and public policy contexts, including at the local government level.

In addition to the attributes of salience, the participatory governance literature also contributes a perspective on the degree of stakeholder involvement in the policy process. Arnstein (1969) through the concept of the "ladder of citizen participation" illustrates that community involvement can be at various levels, ranging from simply being informed (tokenism) to having full control over decisions (citizen control). This framework is relevant to assess the extent to which facilitation of fishermen and MSME actors in research and innovation policies in Tanjungpinang City really reflects substantive involvement, not just symbolic involvement. By combining Stakeholder Salience Theory (Mitchell et al., 1997) and participation perspective (Arnstein, 1969), this study not only maps which actors are involved, but also explains why the level and form of involvement differ between actors.

## RESEARCH GAP AND ANALYTICAL FRAMEWORK

Based on the above literature review, three research gaps can be identified that underlie this research. First, previous research on maritime economic governance and development (Lindiawatie, 2025; Melinda & Mokodompit, 2025; Mas'adah et al., 2026) has consistently highlighted issues of coordination, policy synergy, and stakeholder participation, but generally treats "stakeholders" as a homogeneous category. These studies have not explicitly explained why the level of involvement between actors can differ, even if they are under the same policy.

Second, studies on regional research and innovation governance in Indonesia (Hidayat, 2024; Afrianto, 2026) have documented the limitations of institutional capacity and cross-sector coordination, but have not implemented an analysis framework based on stakeholder attributes (power, legitimacy, urgency), and have not been specifically associated with the maritime-based economic sector as a priority sector for regional development.

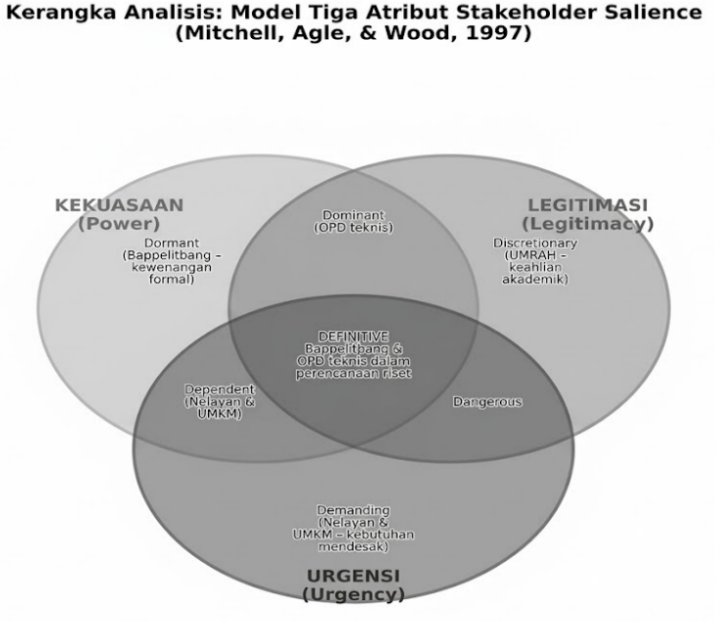
Third, the Stakeholder Salience Theory (Mitchell et al., 1997), which has been widely applied in the context of strategic management and corporate social responsibility (Wood et al., 2021), is still limited in its application to public policy studies at the local government level, especially in research and innovation policies for the development of a maritime-based economy in Indonesia. Thus, there is a research gap at the meeting point between the three areas of study, namely regional research and innovation governance, maritime-based economic development, and integrated stakeholder salience analysis. This gap is increasingly relevant in the case of Tanjungpinang City, which already has a formal research and innovation policy

framework, but has experienced a decline in the Regional Innovation Index for five consecutive years. This study is directed to fill this gap by specifically analyzing how the different combinations of attributes of power, legitimacy, and urgency shape the position and form of involvement of each stakeholder in research and innovation policies for maritime-based economic development.

This study uses the Stakeholder Salience Theory developed by Mitchell, Agle, and Wood (1997) as the main framework of analysis. This theory assumes that the level of salience of a stakeholder in the eyes of policymakers is determined by the extent to which the stakeholder has a combination of three attributes, namely power, legitimacy, and urgency. Power refers to the ability of actors to influence decisions or control resources, both from formal authority (institutional) and non-formal resources such as knowledge and expertise. Legitimacy refers to the recognition of the appropriateness of an actor's involvement, which can come from legal or institutional positions or from expertise and direct experience in the problems at hand. Urgency refers to the level of need for an actor's interests to immediately receive attention and handling.

The combination of these three attributes results in seven categories of stakeholder typologies (Mitchell et al., 1997), namely: dormant stakeholder (only has power), discretionary stakeholder (only has legitimacy), demanding stakeholder (only has urgency), dominant stakeholder (has power and legitimacy), dependent stakeholder (has legitimacy and urgency), dangerous stakeholder (has power and urgency), and definitive stakeholder who has all three attributes at once and therefore obtains the highest priority in the decision-making process. Figure 1 illustrates the analytical framework along with the initial mapping of the position of stakeholders in Tanjungpinang City based on the findings of the research.

**Figure 1. Stakeholder Salience Analysis Framework**




***Source:*** *Adapted from Mitchell, Agle, and Wood (1997), processed by researchers, 2026.*

In this study, the framework was operationalized through three steps. First, identifying all stakeholders involved in research and innovation policies for maritime-based economic development in Tanjungpinang City, namely Bappelitbang, technical regional apparatus (DPPP, Disdagin, Disbudpar), UMRAH, fishermen, and MSME actors. Second, assessing the relative

strength of each attribute (power, legitimacy, urgency) in each actor based on interview, observation, and documentation data, which was then verified through term frequency analysis using NVivo 14 as a form of engineering triangulation. Third, interpreting the configuration of these attributes to explain the forms of involvement that emerged, and relating them to the perspective of regional innovation systems (Cooke, 1992) to explain how interactions between government actors, academics, and communities affect the performance of regional innovation, and with the participation ladder (Arnstein, 1969) to assess the depth of involvement of non-governmental actors. Thus, this analytical framework is not only used to map "who is involved", but also to explain the "why" level and form of involvement of each stakeholder is different in the research and innovation policy process in Tanjungpinang City.

## RESEARCH METHODS

### Research Design

This study uses a descriptive qualitative approach to analyze stakeholder involvement in research and innovation policies for maritime-based economic development in Tanjungpinang City. The qualitative approach was chosen to gain a deep understanding of the role, relationship, coordination, and form of stakeholder involvement in the formulation and implementation of regional research and innovation policies. The research design was tailored to the research objectives, namely identifying and analyzing stakeholder involvement based on their position and importance in the policy process.

### Research Setting

The research was carried out in Tanjungpinang City with the research object in the form of stakeholders involved in research and innovation policies related to maritime-based economic development. The focus of the research includes the role of stakeholders, forms of involvement, coordination between stakeholders, and the use of research and innovation in supporting maritime-based economic development.

### Data Sources

This study used primary and secondary data. Primary data were obtained through interviews with stakeholders involved in research and innovation policies, including government officials, academics, fishermen, and MSME actors. Secondary data were obtained from regional planning documents, regulations, statistical data, program reports, and other relevant documents. The data were used to identify stakeholder roles, interests, coordination, and involvement in maritime-based economic development. The use of different data sources also supported data verification and increased the credibility of the findings (Creswell, 2018; Miles et al., 2014).

### Informant Selection

Informants were selected using purposive sampling techniques based on their involvement, knowledge, and experience relevant to the research topic. The informants consisted of representatives of the Tanjungpinang City Bappelitbang, the Department of Agriculture, Food and Fisheries, the Department of Trade and Industry, the Department of Culture and Tourism, Raja Ali Haji Maritime University (UMRAH), fishermen, and MSME actors. The informants represented government stakeholders, academics, and the community who were considered relevant to the research and innovation policy process.

### Data Collection

The research uses primary data and secondary data. Primary data is obtained through semi-structured interviews with stakeholders involved in the research and innovation policy

process. Secondary data is obtained from regional planning documents, regulations, statistical data, program reports, and other documents relevant to research and innovation and development of the maritime-based economy. Data collection is carried out through observation, semi-structured interviews, and documentation. Observations are conducted to identify activities and forms of stakeholder involvement, while interviews are used to explore the roles, coordination, interests, and experiences of stakeholders. Documentation is used to verify and complement the information obtained through interviews and observations.

**Data Analysis**

Data analysis is carried out through the stages of data reduction, data presentation, and conclusion drawing as stated by Miles, Huberman, and Saldaña (2014). Data reduction is carried out by selecting, organizing, and categorizing information that is relevant to stakeholder involvement. The data is then presented in the form of narrative descriptions and tables to identify patterns, relationships, and differences in involvement between stakeholders. Conclusions are drawn by interpreting the patterns found and conducting continuous verification of the data obtained. The analysis is supported by a coding process to group data from interviews, observations, and documentation based on the focus of the research.

The research analysis uses the Stakeholder Salience Theory developed by Mitchell, Agle, and Wood (1997), which identifies the level of stakeholder interest based on three attributes, namely power, legitimacy, and urgency. Power refers to the ability of stakeholders to influence decisions or control resources; legitimacy refers to the recognition of the propriety of stakeholder involvement based on their role, knowledge, authority, or direct interests; while urgency refers to the level of need for stakeholders' interests to receive attention and treatment. The three attributes are used as analytical criteria to map the position of stakeholders and analyze the form of their involvement in research and innovation policies for maritime-based economic development

**Trustworthiness and Ethics**

The validity of the data is carried out through source triangulation and technical triangulation. Source triangulation is carried out by comparing information obtained from local government officials, academics, fishermen, and MSME actors. Technical triangulation is carried out by comparing information obtained through interviews, observations, and documentation. The triangulation process is used to check the consistency of information and increase the credibility of research results.

## RESULTS AND DISCUSSION

### Stakeholder Identification and Forms of Involvement

The results show that maritime-based economic development in Tanjungpinang City is not driven by a single program or by one regional apparatus (OPD) alone. It involves several interrelated sectors, namely fisheries, processing industries, trade, tourism, the creative economy, research, and innovation. Seven stakeholders were identified: Bappelitbang, the Department of Agriculture, Food and Fisheries (DPPP), the Department of Trade and Industry (Disdagin), the Department of Culture and Tourism (Disbudpar), Raja Ali Haji Maritime University (UMRAH), fishermen, and MSME actors. These findings indicate that research and innovation policy for maritime-based economic development is a cross-sectoral process that requires the involvement of diverse actors.

The form of involvement differs according to each actor’s role and capacity. Bappelitbang holds a central position in regional planning, coordination, and the development

of regional research and innovation, while the technical regional apparatus act within their own sectors: DPPP implements fisheries programs and provides support and guidance to fishermen and aquaculture actors, Disdagin handles industrial and business development, and Disbudpar handles tourism and the creative economy. UMRAH contributes academic expertise and research capacity, whereas fishermen and MSME actors provide experience-based information on production conditions, raw materials, markets, and the problems they face. Accordingly, involvement takes three main patterns: (1) coordination between Bappelitbang and the technical regional apparatus, (2) collaboration between government and academics, and (3) facilitation and capacity building involving fishermen and MSME actors.

Table 1 summarizes the power, legitimacy, and urgency of each stakeholder group together with its form of engagement.

**Table 1. Stakeholder Configuration in Research and Innovation Policy**

| Stakeholders | Power | Legitimacy | Urgency | Form of Engagement |
|---|---|---|---|---|
| **Bappelitbang** | Planning authority, coordination, resources, and access to the budgeting process | Institutional duties and responsibilities | High when determining regional development, research, and innovation priorities | Planning, coordination, research facilitation, and monitoring |
| **DPPP, Disdagin, Disbudpar** | Sectoral authority and program resources | Institutional duties and responsibilities according to their respective sectors | High in handling sector-specific problems | Program implementation, facilitation, technical services, and technical capacity building |
| **UMRAH** | Knowledge, expertise, and research capacity | Academic expertise and research capacity | Depending on research and policy needs | Research, recommendations, and collaboration |
| **Fishermen** | Limited formal power but having knowledge based on experience | Position as a directly affected economic actor | High due to seasonal conditions and livelihood sustainability | Convey needs, participation, and receipt of program benefits |
| **MSME Actors** | Formal power is limited but has knowledge of production and markets | Direct involvement in processing, marketing, and local economic activities | High related to the availability of raw materials and business sustainability | Business participation, conveying needs, and capacity building |

***Source:*** *processed from the results of interviews, observations, and research documents, 2026.*

**Classification of Stakeholder Attributes**

The configuration in Table 1 shows that power, legitimacy, and urgency are not evenly distributed among stakeholders. Each attribute is discussed below and supported by the NVivo 14 term-frequency analysis, which was used as a form of technical triangulation.

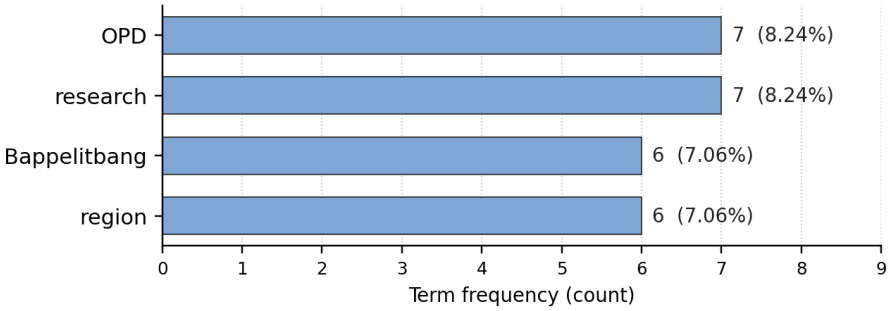
***Power***

Government actors tend to hold stronger power because it rests on formal authority, access to planning and budgeting processes, program resources, and responsibility for policy implementation. Bappelitbang occupies a pivotal position because it links regional development planning with the programs run by the regional apparatus, while each technical regional apparatus exercises authority within its own sector. However, this power is not absolute, because marine and fisheries affairs also involve a division of authority across levels of government.

Power cannot be understood only as formal authority. UMRAH possesses knowledge, expertise, and research capacity that can be turned into studies and policy recommendations. Fishermen and MSME actors hold experience-based knowledge from their direct involvement in maritime economic activities. Although their access to formal decision-making is more limited than that of government actors, this knowledge helps government understand problems at the community level. This indicates resource dependence among stakeholders: government needs field knowledge and information, while non-government actors need government institutions to translate their needs and knowledge into programs and policies.

The NVivo 14 analysis supports these findings (Figure 2). Within the power attribute, the terms "OPD" and "research" occurred most frequently, each seven times (8.24%), followed by "Bappelitbang" and "region", each six times (7.06%). The terms "authority", "innovation", and "campus" also appeared often. This pattern shows that discussions of stakeholder power are closely tied to regional institutional structure, authority, and research capacity.

**Figure 2. NVivo 14 Term Frequency for the Power Attribute**



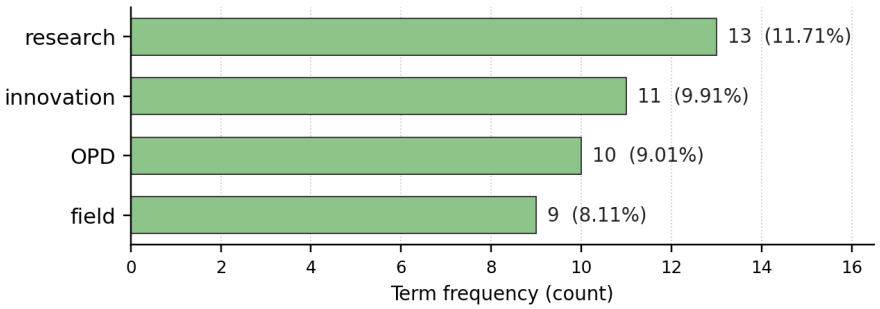

***Source:*** *processed from NVivo 14 term-frequency results, 2026. Only terms with reported frequencies are shown.*

***Legitimacy***

All stakeholders have a basis for involvement, but the sources of their legitimacy differ. Bappelitbang, DPPP, Disdagin, and Disbudpar derive legitimacy from their institutional duties and functions. UMRAH derives it from academic expertise and research capacity. Fishermen and MSME actors derive it from their position as direct actors in maritime-based economic activities and as groups that experience policy-related problems at the community level. Legitimacy in research and innovation policy therefore comes not only from formal institutional position, but also from expertise, experience, and direct involvement in the problems the policy addresses.

The NVivo analysis again supports these findings (Figure 3). The term "research" had the highest frequency (13 times, 11.71%), followed by "innovation" (11 times, 9.91%), "OPD" (10 times, 9.01%), and "field" (nine times, 8.11%). These terms show that stakeholder legitimacy is closely linked to research and innovation activities involving Bappelitbang, the technical regional apparatus, and the university.

**Figure 3. NVivo 14 Term Frequency for the Legitimacy Attribute**



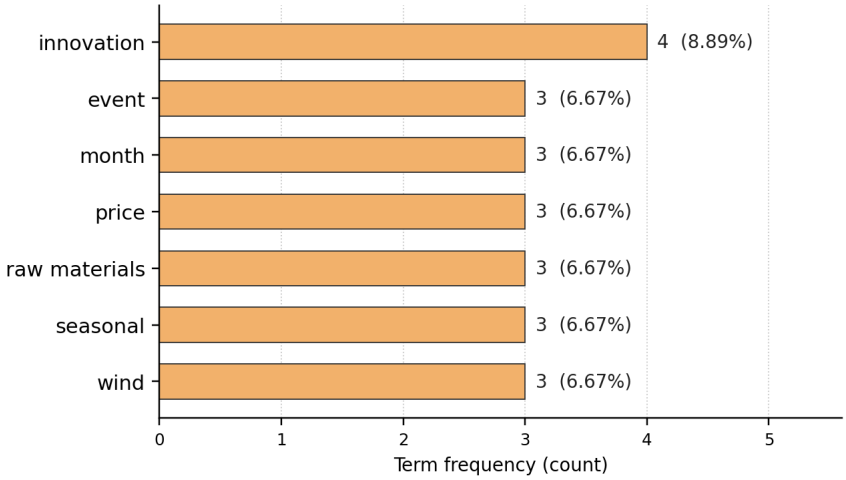

***Source:*** *processed from NVivo 14 term-frequency results, 2026. Only terms with reported frequencies are shown.*

***Urgency***

Urgent needs differ across stakeholders. Fishermen face problems related to seasonal conditions, water conditions, production facilities, fuel, feed, and seeds. MSME actors face problems with the availability and price of raw materials and with business sustainability. In tourism, urgent needs include supporting infrastructure and destination development. Within the research and innovation policy process itself, urgency is reflected in the need for data integration, stronger collaboration, and greater use of research results in regional programs and policies.

The NVivo analysis (Figure 4) shows "innovation" as the most frequent term (four times, 8.89%), followed by "wind", "raw materials", "month", "event", "price", and "seasonal", each three times (6.67%). These terms reflect concrete conditions that affect maritime-based economic activities, namely seasonal change, the availability and price of raw materials, and the need for innovation.

**Figure 4. NVivo 14 Term Frequency for the Urgency Attribute**




*Source: processed from NVivo 14 term-frequency results, 2026.*

**Classification of Stakeholders Based on the Salience Typology**

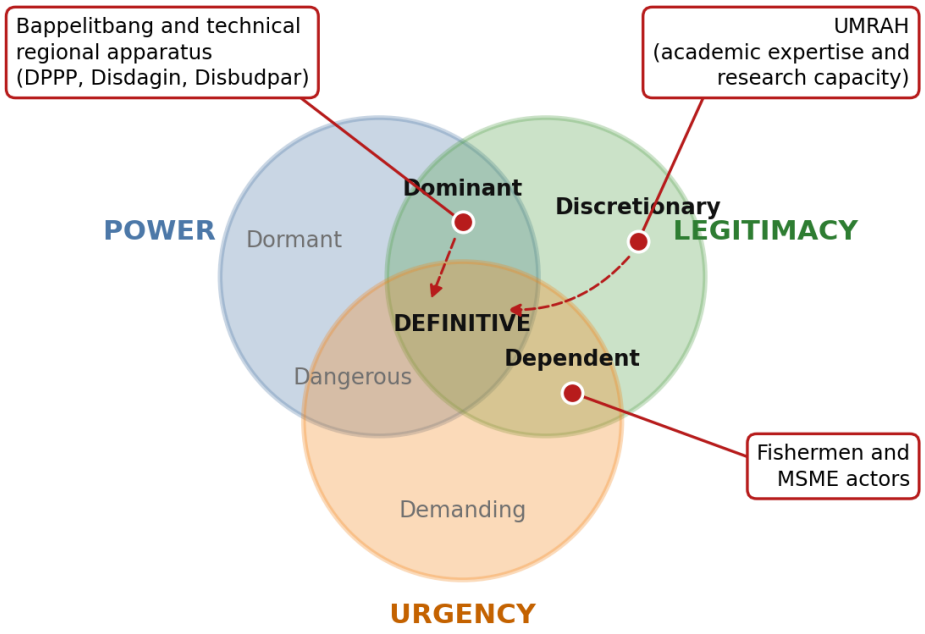
When the three attributes are considered together using the analytical framework in Figure 1, stakeholders in Tanjungpinang City hold different but interdependent positions (Table 2 and Figure 5). Government actors, especially Bappelitbang and the technical regional apparatus, tend to combine strong power and legitimacy through their formal authority and institutional responsibility, which places them in the dominant position and approaching the definitive position in the typology of Mitchell et al. (1997). Academics (UMRAH) have strong legitimacy through knowledge and research capacity, so they tend to be discretionary stakeholders who become definitive when specific research needs arise. Fishermen and MSME actors have strong legitimacy and urgency because they experience maritime economic problems directly, which places them close to the dependent position even though their formal power is more limited.

**Table 2. Classification of Stakeholders Based on the Salience Typology**

| Stakeholders | Dominant attributes | Salience type | Basis of classification |
|---|---|---|---|
| Bappelitbang and technical regional apparatus (DPPP, Disdagin, Disbudpar) | Power and legitimacy; urgency is high when setting priorities and handling sectoral problems | Dominant, approaching definitive | Formal authority, access to planning and budgeting processes, program resources, and institutional responsibility for implementation |
| UMRAH | Legitimacy; power through knowledge and research capacity; urgency depends on research and policy needs | Discretionary; becomes definitive when specific research needs arise | Academic expertise and research capacity that become salient when research or policy recommendations are needed |
| Fishermen | Legitimacy and urgency; formal power is limited | Dependent | Directly affected economic actors facing seasonal conditions, production facilities, fuel, feed, and seeds; they rely on government to translate their needs into programs |
| MSME actors | Legitimacy and urgency; formal power is limited | Dependent | Direct actors in processing, marketing, and local economic activities facing raw material availability and prices and business sustainability |

***Source:*** *processed from the results of interviews, observations, documentation, and NVivo 14 analysis, 2026.*

**Figure 5. Stakeholder Positions in the Salience Typology**




*Red markers: mapped stakeholders. Dashed arrows: potential shift toward the definitive position (Bappelitbang/OPD when urgency is high; UMRAH when specific research needs arise).*

***Source:*** *adapted from Mitchell, Agle, and Wood (1997); processed from research findings, 2026.*

These positions show that stakeholders with limited formal authority can still occupy important positions when they hold legitimacy and urgent interests.

**Discussion: Salience, Participation, and Integration**

***Contextual Salience of Stakeholders***

The findings are consistent with Stakeholder Salience Theory (Mitchell et al., 1997), which conceptualizes stakeholders through the attributes of power, legitimacy, and urgency. In this study the three attributes help explain why the level and form of involvement differ. Bappelitbang is most prominent in planning and coordination, the technical regional apparatus in sectoral issues, academics when knowledge and research are needed, and fishermen and MSME actors when policy issues directly affect the sustainability of their economic activities. Stakeholder salience is therefore contextual and depends on the problems and needs being addressed.

***Level of Community Participation***

Viewed through Arnstein's (1969) ladder of citizen participation, the facilitation provided to fishermen and MSME actors remains at the level of consultation and the conveying of needs (consultation and placation). It has not fully reached partnership, in which the community takes part in setting the research agenda on equal terms with government. This is consistent with their classification as dependent stakeholders: they have legitimacy and urgency, but rely on government to turn their needs into programs.

***Resource Dependence and the Regional Innovation System***

The uneven distribution of attributes creates resource dependence among stakeholders. From the regional innovation system perspective (Cooke, 1992), innovation performance depends on the quality of institutional networks and knowledge flows among government, universities, and community or business actors. In Tanjungpinang, authority and programs,

research capacity, and field knowledge are held by different actors and are not always connected. This may help explain why a formal policy framework has not been followed by a stronger innovation ecosystem, as reflected in the decline of the Regional Innovation Index and the limited collaboration with universities noted in the Introduction.

### *Comparison with Previous Studies*

The findings also align with earlier research that stresses multi-stakeholder involvement in maritime economic development. Koondee et al. (2022) emphasized stakeholder participation and cooperation in a sustainable blue economy. Lindiawatie (2025) found that implementation of the Sea Toll policy still faces governance and coordination problems among stakeholders, while Melinda and Mokodompit (2025) identified coordination and policy synergy as important challenges in maritime development. Mas'adah et al. (2026) likewise emphasized stakeholder collaboration and community participation in maritime tourism. The Tanjungpinang findings extend these studies by showing that differences in involvement relate not only to whether coordination exists, but also to the combination of power, legitimacy, and urgency each stakeholder holds, thereby addressing the research gap described earlier.

### *Integration Gap in the Research and Innovation Policy Process*

Although stakeholder involvement has taken place, it is not yet fully integrated across the research and innovation policy process. Bappelitbang and the technical regional apparatus hold authority and programs, UMRAH holds research and knowledge capacity, and fishermen and MSME actors hold experience-based knowledge of field problems. However, these resources are not always connected in a sustained way, from problem identification and assessment of research needs, through research implementation, to the use of research results in regional programs and policies.

Two problems stand out. First, differences in data among regional apparatus hinder a shared understanding of regional problems and the setting of research priorities. Second, community and business involvement is not always directly connected to the research agenda. Fishermen and MSME actors hold information on production, raw materials, markets, and business sustainability, but this information still needs to be translated into research agendas, programs, and policies through the available institutional mechanisms. There is therefore a gap between the existence of stakeholder involvement and its integration into the research and innovation policy process.

### *Summary of Findings*

Overall, stakeholder involvement in research and innovation policy for maritime-based economic development in Tanjungpinang City follows three main patterns: coordination between Bappelitbang and the technical regional apparatus, collaboration between government and academics, and facilitation and capacity building involving fishermen and MSME actors. The differences in involvement are shaped by the configuration of power, legitimacy, and urgency held by each actor. Government actors are more dominant in the formal policy process because of their institutional authority and resources; academics hold an important position through knowledge and research capacity; and fishermen and MSME actors have strong legitimacy and urgency based on their direct experience of maritime economic problems. The main problem is therefore not the absence of stakeholders or of relationships among them, but the limited integration of their resources, knowledge, and needs into a sustained research and innovation policy process.

## CONCLUSION

This study concludes that stakeholder involvement in research and innovation policies for maritime-based economic development in Tanjungpinang City has taken place through coordination, collaboration, facilitation, and capacity building, but has not been fully integrated in the overall policy process. The difference in stakeholder involvement is influenced by the configuration of power, legitimacy, and urgency as described in the framework of the Stakeholder Salience Theory analysis (Mitchell, Agle, & Wood, 1997). Government actors are more dominant in formal policy processes because they have institutional authority and resources, while academics contribute through research knowledge and capacity. Meanwhile, fishermen and MSME actors have strong legitimacy and urgency based on direct experience with various maritime-based economic problems. Thus, the main problem does not lie in the absence of stakeholders, but in the limited integration of stakeholder roles and resources ranging from problem identification and assessment of research needs to the implementation of research and the use of research results in regional programs and policies. Based on these findings, Bappelitbang and related regional apparatus need to strengthen coordination and integration of stakeholders, especially by connecting the needs of fishermen and MSME actors with research agendas, research implementation, and utilization of research results in regional policies. Collaboration with universities also needs to be strengthened in an ongoing manner, accompanied by increasing data integration between regional apparatus so that research and innovation priorities are more responsive to the needs of maritime-based economic development in Tanjungpinang City.

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