

Implementing Port Operation Policy through Collaborative Governance Perspective

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Abstract

This research aims to explore the operational policy implementation process at the Prigi commercial port by utilizing a collaborative governance framework. This study uses policy implementation theory (Van Meter & Van Horn, 1975) which focuses on dimensions such as standards and resources, communication objectives, interorganizational characteristics, and enforcement activities of implementing agencies, economic, social, and political conditions, implementer dispositions, and performance. Additionally, it integrates collaborative governance theory (Emerson & Nabatchi, 2015) which emphasizes the importance of cooperation, coordination, and involvement of various stakeholders, including government port operators, port users, and local communities, in designing and implementing such policies. This approach is believed to improve the effectiveness, efficiency and sustainability of port operations, ensuring that policies reflect diverse interests and needs. This research adopted a qualitative descriptive approach and was conducted at the Prigi commercial port, Trenggalek Regency, Indonesia. Thirty-two informants participated in this research, consisting of government officials including legislators (DPRD) and executives (regents, regional government secretaries, regional planning agencies, transportation agencies, and development administration bureaus), private sector representatives (business associations), NGOs, academics, community leaders, and the media. Findings show that operational policy implementation at Prigi port faces challenges due to lack of clarity in policy standards and objectives, limited human resources, weak inter-organizational communication, complex characteristics of implementing agencies, and limited commitment from regional leaders as well as low involvement of NGOs, academics, leaders society, and media. This study recommends the issuance of a Memorandum of Understanding (MoU) as an agreement of honor between all stakeholders to optimize the operations of the Prigi commercial port. In addition, this research provides opportunities for further research using alternative perspectives of policy implementation theory and collaborative governance theory in port governance.

Keywords: Port Operation, Policy Implementation, Collaborative Governance.

Introduction

According to Kihara et al., (2015) ports act as central points in the logistics supply chain, connecting various modes of transportation such as land and sea. Ports are also defined as international trade gateways that enable island countries' participation in the global economy. For example, archipelagic countries such as Indonesia, the Philippines and the Caribbean Islands rely on ports to support their economy and infrastructure development (Kihara et al., (2015)). According to Chen et al., (2019) ports play an important role in improving global and regional connectivity by connecting various countries and international markets. Port development is also identified as a driver of economic growth and infrastructure development, as stated by Merk ,2017) and (Cullinane, 2013). The study by also show that port development has a positive impact on economic growth and job creation. Therefore, ports not only act as international trade centers but also have a significant impact on economic growth in island countries.

In Indonesia, especially the Prigi port in Trenggalek Regency, has a strategic role in encouraging economic progress and community welfare in the region. As a trade gateway, this port facilitates the flow of goods and commodities that are vital for local and regional economic activities. By operating Prigi Port effectively, new opportunities will open up for increasing investment, trade and growth of related sectors in Trenggalek Regency. Apart from that, good operations from Prigi Port can improve regional connectivity and connect Trenggalek Regency with other markets in East Java and outside the province, which in turn will encourage economic growth and open up job opportunities for the local community.

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The importance of Prigi Harbor is also manifested in its role in reducing development disparities between the northern and southern parts of Java Island. By facilitating trade and investment, Prigi Port can be a driver of economic development in the surrounding areas, including marginalized areas in the southern part of Java Island. Thus, optimal operations of Prigi Port will not only provide direct economic benefits for Trenggalek Regency, but will also contribute to regional development equality and increased welfare for all people on the island of Java. The construction and operations of the Prigi port are based on the Decree of the Minister of Transportation Number KP 432 of 2017 concerning the National Port Master Plan (RIPN).

Policy implementation of the Decree of the Minister of Transportation Number KP 432 of 2017 concerning the National Port Master Plan (RIPN) at Prigi Port, Trenggalek Regency, is not going well, facing a number of obstacles in development and operations. One of the main problems is the lack of conformity between the provisions in the RIPN and the real conditions and local needs at Prigi Port. This creates a gap between nationally planned policies and their implementation at the local level. This problem reflects the theoretical gap in policy implementation described by Van Meter & Van Horn, (1975) where policies created above do not fully consider the local context in which the policy will be implemented. Another obstacle is the lack of support and commitment from related parties, both from the regional government and other stakeholders, in implementing the RIPN policy at Prigi Port. The inability to achieve consensus and synergy between various relevant parties can hinder effective and sustainable policy implementation. This also reflects the theoretical gap in policy implementation related to political and organizational factors emphasized by Van Meter & Van Horn, (1975)

Apart from that, the lack of resources, both financial and human, is also a serious problem in implementing the RIPN policy at Prigi Port. Without adequate support in terms of resources, it is difficult to implement various programs and projects mandated in the RIPN, such as developing port infrastructure and increasing operational capacity. This inability to overcome resource constraints reflects the theoretical gap in policy implementation related to resource factors described by (Van Meter & Van Horn, 1975). Furthermore, the lack of coordination and communication between various institutions and stakeholders involved in implementing the RIPN policy is also the main cause of unsuccessful implementation at Prigi Port. Inconsistency and lack of collaboration between related parties can hamper the flow of information that is important to support an effective policy implementation process. This reflects the theoretical gap in policy implementation related to interorganizational and communication factors studied by Van Meter & Van Horn, (1975) Lack of understanding and awareness of the importance of the RIPN policy and the role of each party in implementing it is also an obstacle in implementation at Prigi Port. Without sufficient understanding of the objectives and benefits of the RIPN policy, it is difficult to obtain support and active participation from the various stakeholders involved. This shows a theoretical gap in policy implementation related to policy and behavioral factors, as studied by (Van Meter & Van Horn, 1975). Finally, the inability to take into account local political and cultural dynamics in the development and operations of Prigi Port is also the cause of the failure to implement the RIPN policy. Differences in views and interests between various related parties can create conflict and resistance to the implementation of nationally planned policies. This reflects the theoretical gap in policy implementation related to cultural and political factors, which need to be considered in the process of implementing public policy.

Prigi Port in Trenggalek Regency is facing various problems in its operational stage. One of the main problems is the clarity of ownership of assets that has not been resolved. Without clarity regarding who really owns these assets, the port management and maintenance process becomes hampered. These deficiencies create uncertainty and administrative obstacles that disrupt port operational efficiency. This condition is exacerbated by the low level of commitment from regional heads, legislators (DPRD), and all regional apparatus organizations. The lack of seriousness and support from related parties has resulted in a lack of concrete steps in resolving asset ownership issues and other operational problems at Prigi Port. Without a strong commitment from regional leaders and local legislative bodies, efforts to improve port performance and sustainability become difficult to implement. Another cause of operational problems at Prigi Port is the absence of a new decree regarding the continuation of port development and operations. This lack of clarity regarding port direction and policies creates

uncertainty among stakeholders and other related parties. A clear and firm decision is needed to provide clear direction and provide a strong legal basis for future port management and development.

This research aims to present a novelty in the analysis of Prigi Port's operational problems by combining two main theories, namely implementation theory Van Meter & Van Horn, (1975) and collaborative governance. It is hoped that the integration of these two theories can provide a more comprehensive understanding of the complexity of operational problems in the port context. Using this approach, research will explore not only internal factors in policy implementation, but also the importance of cooperation, coordination, and involvement of various stakeholders in formulating and implementing effective and sustainable policies. Thus, through this approach, it is hoped that research can provide new insights that can provide more holistic solutions in overcoming operational problems faced by Prigi Port.

Literature Review

Policy Implementation

The policy implementation theory developed by Van Meter & Van Horn, (1975) became an important basis for analyzing the process of implementing public policy, including in the context of the study of Prigi Harbor in Trenggalek Regency. This theory highlights several key dimensions that are relevant to consider in the study of port policy implementation. First, the standards and resources dimension refers to the establishment of clear and adequate standards and the allocation of sufficient resources to support policy implementation, including infrastructure, budget and workforce. Second, the communication objectives dimension emphasizes the importance of effective communication of policy objectives to all relevant parties, including local governments, business entities and local communities. Third, interorganizational characteristics highlight the importance of coordination between institutions and related parties in implementing policies synergistically. Fourth, the law enforcement activities of implementing agencies underscore the need to enforce rules and regulations to ensure compliance and effectiveness of policy implementation. By considering these dimensions in the analysis, Van Meter and Van Horn's policy implementation theory provides a comprehensive framework for understanding the challenges and opportunities in implementing policies at Prigi Port, including in terms of clarity of operational standards, inter-agency communication, resource allocation, and law enforcement.

Collaborative Governance

The collaborative governance theory developed by Tina Nabatchi et al., (2018) provides a relevant framework in the context of the study of Prigi Harbor in Trenggalek Regency. This theory emphasizes the importance of cooperation, coordination, and active participation of various stakeholders in the decision-making process and policy implementation. First, the cooperation dimension highlights the importance of collaboration between local governments, business entities and local communities in formulating holistic solutions to complex problems at ports. Second, the coordination dimension refers to efforts to regulate and harmonize the activities of various related parties in order to achieve common goals and prevent policy overlap or conflict. Third, the stakeholder engagement dimension emphasizes the importance of listening to and accommodating various views and interests in the decision-making process, thereby ensuring sustainability and wider acceptance of the resulting policies. By considering these dimensions, collaborative governance theory provides a holistic and inclusive view of how decision making and policy implementation can be carried out effectively at Prigi Port, including in terms of strengthening cross-sector cooperation, improving inter-institutional coordination, and encouraging active participation from various stakeholders in port management.

Port Operation

Ports, as important infrastructure in international trade, play a key role in connecting sea transportation with land and air transportation (Rodrigue & Notteboom, (2009) According to Rodrigue & Notteboom, (2009) ports function as logistics centers that support the flow of goods, capital and labor between countries. Ports are also known as logistics gateways that connect various modes of transportation, as

explained by Rodrigue & Notteboom, 2009). In addition, ports play a role in forming close economic and trade relations between countries Rodrigue & Notteboom, (2009). Ports can be grouped into several types based on their function. First, there are Loading-Unloading Ports, which focus on the activity of loading and unloading goods from ships, which are global cargo distribution centers (Brooks et al., 2022) The second type is a shipping port, which is usually used for small ships and functions as a place of refuge and short berth Munim & Haralambides, (2018) The third type is Industrial Ports, which are dedicated to serving industry and managing heavy cargo such as coal and chemicals (Brooks & Cullinane, 2006)). Finally, there are Cruise Ports, which are used for cruise ships and support the tourism industry Brooks & Cullinane, (2006) Successful port management requires a sustainable and inclusive approach (Brooks et al., 2022) This involves collaboration between ports and other stakeholders, as well as investment in modern infrastructure and technology ((Padilha & Ng, 2012). Collaboration between ports and other stakeholders is also important in ensuring smooth and efficient operations Munim & Haralambides, (2018) Port operational standards establish guidelines and procedures that must be followed to ensure safety, efficiency and quality of service (Rodrigue & Notteboom, (2009).

Commercial port operations based on Minister of Transportation Decree Number KP 432 of 2017 are a process that consists of several very detailed and complex stages to ensure the port can function efficiently and effectively. The initial stage begins with thorough operational planning, including the preparation of activity plans, resource allocation, and cargo handling planning that takes into account port capacity, market demand, and applicable regulatory requirements. The next stage involves receiving ships that will dock at the commercial port by preparing adequate berths and cargo reception procedures. Furthermore, the main focus is on cargo handling with the loading and unloading process from the ship to the storage area or vice versa, which must be closely monitored to ensure the cargo is not damaged and operations run efficiently. After that, the cargo that has been handled must be stored safely in a suitable warehouse or storage area, and the commercial port is also responsible for distributing the cargo to the final destination according to customer requests. Apart from carrying out operational processes, commercial ports also have an important role in managing supply chains and transportation by coordinating with logistics and transportation service providers, as well as carrying out routine maintenance on infrastructure such as docks, warehouses and other supporting facilities. It is important to comply with regulations and regulations that apply in commercial port operations, including those related to the environment, safety and taxes. Risk management is also an important aspect that must be implemented to identify, assess and manage risks that may arise during operations. Finally, regular performance evaluations and continuous improvement efforts are an integral part of commercial port operations to maintain operational efficiency and safety and minimize risks associated with port operations.

Method

This research uses a descriptive method with a qualitative approach, which is an approach to understanding the meaning given by individuals or groups to social or humanitarian problems Creswell, (2021) Informants in this research are individuals who have relevant experience with a research background and are able to provide solid information about related situations and conditions. The research was conducted in Trenggalek Regency with informants being taken using a snowball sampling technique, starting with the appointment of key informants who were deemed to understand the research subject in depth. Thirty-two research informants participated in this research, consisting of government officials including legislators (DPRD) and executives (regents, regional government secretaries, regional planning agencies, transportation agencies, and development administration bureaus), private sector representatives.

Results and Discussion

The implementation of the Prigi Commercial Port operation policy in Trenggalek Regency, East Java Province, is the focus of attention in the context of the policy implementation theory proposed by Van Meter & Van Horn, (1975). The standard objective dimension, which refers to the fundamental measures of policies carried out by multi-helix actors, is the center of attention, especially in the processes of principled engagement, shared motivation, and joint capability. The research found that even though the

policy had been established, understanding of ASN in the local government (Trenggalek Regency) was still limited, which hampered the issuance of derivative policies that technically discussed the operation of Prigi Port. On the other hand, private parties such as NGOs, academics, media, fishing community leaders, business associations, religious leaders and youth leaders show very diverse understanding. In fact, fishermen groups and NGOs reject the operation of Prigi Port because they are worried that it will damage the marine environment and marine tourism areas that have been operating for so (employer associations), NGOs, academics, community leaders, and the media. who are directly involved in programs or activities. The main focus of this research is the implementation of the operating policy for the Prigi Commercial Port in Trenggalek Regency, East Java Province, by considering various dimensions. These dimensions include standard objectives, resources, communication between organizations, characteristics of implementing agencies, economic, social and political conditions related to policy implementation, as well as implementing tendencies. The focus of the research also includes identifying factors that support and hinder the operation of commercial ports in Prigi Village, Watulimo District, Trenggalek Regency, East Java Province. In this context, it is important to understand how the various actors involved in the policy implementation process work together to achieve common goals, as well as analyze the challenges and opportunities faced in the operations of the commercial port long. The limited understanding of ASN in the regional government regarding the standard objectives of the Prigi port operation policy has resulted in their inability to issue derivative policies that are technically appropriate. This shows that there is a gap in understanding and implementation between the various parties involved in the policy process. Even though policies have been established, this gap in understanding creates uncertainty in port operations, affecting the effectiveness and efficiency of port operations.

On the other hand, diverse understanding among the private sector shows the complexity in reaching consensus in the operation of Prigi Port. In particular, resistance from fishing groups and NGOs poses significant challenges in policy implementation, as they have strong concerns about the environmental and social impacts of port operations. Thus, conflicts of interest between local governments, private parties and community groups are the main obstacle in implementing Prigi port operation policies. Furthermore, this diversity of understanding also shows that there are challenges in achieving effective coordination and collaboration between various stakeholders. Disagreements in the interpretation of policies and desired objectives can hamper the ability to reach mutual agreement on operating Prigi Port efficiently and sustainably. In addition, resistance from fishing groups and NGOs shows the importance of accommodating their concerns and interests in the decision-making process. Active participation of various parties in the policy process can help identify more inclusive and sustainable solutions, which take into account the interests of all parties involved. In this context, efforts are needed to improve understanding and coordination between local governments, the private sector and community groups, as well as to find solutions that accommodate the concerns and interests of all parties. Mutual agreement and close cooperation between all stakeholders is needed to overcome challenges and ensure effective, efficient and sustainable operations of Prigi Port in accordance with the desired policy objectives. These findings strengthen the research results of (Kunila et al., 2020) and (Okeudo, 2013).

The implementation of the Prigi Commercial Port operation policy in Trenggalek Regency, East Java Province, according to the policy implementation theory of Van Meter & Van Horn, (1975) highlights the resource dimension as a key factor in the process. The research found that the human resources available to handle port affairs in Trenggalek Regency are very limited, with only three ASNs having the capacity in this regard. This shows the limitations of human resources which affect the operational capacity of Prigi Port. On the other hand, resources in the form of other actors outside the government also experience limitations in their actions because they are bound by existing policies. Apart from human resources, financial resources are also an obstacle in the operation of Prigi Port. This limited financial resource is related to the low political will of regional heads to determine an adequate budget to support port operations. The inability to allocate adequate financial resources is an obstacle in implementing port operation policies.

In the context of principled engagement, shared motivation, and joint capability, research findings show that significant weaknesses exist in these three aspects. The absence of strong principled engagement

between the various actors involved in port operations results in a lack of harmony and understanding in achieving common goals. Apart from that, the lack of shared motivation between these actors also hinders the ability to work together effectively in operating the port. Lastly, the absence of adequate joint capability by all actors in port operations is also an obstacle in achieving the desired results. Thus, the implementation of the Prigi Commercial Port operation policy in Trenggalek Regency faces significant challenges related to limited human and financial resources, lack of alignment and shared motivation between the actors involved, as well as a lack of joint ability to carry out port operations effectively. To overcome this challenge, strategic steps are needed that involve all stakeholders to improve coordination, communication and collaboration in an effort to optimize the operation of Prigi Port in accordance with established policy objectives. These findings strengthen the research results from (Tijan et al., 2021)

Implementation of the Prigi Commercial Port operation policy in Trenggalek Regency, East Java Province, in the context of Van Meter & Van Horn, (1975) policy implementation theory shows the importance of the communication dimension between organizations, especially multi-helix actors, in the process of principled engagement, shared motivation, and joint capability. Research findings show that the lack of effective communication between various actors is one of the main obstacles to policy implementation. At the internal government level, there is a lack of good communication between legislators (DPRD) and executives (regents, regional government secretaries, regional planning agencies, transportation agencies, and development administration bureaus). Ambiguity in the flow of information and lack of coordination between the two entities can hinder effective decision-making processes regarding port operations. On the other hand, communication between the government and actors outside the government, such as representatives of the private sector (business associations), NGOs, academics, community leaders and the media has also proven inadequate. Lack of continuous dialogue and lack of inclusion of non-governmental actors in decision making regarding port operations can result in a lack of understanding of the needs and interests of each party. In the context of principled engagement, it appears that the lack of effective communication hinders the achievement of mutual understanding between the actors involved in port operation policies. This causes misalignment in views and goals between government and non-government actors, as well as a lack of involvement of non- government actors in the decision-making process.

Ambiguity in communication also hinders shared motivation between various actors. Without a common understanding of the importance of the goals to be achieved, alignment of joint actions becomes difficult to achieve. Apart from that, the lack of effective communication also hinders the development of joint capabilities between government and non-government actors in operating ports efficiently. In an effort to overcome this obstacle, strategic steps are needed to strengthen communication between organizations, both internal and external. Initiatives to increase dialogue between government and various non-government actors need to be encouraged, including the establishment of structured communication forums or mechanisms. This will help build mutual understanding and increase actor participation in decision making regarding port operations. By increasing effective communication, it is hoped that principled engagement, shared motivation and joint capability between various actors in the context of operating the Prigi Commercial Port can be improved. Better communication will help build stronger cooperation between the government and various related parties, so that policy goals can be achieved more efficiently and effectively. These findings strengthen the research results of (Pavlic et al., 2014), (Graziano et al., 2018a).

Implementation of the Prigi Commercial Port operation policy in Trenggalek Regency, East Java Province, by considering the policy implementation theory of Van Meter & Van Horn, (1975) from the dimensions of the characteristics of the implementing agency, highlighting the complexity in the relationship between multi- helix actors in the process of principled engagement, shared motivation, and joint capability. Research shows that the characteristics of implementing agencies, both internal and external to the government, as well as between the government and actors outside the government, are very diverse and complex, which hinders the operation of the Prigi port. At the internal government level, there are differences in characteristics between legislators (DPRD) and executives (regents, regional government secretaries, regional planning agencies, transportation agencies, and development

administration bureaus). Misalignment in goals and approaches between these two entities can result in difficulties in making decisions regarding port operations.

On the other hand, the characteristics of implementing agencies also vary among actors outside government, such as representatives of the private sector (employer associations), NGOs, academics, community leaders and the media. Differences in interests, motivations and approaches between these non-governmental actors can also hinder effective agreement and coordination in port operations. In the context of principled engagement, differences in the characteristics of implementing bodies between multi-helix actors can hinder the formation of consensus and mutual understanding regarding the goals and strategies for implementing policies. Mismatch of approaches and priorities between various parties can result in delays or deadlocks in the implementation process. The lack of shared motivation can also be an impact of differences in the characteristics of implementing agencies. When various actors have different motivations for achieving the same goals, this can hinder effective cooperation and coordination in policy implementation. Apart from that, the complexity of the characteristics of the implementing agency can also influence the joint capability in operating the Prigi port. Without good and harmonious coordination between various actors, it is difficult to develop the joint capabilities needed to run port operations efficiently. In overcoming this obstacle, efforts are needed to improve understanding and coordination between various multi-helix actors. Initiatives to facilitate dialogue and collaboration between government and non-government actors can help overcome differences in characteristics and create alignment in goals and approaches. Thus, developing the characteristics of implementing agencies that are more coherent and harmonious between multi-helix actors can increase the effectiveness of implementing policies for the operation of the Prigi Commercial Port. This will help ensure that the port functions efficiently and effectively according to its stated objectives. These findings strengthen the research results from (Woo et al., 2018), and (Kim & Kim, 2014)

The implementation of the Prigi Commercial Port operation policy in Trenggalek Regency, East Java Province, through the lens of Van Meter & Van Horn, (1975) theory of policy implementation from the dimensions of economic, social and political conditions, highlights its complex impact on port operations. Economically, policy implementation is expected to trigger economic growth and progress in communities around the port. However, in a social context, society is still divided between those who support and oppose port operations, especially regarding concerns about environmental impacts and potential socio-economic changes in the surrounding area. On the political side, the lack of harmony between the East Java provincial government and the Trenggalek district government is the main obstacle in accelerating the operation of the Prigi port. In the principled engagement process, multi-helix actors involved in policy implementation, such as the East Java provincial government, Trenggalek district government, private sector representatives, NGOs, academics and local communities, face challenges in building understanding and consensus regarding economic, social and environmental impacts. environment of port operations. Mismatches in perceptions and priorities between actors become obstacles in achieving common goals. In terms of shared motivation, there are differences in the level of support and commitment between actors towards policy implementation. Although some parties may have the motivation to increase economic growth through port operations, there are also those who consider the social and environmental impacts that this might cause. A lack of understanding regarding priorities and expected benefits from port operations can reduce motivation to work together in implementing policies. In the context of joint capability, the joint ability to manage and run port operations is hampered by a lack of coordination and cooperation between actors. Disharmony between provincial and district governments in resource allocation and development priorities has resulted in a lack of joint efforts to accelerate port operations. Apart from that, the limited capacity of the Trenggalek district government in managing large projects such as ports is also an obstacle in creating the necessary joint capabilities.

In overcoming these challenges, it is important to improve dialogue and coordination between all relevant actors. Improved understanding of the economic, social, and environmental benefits of port operations can help build a stronger consensus among them. Apart from that, efforts are needed to build common motivation and commitment to policy implementation, as well as increasing joint capabilities to manage ports efficiently. Through this joint effort, it is hoped that the implementation of the Prigi

Commercial Port operation policy can run more smoothly and effectively, providing significant economic benefits for the local community and surrounding areas, while minimizing negative impacts on the environment and society. These findings strengthen the research results of Graziano et al. (2018b) and De Langen & Pallis (2006). The implementation of the Prigi Commercial Port operation policy in Trenggalek Regency, East Java Province, is influenced by the tendencies of the implementers, as studied in the policy implementation theory of Van Meter & Van Horn (1975). In the principled engagement dimension, there is a tendency to act partially. between the multi-helix actors involved. Within the government, there is an incongruent division of tasks between the legislature (DPRD) and the executive (regents, regional government secretaries, regional planning agencies, transportation agencies, and development administration bureaus), which may lead to conflicts of interest and the inability to reach mutual agreements. Similar things happen between the government and actors outside the government, such as representatives of the private sector (business associations), NGOs, academics, community leaders and the media. This partial tendency can hamper effective dialogue and collaboration processes between actors in achieving common goals regarding Prigi port operations. In this case, there is a need to strengthen engagement and inclusive communication between all relevant parties, as well as build better understanding of the objectives and benefits of the policies being implemented.

In the dimension of shared motivation, the tendency to act partially is also reflected in varying levels of support and commitment among multi helix actors. Although some parties may have the motivation to support Prigi port operations as a means of increasing economic growth, there are also those who have concerns about the social and environmental impacts it may cause. This lack of shared motivation can hinder joint efforts to implement policies effectively and efficiently. In the context of joint capability, partial tendencies in policy implementation can also influence joint capabilities to manage and run port operations. Disharmony between multi- helix actors in resource allocation and action coordination can hamper the efficiency and effectiveness of policy implementation. Therefore, efforts are needed to increase cooperation and coordination between all parties involved, as well as build joint capacity to manage ports well. In overcoming this challenge, efforts are needed to strengthen the principles of moral involvement (principled engagement), increase the similarity of motivation between all related parties (shared motivation), and build joint capabilities to manage ports (joint capability). Through stronger collaboration and more open communication, it is hoped that the implementation of Prigi Commercial Port operation policies can be more effective and sustainable, as well as providing greater benefits for the local community and the surrounding environment. These findings strengthen the results of research from (Kim & Kim, 2014).

The implementation of the Prigi Commercial Port operation policy in Trenggalek Regency, East Java Province, is influenced by a number of supporting and inhibiting factors, as previously described. One supporting factor is the existence of standards for the basic objectives of the policy, although the limited understanding of ASN in local government regarding this can be an obstacle. The regional government has not issued a derivative policy that technically addresses the operation of the Prigi port, which could be due to a lack of communication and coordination between the actors involved. On the other hand, there are a number of factors that hinder the implementation of this policy. One of them is the limited human resources capable of handling port affairs in Trenggalek Regency. There are only a few ASNs who have the capacity to manage port operations, while the financial resources allocated are also limited. The lack of political will from regional heads to determine appropriate budgets is one of the causes. Communication between organizations, especially between multi-helix actors involved in the policy implementation process, is also an inhibiting factor. There is a significant communication gap between the government and actors outside of government, such as private sector representatives, NGOs, academics, and others. This can hinder effective dialogue and collaboration processes in achieving common goals regarding Prigi port operations. The characteristics of the implementing agency also play an important role in implementing the policy.

There is complexity in the characteristics of implementing agencies, both within the government and between the government and actors outside the government. The tendency for partial action between actors can hamper the efficiency and effectiveness of policy implementation. Economic, social and

political conditions in Trenggalek Regency also influence the implementation of port operation policies. The hope for economic growth to advance the community around the port is in conflict with social disharmony which is divided between the pros and cons of port operations. Apart from that, the lack of harmonious relations between the East Java provincial government and the Trenggalek district government in terms of port operations is also a significant obstacle. In overcoming this challenge, efforts are needed to strengthen communication and coordination between the actors involved, increase available human and financial resources, and improve the characteristics of implementing agencies. Apart from that, efforts need to be made to create a common motivation between actors and build joint capabilities to manage ports better. In this way, it is hoped that the implementation of the Prigi Commercial Port operation policy can be more effective and provide greater benefits for the local community and the surrounding environment.

Conclusion, Limitations, and Suggestions

Implementation of the operating policy for the Prigi Commercial Port in Trenggalek Regency, East Java Province, faces a number of complex challenges. One of them is related to the limited understanding of state civil servants (ASN) in regional governments regarding the basic objective standards of policies. This lack of understanding has the potential to hamper the issuance of technical derivative policies related to port operations. Apart from that, limited human and financial resources are also a serious obstacle, with only a few ASN having the capacity to handle port affairs, as well as limited budget allocated for port operations. Ineffective communication between organizations, both within government and with actors outside government, is also an obstacle. Communication gaps between government and non-government actors, such as the private sector, NGOs and academics, can hinder the process of collaboration and consensus in achieving common goals regarding port operations. In addition, the different and complex characteristics of implementing agencies between actors also complicate policy implementation. Economic, social and political factors also influence the implementation of this policy. The conflict between hopes for economic growth and social conditions that are divided between the pros and cons of port operations indicates a conflict of interest that needs to be resolved. Apart from that, the lack of harmonious relations between the East Java provincial government and the Trenggalek district government in terms of port operations is also a significant obstacle.

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