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Collaborative Governance Strategis for Enhancing Fisheries State Income at Jakarta Nizam Zach man Oceanic Fishing Port

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Abstract

As the second maritime country with the largest fishing potential in the world, Indonesia's marine and fisheries sectors have not contributed optimally to state revenue. Based on the 2021 annual report of the Ministry of Maritime Affairs and Fisheries (MMAF), revenue from the fisheries sector was only 7.6 percent of GDP. In 2022, GDP growth in the fisheries sub-sector decrease by 2.79 percent. This research will analyze how commercial functions of fishing port can provide larger contributions to non-tax revenues for the maritime and fisheries sector and better quality of public service through a collaborative governance model grounded in Anshell and Gash's theory. This includes components like facilitative leadership, institutional design, and collaborative processes. This research will take a post-positivist methodological approach and utilize qualitative methods such as in-depth interviews and document analysis. The study found that facilitative leadership and institutional design have a significant impact on collaborative processes and help achieve intended goals. The results also indicate that each commercial function through collaboration is estimated to increase non-tax state revenues. This rise in revenue is expected to positively impact the quality of public services provided.

Keywords: Collaborative Governance, Public Service, Fishing Port

1. Introduction

Statistics from the Food and Agriculture Organization (FAO) of the United Nations from 2020 indicated that Indonesia was among the top 10 nations with considerable potential for fisheries yields (FAO, 2020). The data specifically showed that Indonesia harvested approximately 6.43 million tons of seafood from its marine environment that year, showcasing the high fisheries catch volume the country is capable of. This large quantity caught from Indonesian waters underscores the significant fishing capacity within the country relative to other nations around the world. Considering the outcomes of the United Nations Convention on the Law of the Sea,

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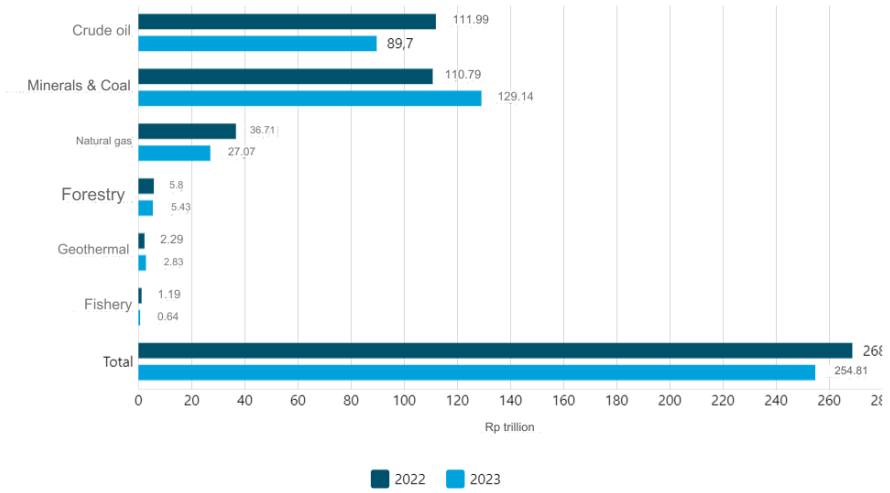
Indonesia has sovereignty over a vast maritime territory spanning approximately 3.2 million square kilometers (UNCLOS, 1982). Given the extensive coastline and ocean space under its control, the marine sector takes on an exceedingly significant strategic position for Indonesia and the prospects for its development. Despite Indonesia's immense maritime potential with over 6,000 islands and a long coastline, the country's fisheries sector has not received optimal attention and adequate management. According to the Central Bureau of Statistics (2020), the diversity of marine resources and the vast exclusive economic zone should be better utilized; however, challenges such as illegal fishing and a lack of investment in infrastructure have prevented this sector from being fully capitalized (FAO, 2021). Therefore, more focused development and better allocation of resources could enhance sustainable fisheries production, which, according to a study by the World Bank (2018), is estimated to add value of over USD 5 billion per year. The marine and fisheries sector in Indonesia currently provides a small, modest contribution to the country's total national income. This implies that the full economic potential of these sectors has yet to be fully realized. The data shows their present level of contribution to national GDP and state revenues is relatively limited compared to what could potentially be achieved. More work needs to be done to boost growth in marine and fisheries in Indonesia. Concerted efforts are required to expand the sectors and maximize the revenues they generate for the nation. Unless growth is increased and revenues are raised to a higher level, the marine and fishery industries will continue to under-perform economically compared to their true capabilities. Indonesia must tap further into the unfulfilled potential economic value of these important sectors.



Graph 1.1 Realization of Non-tax Revenue 2022-2023 (Source: Databox)

Analysis of the management performance of Non-Tax State Revenue (PNBP) from the fisheries sector in Indonesia reveals a worrying condition and increasingly highlights the need for reform in this sector's management. In 2021, the maritime sector's contribution to Indonesia's Gross

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Domestic Product (GDP) was only 7.6%. According to the 2022 Annual Report from the Ministry of Maritime Affairs and Fisheries (MMAF), GDP growth in the fisheries sub-sector declined by 2.79%, with the fisheries sub-sector's contribution to GDP decreasing from 2.77% in 2021 to 2.58% in 2022 (Databox, 2024). This decline reflects not only issues in managing fishery resources but also failures in maximizing the sector's potential. Although the government aims to increase PNBP from the fisheries sub-sector to IDR 3.5 trillion in 2023, a 300% increase from the realization of IDR 1.26 trillion in 2022, the third-quarter performance report from MMAF in 2023 indicates that fisheries PNBP realization only reached IDR 1.1 trillion (MMAF, 2023). This figure demonstrates the government's inability to meet such ambitious targets, indicating shortcomings in strategy and implementation. This situation is exacerbated by challenges such as illegal fishing and a lack of investment in infrastructure, which directly impact productivity and the income potential of this sector.

Various studies support the view that ineffective management has been a barrier to the growth of the fisheries sub-sector. According to research by Ritchie et al. (2020) published in the journal Marine Policy, effective management in the fisheries sector not only enhances catch yields but also contributes to the sustainability of marine ecosystems, which in turn generates greater revenue for the country. Additionally, a study by Zeller et al. (2018) in the journal Fish and Fisheries emphasizes that the success of fisheries management is significantly influenced by accurate data and evidence-based approaches, which are currently still underappreciated in Indonesia's fisheries policy. Therefore, to reverse this negative trend, it is crucial for the government to adopt a more integrated and data-driven approach to managing the fisheries sector. This includes strengthening oversight capacity, increasing investment in technology and infrastructure, and engaging all stakeholders, from fishermen to government agencies. Only in this way can Indonesia optimize its potential state revenue from the fisheries sector, ultimately contributing significantly to more sustainable national economic growth.

If Indonesia's marine economic potential was maximally developed, it could be a major source of increased state revenues and the quality of public service. However, significant growth has yet to be achieved in optimizing state revenues from the maritime and fisheries sectors. In order to address this problem, the MMAF targets maximum implementation of the Blue Economy program by 2040. Key strategic steps include optimizing the roles of eco-fishing ports, integrated fishing ports and integrated fish markets (MMAF, 2024). Developing the marine economy, especially fisheries, by maximizing fishing port functions can make this a major source of economic contribution for the country as well as increasing prosperity for fisheries actors. Fishing ports play a strategic economic role as the starting and ending points of the fishing process. Management models in Indonesia include central/local government, public companies, and private operators.

Important issues related to management functions and governance at the Jakarta Nizam Zachman Ocean Fishing Port (JNZOFP) include several deficiencies that need to be addressed, including the weak coordination among the government, fishing companies, and fishermen, which leads to

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ineffectiveness in resource management, as noted by Mente (2021). Additionally, inadequate port infrastructure, with 35% of facilities needing improvement according to the Ministry of Marine Affairs and Fisheries (2022), hinders operational efficiency. The lack of oversight and law enforcement is also an issue, where more than 50% of fishing activities at JNZOFP do not comply with existing regulations (WWF Indonesia, 2020). Incomplete data regarding fish stocks complicates decision-making, and research by Zeller et al. (2018) indicates that evidence-based data can enhance management outcomes. Finally, a lack of understanding of collaborative governance, as proposed by Ansell and Gash (2008), impedes effective collaboration among stakeholders. Incorporating these issues and relevant data into this study will reveal the shortcomings in management and governance at JNZOFP and provide a strong foundation for further analysis. They define collaborative governance as an arrangement where one or more public institutions work directly with non-government stakeholders in a collective, consensus-oriented decision-making process that is deliberative and aims to formulate and implement public policy as well as manage public programs and assets. This definition highlights collaborative governance involves land and water areas that serve as bases for fisheries industry activities such as fish landing, shipping, licensing, and other boat operations (Guswanto, 2012). To support these functions, suitable port facilities are needed. As general service centers for fishermen and the fishing industry, fishing ports also have a role in coaching fishermen and fishing communities to improve catch quality and impact fisheries economies. Ports function as operational bases, landing and handling areas, processing and distribution centers, and marketing hubs for fisheries products. Contributions of fishing ports to state revenues include increased fisheries production, higher fishermen income, more jobs, fish product availability, optimization of local government revenues. Ports also support post-production development through facilities that boost the national/regional economy, upstream / downstream industries, and nearby public sector economies. Therefore, fishing ports play a vital role in post-harvest production activities.

A number of publications emphasize how collaborative efforts between different public bodies and agencies are crucial for effectively overseeing and delivering services to citizens in the public domain. Teamwork across various parts of the public administration system has been shown to be vital for achieving objectives and meeting the needs of the community. The literature underscores the value of partnerships within the public sector. Study on Effective management of fishing ports is key to achieving sustainability of the fishing industry and improving the welfare of fishing communities. Previous studies have shown that the success of fishing port management is greatly influenced by good coordination between various stakeholders, including the government, fishermen, and the fishing industry (Mente, 2021; Ansell & Gash, 2008). Effective coordination not only reduces conflict between stakeholders but also increases efficiency in resource use (Mente, 2021). In addition, adequate infrastructure in fishing ports greatly affects operational productivity. The Ministry of Marine Affairs and Fisheries (2022) noted that inadequate infrastructure can hinder fishing and seafood processing activities. Strong supervision and law enforcement are also very important in ensuring resource sustainability, considering that more than 50% of port activities do not comply with existing regulations (WWF Indonesia, 2020). The availability and quality of accurate data on fish stocks also play an important role in evidence-based decision-making (Zeller et al., 2018), which can

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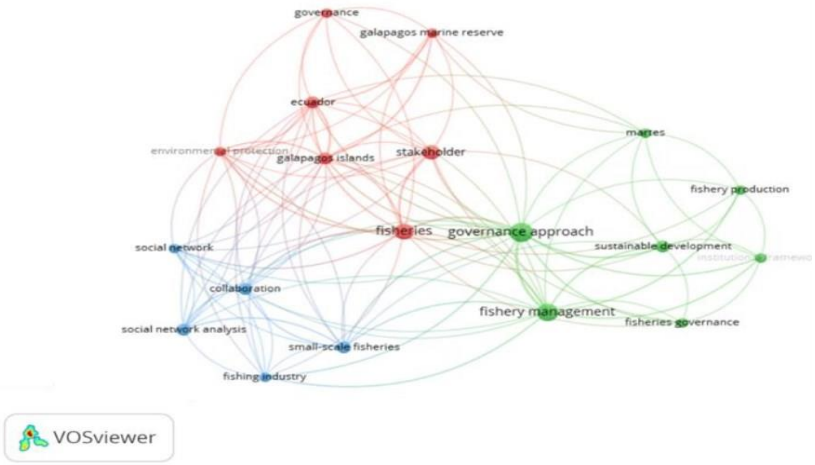
ultimately improve the results of fisheries resource management. In addition, the implementation of effective collaborative governance has been shown to improve the outcomes of fishing port management by strengthening cooperation among stakeholders (Ansell & Gash, 2008; Buvinić et al., 2016). In this context, it is important for researchers and policy makers to consider these factors in formulating better and more sustainable fishing port management strategies. By integrating this understanding, future research can provide new insights that can improve fishing port management for social welfare and environmental sustainability.



Graph 1.2. Mapping Previous Research with the Keywords "Fishing Port" AND "Collaborative Governance"

A review of existing research using the mapping tool vos viewer revealed a gap no studies have examined collaborative governance approaches within the context of fishing port management. To address this, the authors plan to investigate further how collaborative governance may help maximize efficiency in fishery port business operations. This could strengthen partnerships between government actors, companies, researchers, community groups and media when tackling intricate social, economic and ecological matters related to fishery ports. The goal is to evaluate collaborative governance's potential for enhancing fishery port management effectiveness.

According to Anshell and Gash (2008), collaborative governance through structured cooperation between government and non-state actors can optimize functions and find solutions by overcoming obstacles. Transparency, accountability and trust building are important in collaborative decision-making processes that can produce more sustainable outcomes than conventional single-party approaches. Therefore, an institutional framework is needed to build

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effective inter-stakeholder interactions. This approach is also in line with the paradigm shift in government from government to governance where the government that was previously considered as an entity that acts as the party that commands and regulates everything hierarchically and centrally, is now encouraged to engage in broader governance networks, where various stakeholders from the public, private and community sectors work together to achieve common goals (Jon Pierre and Guy B. Peters, 2005).

In establishing collaboration in public service management between the government and relevant parties according to Harahap, et.al (2023), and Arma (2023), collaborative governance is a strategic solution that can assist the government in overcoming dynamic challenges in carrying out government duties and functions in serving the public. A similar statement was also expressed by Bianchi, Nasi and Riven bark (2021) that cooperation in regulation and governance can minimize obstacles in public service management. According to Ulfa, Setyoko (2023), and Ardiansyah, et.al (2023), interactive and collaborative methods are considered able to solve issues, such as constraints in social empowerment efforts. And in the context of sustainable development of public services, collaborative governance in its implementation involves all parties both government and private sector (Ringa, et.al, 2023). Specifically in the fisheries sector, Maani, et.al (2021) stated that different stakeholders have diverse goals, strategies, and capacities in understanding fisherman empowerment programs and getting involved in them.

2. Method

According to the 2023 annual report, JNZOFP facilitates approximately 1584 vessels and 102 fishing industries. Out of all the potential commercial activities, JNZOFP has so far only implemented three of nine port service operations. In other words, despite its large scale in terms of number of vessels and client fishing firms serviced, JNZOFP has focused on a limited subset of port service functions relative to the full scope of functions it might provide. There appears to be opportunity to broaden the range of commercial services performed beyond the current three operations.

This research will explore the prospective opportunities for overseeing commercial roles through collaborative governance adhering to a post-positivist outlook. Specifically, Anshell and Gash's theoretical framework will be employed as the analytical tool. A qualitative methodology will be implemented consisting of studying documentary evidences such as agreements, commitments and MOUs related to port administration that relevant stakeholders have participated in and carried out. The implementation of these arrangements will also be evaluated. Additionally, interviews will be conducted to fifteen informants consisting of public sector representatives from JNZOFP as well as non-state entities like PT. Perindo. Participants were selected based on their relevance to the management and operations of the Jakarta Nizam Zachman Ocean Fishing Port (JNZOFP), including both public sector representatives and non-state entities, such as government officials, representatives from PT. Perindo (a state-owned enterprise involved in fisheries), and members of the local fishing community. The goal was to gain comprehensive

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insights from different perspectives regarding the current state of collaborative governance at the port and potential improvements for its commercial functions.

Data analysis followed a qualitative approach, focusing on in-depth interviews and document analysis. Interviews were conducted to capture the views, experiences, and expectations of stakeholders involved in port operations and governance. In addition to interviews, the analysis included a review of relevant documents such as memorandums of understanding (MOUs), agreements, and policies that outlined the roles and responsibilities of the involved parties. The research utilized the theoretical framework of collaborative governance, based on Ansell and Gash's model, to assess the extent to which stakeholders collaborate effectively. This framework guided the identification of challenges and successes in the current collaborative efforts at JNZOFP. By examining both primary data (from interviews) and secondary data (from documents), the research provided a detailed understanding of how collaborative governance is being implemented and how it can be improved to enhance the fisheries sector's contribution to non-tax state revenue and improve public services.

This research will assess the degree to which foundational requirements for cooperation between involved stakeholders at the port have been implemented, as well as any challenges encountered. Additionally, it aims to suggest an apt collaborative model and identify business functions that seem pragmatically workable to pursue jointly. By evaluating how well initial collaborative efforts have progressed, barriers experienced, and business domains that show promise, the study looks to recommend how alignment between parties could be optimized.

3. Result

This study integrates findings on the management of the Jakarta Nizam Zachman Ocean Fishing Port (JNZOFP) by applying relevant concepts and theories of collaborative governance and stakeholder participation. The analysis reveals that while there are cooperative efforts involving both governmental and non-governmental actors in port management, various challenges hinder the implementation of effective collaboration. The historical context and initial conditions of port collaboration illustrate the importance of establishing a shared understanding and commitment among stakeholders, as highlighted in the literature on collaborative governance (Ansell & Gash, 2008).

The findings indicate a deficit of trust among the actors involved, echoing concerns raised by Crosby and Bryson (2005) regarding the critical role of trust in fostering effective collaboration. The Head of Port's facilitative leadership was instrumental in organizing meetings and coordinating among institutions, aligning with theories of facilitative leadership that emphasize the importance of leadership in collaboration (O'Leary & Bingham, 2009). Despite these efforts, the lack of a structured institutional framework for collaboration hampers effective role delineation and active participation in decision-making processes, underscoring the need for clearer governance structures as suggested by the literature (Blomgren Ahlstrand, 2018).

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3.1. The Collaboration Framework

The collaborative scheme outlined allocates roles between the government—focused on regulation and policy-making—and the private sector, which provides investment resources. This aligns with the resource dependence theory, which posits that organizations depend on each other for resources and must navigate these relationships to achieve their objectives (Pfeffer & Salancik, 2003). The study highlights the importance of building trust through face-to-face interactions and resource exchanges, mechanisms supported by the collaborative governance literature that points to relational dynamics as essential for robust partnerships (Emerson & Nabatchi, 2015).

In terms of operational input, the fishing community's contributions reflect the principles of participatory governance, which emphasizes stakeholder involvement in decision-making processes to ensure that outcomes are beneficial for all parties involved (Fung, 2006). The establishment of a management body to oversee public service duties in the fisheries sector is a step toward creating a structured institutional framework that could facilitate better collaboration and address challenges identified in previous studies (Buvinić et al., 2016).

This collaboration scheme allocates the government's role to regulation and policy-making, while the private sector provides investment resources, and the fishing community contributes operational input and suggestions. Initially, the Port Head, serving as a facilitative leader, initiated the collaboration through face-to-face meetings with representatives from PT. Perindo and the fishing community to build trust among the parties. This process encouraged resource exchange, fostering commitment and interdependence, and leading to participation in the collaborative implementation of business functions. To ensure that the cooperation benefits all parties, there must be an agreement among the involved actors on the distribution of the collaboration's benefits to achieve intermediate outcomes. Following this agreement, a structured institutional framework for collaboration was established as a management body to oversee public service duties in the fisheries sector. In this collaborative commercial function, it is essential to consider economic benefits for both the state and stakeholders, optimize public services, and ensure environmental sustainability.

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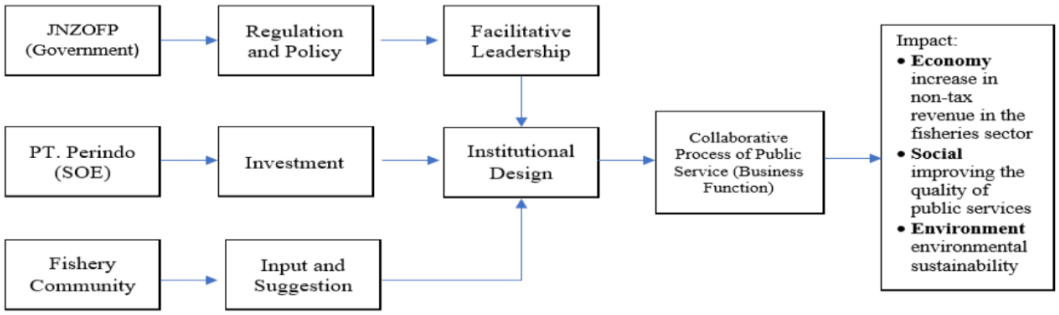

Graph 3.1 The Key Findings: Collaboration Scheme of Business Function (Source: Analysis Result, 2024)

Minister of Maritime Affairs and Fisheries Regulation Number 08 of 2012 mandates the relationship between the Port Technical Implementing Unit (UPT) and related agencies in fishery port management. Head of the port plays a coordinating role, supported by provincial/city governments, military/police, immigration, customs, port health, sea transportation, fisheries supervision agencies, product processing and marketing, human resource development, quarantine, State-Owned Enterprise (SOE) and other agencies. PT Perikanan Indonesia (PT. Perindo) is a SOE in the fisheries sector that started as the Public Ocean Fisheries Infrastructure Company (Perum PPS) based on its establishment in Government Regulation Number 2 of 1990. It has the authority and responsibility to provide services to the public by managing commercial fishery port facilities, while JNZOFP has the authority and responsibility to carry out general government duties at the port (non-commercial). There were several agreements related to the public services that established by JNZOFP with PT. Perindo and other interested parties pertaining to the management of port infrastructure and facilities and the sustainability of its implementation based on research from relevant informants and document studies.

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Table 3.1 Recapitulation of Port Management and Public Service Agreements from 2014 to 2023

No	Year	Type of Agreement	Result
1.	2014	Cooperation Agreement between JNZOFP and Perum Perindo regarding the Management of Ocean Fishing Port Assets of Nizam Zachman Jakarta located on Land owned by Perum Perikanan Indonesia	JNZOFP has given approval for whole commercial assets management to PT. Perindo, however not all assets have been optimally utilized, so some other assets are still being managed by JNZOFP.
2.	2016	Joint Commitment of All Port Elements in Developing Areas of Integrity Free from Corruption (WBK) and Areas of Clean Governance that Serves (WBBM)	Efforts to establish areas of integrity at the JNZOFP public services sector have not been successful so far. Over the past eight years since launching the integrity zones initiative and undergoing several internal evaluations by MMAF, JNZOFP has not achieved the Corruption-Free Zone (WBK) designation. This is because the performance scores across six key evaluation areas and components did not meet the minimum established standards and criteria. The integrity zone development has shown a lack of good results even after eight years of implementation and periodic reviews by MMAF. As a result, the port was unable to satisfy the benchmarks in six important domains needed to qualify for the Corruption-Free Zone (WBK) label due to insufficient progress based on the set metrics. Therefore, a more serious and strengthened commitment from all stakeholders as well as improved strategies are crucial to finally achieve this goal.
3.	2019	Joint Decision between Head of the Port and Related Agencies Number: KPTS.25/PPSNZJ.A/PI.252/ 11/2019 Regarding Arrangement of Area and Basin of Nizam Zachman	This agreement has not fully achieved its intended goals. Based on this agreement, zoning for fishing vessel operations in the basins and arrangements for land areas had been established. However, in implementation, many companies have not complied with environmental orderliness and

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		Jakarta Ocean Fishing Port	cleanliness on land or in the basins, so waste and pollutant management at the port still requires extra efforts. In addition, many vessels are still conducting loading and unloading activities not according to the designated zoning.
4.	2020	Agreement between the Head of JNZOFP and the General Manager of Perum Perindo Jakarta Branch Regarding the Use of JNZOFP's Fish Marketing Space	The fish marketing space that was originally intended to function as an integrated fish market was ultimately never operationalized and became an empty, unused building. This was because there were no fish auctioning activities at JNZOFP, with most fish being exported instead. Local fish sales by fishery entrepreneurs occurred at modern fish markets. Eventually, the management status of this fish marketing space was transferred from PT. Perindo to the Marine and Fisheries Agency under the local government.
5.	2020	Decision of the Head of JNZOFP Regarding the Security and Order, Health, and Environmental Committee / Healthy Port at JNZOFP and Fisheries Port Communication Forum	This agreement was created with the aim of obtaining the Healthy Port rating issued by the Ministry of Health. The agreement secured the active involvement of all elements in the port, including both government and non-government entities. Under this agreement, they organized recurring community service work in the port district and harbor areas, in addition to conducting joint patrols. Due to effective collaboration, in 2020 JNZOFP managed to earn the designation as a Healthy Fishing Port from the Ministry of Health.
6.	2021	Decision of the Head of JNZOFP Number KPTS.187/PPSNZJ/ TU.110/XI/2021 Concerning the Team for Flood Control and Disaster Mitigation of Tidal Flood in JNZOFP	This agreement was successful in minimizing the impacts of tidal floods that affected the port. The Head of the Port collaborated with researchers from several universities to map out leakage points that had the potential to cause flooding in the Port. After identifying 13 leakage areas, anticipatory measures were taken by providing around 9,000 sand bags, donated by state and non-state actors in the port. This effort was quite effective in

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			reducing the impacts of rob flood inundation in 2020 and did not hamper the port's operational activities.
7.	2022	Decision of the Head of JNZOFP Number KPTS.43/PPSNZJ/TU.110/IV/2022 Regarding the Security and Order, Health, and Environmental Committee / Healthy Port at JNZOFP	Following the accomplishments in 2020 where JNZOFP received recognition as a Healthy Port, a joint committee was reformed in 2022 to oversee matters relating to security, order, and environmental health. Nonetheless, in this round of evaluation, JNZOFP did not successfully re-earn the designation of Healthy Port from the Ministry of Health since its waste and trash handling was deemed to still require optimization. While a collaborative committee was reorganized the next year, the port was unable to obtain the designation again as its waste and rubbish management was judged to still be less than ideal by the assessing body.
8.	2022	Agreement on the Transfer of Waste Treatment Facility Management and Waste Management from JNZOFP to PT. Perindo	Based on the evaluation results on November 30th, 2022, the following results were obtained: • PT. Perindo has not been able to transport waste from tenants to the Waste Collection Points (TCP) as agreed in the July 1st, 2022 meeting. As a result, waste management and cleaning of port areas including land areas will be handled again by JNZOFP. • PT. Perindo as the landowner and operator of the port, especially industrial areas, must develop and have an AMDAL (Environmental Impact Assessment) document and Environmental Permit for the port area. • PT. Perindo must be able to professionally and accountably manage the JNZOFP in a professional and accountable manner, by completing all

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			pending responsibilities. • The business potential in JNZOFP must be optimized by PT. Perindo by regulating business activities conducted by individuals/groups and providing good and competitive services. • PT. Perindo's efforts to lease/utilize land/buildings must be in accordance with the port's Master Plan and coordinated with Head of the Port. • PT. Perindo as the landowner must control and supervise tenants leasing and developing in the JNZOFP area. • Regarding PT. Perindo's unfulfilled obligations stipulated in the Cooperation Agreement, the JNZOFP must provide a written warning.
9.	2023	Workshop on Drafting Cooperation Agreement for the Transformation of JNZOFP Management	This cooperation plan has not been agreed upon between the two parties. PT. Perindo objects if all entrepreneurship functions are managed by them, considering that implementing entrepreneurship functions requires huge investments and is still being considered by the company from an economic profit perspective. Furthermore, PT. Perindo only agreed that the scope of the agreement is limited to managing mooring services and harbor entrance. Meanwhile, based on Government Regulation Number 27 of 2021, mooring services are governance functions that must be managed by the government (Head of the Port). Because no consensus has been reached, this cooperation cannot be legalized yet and all entrepreneurship functions are still managed by the Head of the Port until now.

(Source: Archived data of JNZOFP and Analysis Result)

Various agreements have been developed but not fully successful at maturity. Collaboration between JNZOFP and PT Perindo has been established through several memorandums of understanding and agreements. However, in practice, these arrangements have only been

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partially implemented and have yet to comprehensively define each stakeholder's specific roles, responsibilities and functions. As a result, issues around responsibility shifting can still occur. Implementation of the agreements has also been constrained by limited resources available to each party. There is a requirement for establishing an institutional framework that clearly defines the particular responsibilities and functions of all stakeholders involved in the collaborative arrangement. Partnerships between JNZOFP and PT. Perindo could be developed through Joint Utilization Agreements regarding JNZOFP's existing assets that support public service delivery, as well as via PT. Perindo's execution of Corporate Social Responsibility (CSR) initiatives to provide additional public resources not currently available. Prior to forming such partnerships, it is crucial that both parties align their perspectives and seek programming synergies to jointly define shared objectives. Only with consensus on objectives and understanding between the stakeholders can effective partnerships for meeting communal goals through a defined governance structure be successfully established.

Partnerships can leverage each organization's strengths through CSR initiatives and asset sharing. One organization conducts CSR investments and support. The other facilitates implementation by allowing cooperative use of infrastructure and assets. When combined, CSR programs and collaborative asset utilization function as joint investments that empower public service delivery. CSR provides extra resources beyond normal capabilities. Asset sharing removes limitations on services. Strategically aligning social responsibility efforts and tangible asset sharing forms the basis for investing in quality public services. Individually, neither party could fully realize the impact. However, through coordination and combining advantages, their collective contributions can enhance community-benefiting service implementation.

3.2 Collaborative Process

Business functions at fishing ports involve providing and various services for fishing vessels and related fishery ports. This includes services such as ship mooring, unloading and loading fish, fishery product processing, fish marketing and distribution, use of fishery harbor facilities, fishing boat maintenance, fishing boat logistics, nautical tourism, and other services in accordance with applicable regulations. Currently, JNZOFP only operates three of the nine entrepreneurship functions, namely boat mooring services, utilization of facility services, and other services in the form of unloading permits, while other functions are run by private companies and individuals in an unstructured manner, and there are even overlapping functions. None of the functions are carried out, such as nautical tourism, even though potential gains can be obtained from optimizing business functions to increase the quality of port services and increase non-tax state revenue in the maritime and fisheries sector.

It must be mapped comprehensively regarding roles of stakeholders who build networks and collaboration is especially important for commercial functions. This is because developing linkages between actors can improve the quality of public fishery services, thereby impacting regional economic growth. When stakeholders facilitate cooperation between parties, it leads to

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enhanced services that support commercial fishing activity. Better quality services, in turn, contribute to a stronger fishery industry and economy at the local level. Given this relationship between stakeholder roles, service quality, and economic outcomes clearly defining the responsibilities of actors is vital as it allows their network-building activities to most effectively increase fishery services and support economic development through strengthened commercial functions in the sector. By mapping the provision of each commercial function could give specific information related each party involved. Based on the data, loading and unloading services for fishing and maritime tourism vessels have not been carried out at JNZOFP. Meanwhile, the potential of maritime tourism to generate significant income based on the increasing trend of over 1.5 million annual port visitors has also not contributed to revenue. Fish processing services independently operated by over 100 companies at the port have also not impacted non-tax revenue for the country, despite the training requirements under Government Regulation 85 of 2021. Regarding fish marketing and distribution, the government could optimally utilize transport fleets for catch distribution, with the promise of greater revenues given the large number of companies and vessels. Land and facility use has been optimized but regulations on master plans and environmental balance require attention.

Docking services are only provided by two operators despite over 1,562 ship-based needing adequate repair space, lacking which results in vessels fires occurring in the port basin. The government can also collaborate the water and ice supply provision which is currently provided by private actors including PT. Perindo. For port entry fees provided by JNZOFP under Government Regulation 85 of 2021, communities consider it reasonable but do not rule out cooperating with PT. Perindo at commercial rates to generate higher non-tax revenues. Meanwhile, the waste processing unit which only has a capacity of 1000M3 per day is not ideal in meeting the needs of morethan100 companies at the port. Meanwhile, the majority of companies do not have their own waste processing units, as a result, many companies dispose of production waste into the sea without processing it first. To overcome this, the government needs to expand the capacity of processing units and also rejuvenate waste processing conditions. With excellent capacity and condition of waste processing units, the more companies that are connected to waste processing units, the greater the economic benefits obtained by the country while maintaining the balance of the marine environment in ports which has an impact on maritime sustainability.

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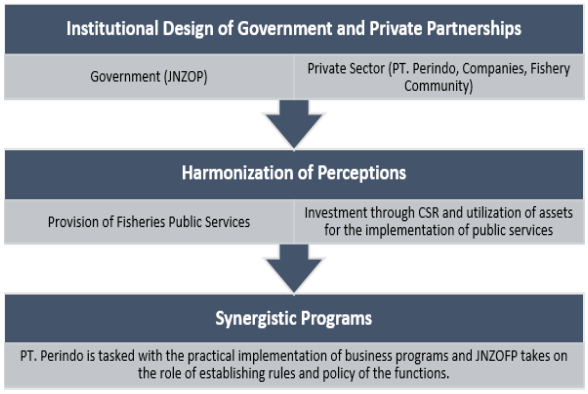

Partnership Flowchart (Source: Analysis Result, 2024)

Graph 3.2. Partnership Flowchart (Source: Analysis Result, 2024)

3.3 The Action Plan

According to the Government Regulation number 27 of 2021 and number 85 of 2021, here are some possible areas of entrepreneurial activity that present opportunities for collaboration, as well as the potential benefits that may result. The functions discussed have potential to be worked on jointly, with cooperation allowing the involved parties to access prospective profits to be gained from such partnerships.

By coming together on certain entrepreneurship roles, the collaborative partners stand to reap future returns as a result of their combined efforts. The following points will identify candidate domains where collaboration can take place and enrichment may ensue for those choosing to participate through a spirit of mutual enterprise. Revenue derived from accomplishing this business function is regulated by the Minister of Finance's Regulation Number 58 of 2023, allowing 70.8% of funds collected to be directed towards improving public services operations and infrastructure. Allocating the majority of proceeds in this manner can have a direct, positive effect on community satisfaction by bolstering the quality of services provided. There remains upside potential if each functional area of the business can fulfill its responsibilities as intended. Strategic use of the revenue partitioning scheme defined in the Ministerial decree leaves room for augmenting citizen welfare through upgraded service delivery.

Table 3.2. The Commercial Function of JNZOFP from 2019 to 2022

No	Elements	Data Unit	Data Source (Year)				Information
			2019	2020	2021	2022	
1	Fish loading and unloading services	Number of ships per GT carried out loading and unloading services (loaded per column)	0	0	0	0	Each vessels cunducted for loading and offloading its own catch. There is no centralized system to facilitate the activity across all vessels at the port in an organized way.
2	Fishery Product processing services	Number of fish processing business units in fishing ports	102	102	102	102	Private Ownership
3	Marketing and distribution of Fish	Average production value per day from fish landings (IDR)	3.408.532.055	3.950.947.949	4.519.691.340	8.195.760.602	Average value of daily fish production from fishing vessels
4	Use and utilization of facilities at the Fishing Port	Percentage/level of land utilization used for business services	100%	100%	100%	100%	The land and facilities are fully utilized for fishing industry activities
5	Vessel repair facilities and docking services	The number of vessel repair facilites and docking unit	2	2	2	2	Docking : PT. Proskuneo Kadarusman (Private) & Workshop : PT. Perindo
6	Logistics services and supplies for fishing crews and fishing vessels	The provision of logistics supply services	available	available	available	available	Water and Ice service held by PT. Perindo and logistics supplies provided by the private sector
7	Organizing marine tourism	Land area for marine tourism (hectares)	0	0	0	0	Not Implemented
8	Entrance service	Number of monthly recap tickets accumulated per year	1.733.513	1.997.562	2.269.304	1.511.964	the data based on the recapitulation number of daily visitors held by JNZOFP
9	Waste Water Treatment Installation (IPAL) Services	Total wastewater treatment capacity per M³	Optimal capacity 800m3/day	Optimal capacity 800m3/day	Optimal capacity 800m3/day	Optimal capacity 800m3/day	Maximum capacity 1,000 m3/day

(Source: Data Collection of Basic and Supporting Elements of JNZOFP)

The action plan to implement the proposed collaborative governance model at the Jakarta Nizam Zachman Ocean Fishing Port (JNZOFP) involves several strategic steps aimed at enhancing coordination among stakeholders and optimizing the port's commercial functions. First, a clear institutional framework must be established, outlining the roles and responsibilities of each stakeholder, including the government, PT. Perindo, the fishing community, and private sector actors. This will require drafting agreements that specify responsibilities, revenue sharing, and oversight mechanisms. The timeline for this step is 1-3 months for drafting the framework and 4-6 months for finalizing and signing the agreements. The next step is to increase stakeholder engagement by holding regular meetings to discuss key issues, developments, and challenges, as well as implementing feedback mechanisms to ensure community satisfaction. This will begin within 2 months, with follow-up meetings every 3 months thereafter.

Additionally, infrastructure improvement and resource management will be prioritized by conducting an audit of the port's facilities and identifying areas for development. This includes enhancing waste management facilities and seeking investments through Corporate Social Responsibility (CSR) initiatives. The audit will take 3 months, with infrastructure upgrades

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planned over the next 6-12 months. Developing a collaborative business model for port functions, such as boat mooring, fish processing, and distribution, will be essential. A proposed model will be finalized within 3 months, with implementation on selected functions starting 6-9 months later.

Monitoring and evaluation mechanisms will be established to assess the implementation of agreements and progress toward increasing non-tax revenue and improving public services. A monitoring system will be designed within 3 months, with the first evaluation conducted after 6 months of implementation. The final step involves capacity building for stakeholders through training programs on collaborative governance principles, which will be developed within 2 months and rolled out within 4-6 months.

Challenges such as aligning differing interests, securing funding, and managing potential regulatory changes will need to be addressed. The action plan aims to overcome these challenges through clear communication, strategic partnerships, and continuous stakeholder engagement, ensuring that the collaborative governance model leads to more efficient port management, increased state revenue, and improved public services.

3.4 Roles of The Parties

Through collaborative partnerships between public and private entities in carrying out commercial activities, it has the potential to augment government income in a way that positively impacts efforts to enhance the standard of public services. Infrastructure and resources that support service provision could be strengthened even more, personnel involved in service delivery may become more specialized in their roles, and assessments of service performance could be made more rigorous and data-driven. These outcomes could collectively pave the way for realization of tangible improvements to the quality level of services available to the community.

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Table 3.3 Stakeholder Roles and Potential Revenue Impact

Stakeholder	Role/Responsibility	Potential Revenue Impact
Government (JNZOFP)	- Oversee regulations and policy-making	- Increased non-tax revenue from port fees and services
	- Ensure infrastructure development and maintenance	- Better resource management leading to sustainable revenue growth
PT. Perindo (Private Sector)	- Manage commercial port services (e.g., fish processing, docking)	- Increased commercial operations (mooring, fish processing) contributing to higher revenue
	- Provide investments through CSR initiatives	- Enhanced infrastructure supporting broader business functions
Fishing Community	- Contribute operational input and provide feedback on services	- More efficient fish processing and distribution, leading to higher economic output
	- Participate in sustainable practices and decision-making processes	- Increased catch quality and market value, raising local income
Local Government	- Facilitate coordination between stakeholders	- Improved public service delivery, driving local economic growth and port usage
	- Monitor compliance with environmental and legal standards	- Revenue from permits, waste management services, and other compliance-related fees

Suryawati, Hikmayani, and Purnomo (2010) suggest that by strengthening partnerships with relevant institutions, it is possible to boost revenue and better allocate non-tax state income, leading to improved operational services at fishing ports. Mahadewi and Ariana (2023) also highlighted that effective cooperation among work units can significantly enhance non-tax state revenue. By synergizing this business functions among the actors, all commercial operations can be managed professionally. Previously, JNZOFP received non-tax state tariff incentives from only three service sources: Port Entrance Fees, Land and Facility Utilization, and Other Service Fees. This limited implementation is due to constraints such as budget, human resources, and land ownership. In 2023, based on the non-tax state income report, revenue from port infrastructure usage fees and fishing port services was IDR 40.455.329.398. While this result marks progress, performance could be enhanced even more through optimal execution of overall operational duties. Collaboration between related parties can be a way out to overcome. Through partnerships with the private sector, state revenue can significantly increase from six additional

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service sources. The tariffs, as stipulated in Government Regulation Number 85 of 2021, applied to more than 1,500 fishing vessels based at the port and over 100 fishing companies, can lead to higher state revenue in the marine and fisheries sector. Prioritizing both financial performance and broader societal impacts is important for long-term development. Failing to leverage the economic potential of these ports through strategic management represents asset back. Non-tax state income generated from the maritime and fisheries sector can add to total state income. This increase in Non-Tax State Revenue can be allocated to increase government spending in various sectors including public services.

3.5 The Impact of State Income in Marine and Fisheries Sector

The achievements in non-tax revenue from the fisheries sectors have consistently fallen short of expected targets due to the suboptimal role of ports in tapping into the potential of fisheries businesses. Factors contributing to this shortfall include inadequate infrastructure, limited docking services, and inefficient coordination among stakeholders, which hinder the effective processing, marketing, and distribution of fisheries products. Additionally, a lack of structured initiatives to promote tourism and other commercial activities at ports further limits revenue generation. Without leveraging the full potential of ports to support fisheries operations, the maritime sector is unable to realize its financial contributions to the economy successfully.

Based on data from the Ministry of Finance Directorate General of Budget, the realization trend of non-tax state revenue for natural resources in the fisheries sector from 2014 to 2020 has not been able to achieve the expected target. In 2023, MMAF targets the PNBP for the maritime and fisheries natural resources sector to reach IDR 3.25 trillion but again failed to reach the target in December 2023 with an achievement of IDR 1.69 trillion, in fact down from the previous year of IDR 1.86 trillion. Aside from revenues derived from natural assets, the public services industry, particularly port operations, represents another sector that is capable of adding to state income. Fisheries port services have a significant impact in raising government income apart from tax collection. from the implementation of business functions, functional revenue amounting to IDR 73.988.325.000 was obtained in 2023 for the utilization of port facilities and infrastructure as well as fisheries port services.

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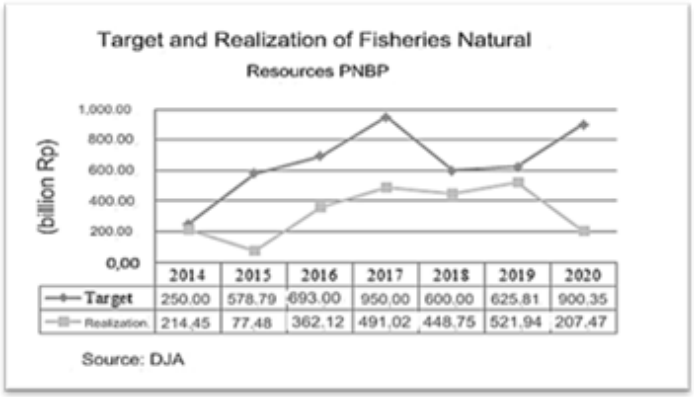

Graph 3.3. Target and Realization of Fisheries Natural Resources Non-tax Income (Source: Directorate General of Budget)

Money earned by fisheries port services including mooring, loading and unloading of cargo, fish catch processing, distribution and marketing, use of land and infrastructure, vessel docking, logistics provision, marine tourism etc. can become extra sources of revenue for the government. Through optimizing fisheries port services, it is anticipated that income generated by the state from these harbor facilities will increase substantially. Hence, effective administration of fisheries ports is extremely important to substantially augment government earnings outside of taxes. Proper handling is critical to maximize the earnings for the country from fishery harbors to strengthen public finances excluding tax income.

The collaborative relationship between JNZOFP and PT. Perindo in carrying out business-related operations presents an opportunity to boost a non-tax source of income for the ocean and fishing industry. Their teamwork approach in running business programs and activities could potentially result in greater revenues that do not come from taxation. Furthermore, strengthening the public services delivered by this partnership through maximizing resources and efforts is likely to drive up non-tax fee collections gathered at harbors.

By ramping up the level and quality of offerings to citizens and port users, the amount of non-tax tariffs procured from ports would see a corresponding climb. Working together cohesively on the implementation of commercial activities thus provides a chance for revenue augmentation beyond taxes specifically for marine and fisheries. Tapping this possibility involves the joint efforts of JNZOFP and PT. Perindo optimizing the services they provide the public. Doing so would translate their cooperation into higher harbor earnings exempted from taxation and supplement income streams in this economic sphere.

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Table 3.4. Impact of Proposed Changes on Potential Revenue

Business Function	Current Status	Proposed Change	Potential Revenue Impact
Port Fees (Mooring, Docking)	Limited to basic services	Expand to include more services such as nautical tourism	Significant increase in non-tax revenue due to higher port utilization
Fish Processing Services	Operated by over 100 independent companies	Formalize and optimize operations under collaborative model	Increased revenue from standardized services and efficient processing
Waste Management	Insufficient capacity	Enhance waste processing facilities with private investment	Higher revenue from waste management fees and improved environmental compliance
Fish Marketing & Distribution	Underutilized facilities	Streamline marketing and distribution with coordinated efforts	Boosted sales and distribution efficiency, increasing local revenue

This collaboration highlights the interconnections between stakeholder roles and the potential revenue increase as a result of the proposed collaborative governance model. The collaboration among government, PT. Perindo, and the fishing community could lead to more efficient port operations, enhanced services, and a significant rise in non-tax state revenues, ultimately benefiting the local economy and the sustainability of the fisheries sector.

4. Discussion

Effective collaboration among stakeholders is crucial for the long-term sustainable management of the JNZOFP, as highlighted by the study, which identifies current limitations arising from unclear roles and overlapping authorities between PT. Perindo and the Head of Port. To address these challenges, an institutional design is necessary to optimize the coordination of public services and commercial operations, as the absence of structured frameworks has led to inefficiencies and confusion regarding responsibilities. A proposed fishing port management cooperation agreement between PT. Perindo and the Head of Port emerges as a viable solution, aiming to harmonize perceptions and synergize programs related to the port's nine commercial functions. This agreement could delineate responsibilities through commercially-based tariffs and non-tax revenue incentives, empowering PT. Perindo to engage in CSR initiatives and effectively utilize state facilities. Furthermore, securing long-term commitments from all partners is essential, with accountability measures—such as regular review periods and oversight—ensuring that these commitments are honored over time. Ultimately, the findings advocate for a cultural shift from competition to cooperation among stakeholders, suggesting that this

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collaborative approach, supported by open communication and a shared vision, can transform challenges into sustainable successes.

JNZOFP still faces several challenges that hinder its efficiency and potential for growth. First, unclear roles and overlapping authority between PT. Perindo and the Port Head create confusion and inefficiency in responsibility allocation. Despite some agreements and memorandums of understanding (MoUs), their implementation remains partial, with unclear roles and responsibilities. Limited resources available to each party further hinder the effectiveness of collaborative partnerships, and the lack of a structured institutional framework prevents effective coordination and active participation in decision-making. A lack of trust among stakeholders also hampers collaboration, while many commercial functions at the port remain unstructured or overlapping, leading to missed opportunities for maximizing revenue. Some challenges that need to be addressed include:

a. The tourism potential of the port has not been fully utilized, and waste processing capacity is inadequate, contributing to environmental degradation. Although JNZOFP generates some non-tax revenue, many potential income sources, such as fish processing and marketing, are not being fully exploited. The port also lacks sufficient docking services, which increases safety risks such as ship fires. Stakeholder engagement and coordination are ineffective, and regular communication is needed to improve trust and collaboration. Despite efforts, non-tax revenue targets for the fisheries and maritime sectors have not been met, indicating inefficiencies in port operations. Additionally, there is no comprehensive mapping of commercial functions and stakeholder responsibilities, which affects resource management and utilization.
b. The port's infrastructure, such as waste treatment facilities and water supply, is inadequate, and CSR initiatives by PT. Perindo are not fully leveraged to provide additional public resources. There is also a lack of coordination between public and private sectors, resulting in missed investment opportunities and ineffective service delivery. Revenue distribution from commercial operations is not optimized, and many aspects of the port's infrastructure remain underdeveloped. The fisheries sector, including fish processing and distribution, is not effectively integrated into the port's commercial activities, reducing its contribution to non-tax revenue and the overall economy. Moreover, the lack of clear accountability mechanisms means that stakeholders may not fully honor their commitments, undermining collaboration.
c. Training and capacity-building programs for stakeholders on collaborative governance practices are insufficient, and some government regulations are not fully implemented, limiting the port's potential for maximizing non-tax revenue and service quality. There is also limited emphasis on integrating sustainable practices, such as waste management and environmental protection, which could compromise long-term sustainability and economic outcomes. Inefficient resource use, both human and physical, further hampers effective port operations. The collaboration between JNZOFP and PT. Perindo has yet to fully capitalize on joint business ventures or partnerships, restricting their ability to create substantial public benefits.

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d. Additionally, there is also no comprehensive framework to assess stakeholder performance or the impact of collaborative governance initiatives, making it difficult to measure success and identify areas for improvement. The lack of a long-term strategic vision for the port complicates future planning, particularly in expanding commercial functions and improving service quality. There is also no formal mechanism for dispute resolution among stakeholders, which can lead to prolonged conflicts and hinder effective collaboration. The port's dependence on a limited range of revenue sources creates financial vulnerability and limits its potential for growth and revenue diversification. Finally, slow implementation of agreed improvements, such as expanding docking services or waste treatment units, means the port cannot meet growing demand or address urgent operational issues.

To address current challenges stemming from unclear roles and overlapping authority between PT. Perindo and the Head of Port, it is essential to establish clear institutional frameworks that delineate these roles and responsibilities. A formalized Fishing Port Management Cooperation Agreement will foster equity and clarify management terms, tariff structures, and revenue-sharing mechanisms, which ultimately promotes better coordination. Regular stakeholder engagement through meetings will facilitate open communication and trust-building, enhancing commitment to shared goals. Additionally, incorporating accountability measures such as performance metrics and regular audits will ensure that all parties honor their commitments. Encouraging PT. Perindo to invest in Corporate Social Responsibility (CSR) initiatives will further support local communities and promote environmental sustainability. Developing training and capacity-building programs focused on collaborative governance will equip stakeholders with necessary skills for effective cooperation. Establishing a monitoring and evaluation framework will allow for the assessment of collaborative efforts and provide insights for continuous improvement.

Furthermore, it is critical to address infrastructure and resource management issues by upgrading facilities, such as waste treatment and water supply systems, while also effectively integrating commercial functions like fish processing and distribution into port operations to maximize revenue potential. Strategies to fully utilize the port's tourism potential should also be developed. Implementing clear dispute resolution mechanisms will prevent prolonged conflicts and ensure effective collaboration. A long-term strategic vision for the port should be established to focus on expanding commercial functions and improving service quality. Diversifying revenue sources beyond the current limited options will reduce financial vulnerability and enhance growth potential. Finally, the slow implementation of agreed improvements, such as expanding docking services and waste treatment units, must be expedited to meet growing demand and address operational challenges effectively. Implementing these recommendations will foster effective collaboration among stakeholders, enhance the management functions of JNZOFP, and ultimately promote sustainable fisheries management while improving socioeconomic outcomes for the fishing community.

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