Assessment on the governance of fisheries management at fishery management area in Indonesia

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Abstract. Given Indonesia's enormous sea area, decentralization is inevitable in managing fishery resources, so-called Fishery Management Areas (FMAs). The governance of FMAs has been endorsed by MMAF Decree No. 33/2019. However, there were many challenges in its implementation. At the same time, Indonesia's Long Term Development Plan of 2020-2024 specified that strengthening the governance of the FMAs will be one of the fishery development priorities. This study's will assess the current design and implementation of FMA governance, namely the Fishery Management Councils (FMC). We gathered data and information using field observation, interviews with policymakers, and members of FMCs in several FMAs. We then carried out two analyses, namely, formal and informal analysis. The formal analysis was done by comparing each FMC component's function and task based on the written guideline for operating FMC and the FMC of FMA and real observation. The informal analysis evaluates the critical management function and attributes of the existing FMC governance and compares them with the ideal function. From the formal analysis, we find that each component of FMC's tasks and functions as written on the documents marginally/partially implemented by FMC members. From the informal analysis, we find that many challenges and gaps in the operationalization of the FMCs.

1. Introduction
The fisheries management in Indonesia has experienced a shift from centralized to more decentralized fashion on resource management. The new Ministry of Maritime Affairs and Fisheries (MMAF) regulation has endorsed the governance body of its Fisheries Management Areas (FMAs), namely MMAF Decree No 33/2019 \cite{1}. This perpendicular shows that governance systems need to evolve, such as integrating stakeholders into the decision-making processes \cite{2-3}. MMAF Ministerial Regulation No. 18/2014 FMAs divides the whole of Indonesia's fisheries into eleven FMAs \cite{4}. It developed based upon resource characteristics and biophysical environment. An FMA is a fisheries management area for capture fisheries, marine culture, conservation, research, and fisheries development. Ministerial Regulation No. 18/2014 is concerning 11 FMAs within Indonesia (Figure 1).
Figure 1. The 11 Fisheries Management Areas in Indonesia Water.

At the FMAs level, the institutional structure, called the Fishery Management Council (FMC), consists of the executive coordinator, the Secretariat, the Working Group, the Fisheries Management Commission (KPP), the Scientific, and the Consultative Panel. Each of these units has the duties and functions described in the Fisheries Management Areas of Republic Indonesia (FMA) Institutional Technical Guidelines [5]. At the National level, this Fisheries Management Institution of FMAs will be represented by the Chairperson of the Fisheries Management Commission of FMA to become part of the National Fisheries Management Agency chaired by the Director-General of Capture Fisheries, MMAF as shown in Figure 2.

Figure 2. The Structure of Fisheries Management Institution at the National and FMA level.

At this time, the National Development Planning Agency has launched a technocratic draft of Indonesia’s Medium Term Development Plan for 2020-2024, including the marine and fisheries sector. The Medium Term Development Plan's technocratic paper mandates the strengthening of Indonesia's FMAs institutions by establishing an independent institutional platform capable of managing the resource
management of each FMAs. Challenges in utilizing resources in FMAs include functions: availability of resources and potential, government capacity, and economic opportunities that can be developed from the resources in the FMAs. FMA is a geographical unit with the scope of marine and fisheries resources utilized, such as the fisheries and conservation sectors.

Although there is no single bullet to solve all in terms of fisheries governance structure, the postulates structure of regional fisheries governance in Indonesia will also have a trade-off between flexibilities, authorities, and social representativeness. [6] acknowledges this trade-off in many fisheries governance globally. Therefore, this study will evaluate fisheries governance's critical elements, its implementing stages, and its challenges to manage Fishery Management Areas in Indonesia.

2. Method
The area of studies covers all 11 FMAs in Indonesia waters. We have collected data and information from primary and secondary data, including field surveys, literature searches, and in-depth discussions with relevant entities. The field survey took place at FMA 712 in East Java, Indonesia. We interviewed national policymakers, FMA level policymakers, NGOs working on fisheries, and fishery experts. We also observed FMA meetings and workshops monitoring and evaluating the Fishery Management Plan's implementation of those FMAs. Lastly, we have conducted focus group discussions (FGDs) at the national and FMA levels to confirm and further obtain input regarding FMA governance's operationalization.

3. Results and discussion
3.1. Progress on the Governance of FMA
The evolution of governance of fisheries at FMA level in Indonesia has been started in 2012 when the government of Indonesia formally adopted the Ecosystem Approach to Fisheries Management. Endorsed by the Memo from the Directorate General for Capture Fisheries (DGCF) NO 47 year 2017, the structure of the institution had been endorsed for those 11 FMAs including the persons in the positions as stated in the Figure 2. The design of the institution based on several studies previously carried out and through consultation with fisheries stakeholders including central fisheries offices, provincial fisheries offices, NGOs, fisheries business offices, etc.

The budget to operationalize the FMA institutions will be disbursed from the MMAF budget as stated in the regulation. However, this budget is still being managed by the central fisheries offices in Jakarta up to this points. Several partners has shown interest in collaborating with the government to operationalize the FMA institutions and provide some supports to it.

3.2. Interlink of Law 23/2014 with FMA governing institution
Law No. 23 of 2014, concerning the Regional Government (Law No. 23/2014), has tremendously shifted fisheries authority's authority. The law cannot be outlawed by other sectoral laws [7-8]. One change in substance in the maritime sector is the authority initially shared between the central government, provincial, regional governments, and district/city regional governments, now only given to the central government and provincial, regional governments [8]. The competent authorities to take over are the central government and the provincial government. Therefore, any business and authorizes with district-level government should be coordinated through the provincial government. Before 2014, the authority manages coastal and marine resources shared between district /city and provincial governments. District/city governments manage waters from the lowest ebb to 4 miles- t perpendicular to the coastline. The provincial government manages waters between 4 and 12 nautical miles (waters from the lowest ebb to 12 mils-sea perpendiculars to the coastlines). The provincial government also took over most fisheries management's authority from the district/city government [9].

Also, Law 23/2014 has encouraged the strengthening of the Regional Technical Implementation Unit (UPTD) to carry out conservation and supervision of marine and fisheries resources as a form of extension of the provincial government, managing marine resources from 0-12 mils [9]. In the context of the implementation of the FMA Council, the tasks and functions carried out by the Capture Fisheries Sector, and the UPTD Center for Conservation and Oversight of Marine Resources and Fisheries show high conformity with their potential role in supporting the working groups of the Fisheries Management
Institution of FMA (LPP).

Given that the district government has no authority based on Law 23/2014, they can establish a partnership with other entities in managing the coastal resources such as conservation as stipulated by the MMAF regulation No. 2 of 2015 [10]. The other entities involved include the provincial offices' technical unit at district areas, local communities, traditional communities, Non-Government Organizations, local research institutions, and local universities. The partnership can help discuss and propose several programs on aquatic conservation area management. The results will inform and recommend to the governor to be released as provincial regulations/permits. The FMA governing body's task is to conduct coordination in implementing the Fishery Management Plan (FMP).

- To evaluate the implementation of FMP.
- To carry out the provision of inputs in the development of FMP.
- To carry out recommendations to develop policies on the management of sustainable fisheries at FMAs in Indonesia.
- To carry out reporting of the FMA fisheries management institution.

The FMA governing body's future role is expected to become a management authority with a gradual process of delegated authority from coordinating to managing in the long term. FMA governing body will be expected to find solutions to issues relating to fisheries management. Most importantly, FMA governing body collectively with provincial and national authorities will implement quota-based management measures and assure resource sustainability in the respected FMA. The structure of the Fishery Management Institution at the FMAs is based on the Minister of Maritime Affairs and Fisheries Regulation No. 22/2019 [11] (Figure 3).

![Figure 3. The structure of Fishery Management Institution at the FMAs.](image)

Source: Minister of Maritime Affairs and Fisheries Regulation No. 33/2019

3.3. Effectiveness of Institutional Structure and Function of FMA institution

The Fisheries Management Area Institution (FMA institution) has been formed in 2015 continued to experience dynamics of the structure until 2018. However, changes in the institutional structure have not been able to make this institution run optimally. One of the reasons is not yet functioning every element in the institution that has been formed. Based on the study results, the following results from a descriptive analysis of the suitability of the tasks and institutional functions of the FMA at the formal level with factual conditions. As a basis for the formal analysis of the institution's tasks and functions is the MMAF No. 33/2019 Regarding the Management of Fisheries of the State of the Republic of Indonesia Fisheries Management.
The Director-General of Capture Fisheries Regulation No. 15/2017 FMA Institution Organization is divided into two national and regional levels. At the national level, it consists of the FMA's national council and the Secretariat. At the national level, the national council of FMA was supervised by the Minister of Maritime Affairs and Fisheries (MMAF). At the regional level consists of the Executive Coordinator, Fisheries Management Commission (FMC) per FMA, Scientific Panel, Consultative Panel, Secretariat, Data and Information Working Group, Fisheries, and Conservation Utilization Working Group, and Control and Compliance Working Group.

The FMA’s institution has five elements, namely the Fisheries Management Commission, Secretariat, Scientific Panel, Consultative Panel, Data, and Information Working Group, Working Group on Fisheries Utilization and Conservation, and Working Group on Control and Compliance. The following is a description of each element's tasks and functions in the field and their challenges.

3.3.1 *Fisheries Management Commission (FMC) of FMA.* The organizational structure of the FMC consists of a coordinator from one of the selected Provincial Head of Maritime Affairs and Fisheries, members consisting of the FMC echelon II, the Head of the provincial Maritime Affairs and Fisheries office in the FMC area, the Head of the Fishery Port, and the Executive Coordinator. FMC is in charge of formulating fisheries management recommendation materials in each FMA. Several problems related to the implementation of FMC are as follows:

1. The coordination function in the framework of preparation, implementation, monitoring, and evaluation of FMP in FMA has been carried out for all FMAs. This function has been initiated and facilitated by the central government (DJPT)). This needs to be corrected that FMC should have been given full authority to carry out this function. The central government would be the resource person and produce formulation material to be conveyed to the MMAF. FMC's regional function's implementation has difficulty implementing the work because it is still at the central government. It is also caused by the perception that the FMC regional is not ready to carry out its functions to still require initiation or ideas from the central government.

2. Structural officials dominate potential misalignment of interests among members caused by unauthorized membership structure both in the ministry and across ministries. This brings the following consequences:
   a. The overload of work on some FMC members leads to less optimal member intentions towards the FMC program or activity. Structural problems involving more than one ministry require an agreement on operational standards to implement licensing to involve officials in other ministries. It does not complicate the coordination process between elements in the organizational structure of the FMC.
   b. Membership dominated by government elements tends to raise concerns about the political element's dominance in every decision. Therefore, it is necessary to have a membership of a consultative panel representing the leading players' interests in the marine and fisheries business and a scientific panel that tends to be neutral based on scientific data.
   c. Determination of the allocation of fisheries utilization so far has become the authority of the central government to give to the FMC because it must consider various aspects including historical production, geographical location related to proximity to fish resources, business scale, employment, and economic levels of local communities, and the food chains.

The Fisheries Management Commission (FMC) consists of the Heads of the Provincial Maritime and Fisheries Service representatives of the Governor, Provincial Level I Regional Heads. The FMC membership also includes the executive coordinator, consultative panel coordinator, and scientific panel coordinator. In the Fisheries Management Institution (FMI) institutional guidelines, it is stated that FMC members cannot be represented in the implementation of the annual committee meeting. However, some FMC members represent their staff meetings so that the commission meeting quorum is not met according to the requirements in the FMC technical documents.

Participation rates FMC members are classified as moderate, where the level of participation depends on funding to attend the meeting. FMC has allocated travel costs to attend FMI meetings, both sourced
from the APBD and APBN. At this time, the trip's cost is still at the DJPT, and the coordination meeting is dependent on the DJPT initiative. Thus, the frequency of coordination meetings in the FMA scope is currently low and rare.

Relations and network interactions between FMC members and between FMC and the executive coordinator still have many obstacles. At present, the executive coordinator in several FMAs is the head of the national fishing port (echelon 2 level) or (echelon three levels) in 11 FMA. Inequality between echelon levels of the Head of the archipelago port and members of the FMC (echelon 2) in several FMAs has hampered communication and coordination in the operationalization of FMI.

With their existing management arrangements, both from generation to generation and newly formed regional agreements, community groups need to be an essential part of FMC’s decision to be taken. In the current membership structure of FMC, social group representation is not guaranteed. The Chair of the Advisory Panel will be part of the FMC members. However, the Chair of the Advisory Panel may be held by the association of entrepreneurs who will give more importance to the business's economic efficiency rather than ensure social sustainability.

The fundamental strength of the FMI decision is to recommend management steps to the central government and become a regional catalyst for the quota allocation agreement in one FMA for the number of catches or the number of ships that guarantee the sustainability of resources between provinces in one FMA. Ideally, in the operationalization stage of FMI, the FMI coordination function is a bridge to the delegation of (partial) mandate/authority to manage resources from the central government to regional governments, in this case, several provinces in one FMA.

At present, the formulation of catch quotas per province is proposed by the FMI based on scientific recommendations from the National Commission of fish sock assessments considering the variables such as annual fish landings, the length of the coastline, number of fishing households, etc. Technically, this formulation can quickly be done in determining the allocation of quota for central and provincial permits. Provincial permits consist of permits for 7-29 GT and <7 GT vessels from the district government. The challenge is the integration of annual catch data from the province must have included catches from small vessels <7 GT, which are not required to report the number of catches by other laws and government regulations. The food chain needs to be considered in allocating catches to certain commodities or ship permits with specific fishing gear.

FMC has a schedule of meetings twice a year. The expected output is the concrete steps recommended for fisheries management in the FMA, such as the number of catch allocations agreed in the FMA. Until now, this meeting's schedule has not been fulfilled because the budget and coordination between the central and regional governments have been hampered by overlapping programs that must be carried out simultaneously. Thus, many FMA meeting schedules were postponed. The FMI did not initiate the FMA meeting with its executive coordinator instead of based on the central government's initiation and invitation.

### 3.3.2. Consultative panel.

The consultative panel has the primary duty to convey its aspirations to the Fishery Management Commission to prepare fisheries management recommendations. The consultative membership consists of the coordinator, the UPT central non-Fisheries, the fishing association, the fishery product processing association, the customary institution, and non-governmental organizations (NGOs). In its implementation, this panel is still not functioning optimally. Consultative panel membership, especially from non-government elements, must consider several things, namely:

1. No document was formally endorsed as a basis for selecting consultative panel membership.
2. Based on the principle of intended use, there is a contradictory tendency between fishing associations and traditional institutions' interests. Usually, fishing associations tend to be economically oriented, while adat institutions are conservatively oriented. Meanwhile, based on Decree of the MMAF Decree No 33 the Year 2019, the consultative panel coordinator in each FMA is occupied by the fishing Association. This is considered not by the value of justice. Also, it is feared that the consultative panel's decisions tend to be more economic oriented and pay less attention to society's socio-cultural aspects.
3. The Consultative Panel totals include fisheries associations, the fishing industry, environmental conservationists (Non-Governmental Organizations), community leaders, or traditional leaders in the
The consultative panel is tasked with providing input to FMC. The Chair of the Consultative Panel will become a member of the FMC.

4. The election of the consultative panel chairman has not yet explained the mechanism. The consultative panel's membership allows the association and the fishing industry's domination by emphasizing the use of resources for economic (exploitative) interests. In comparison, the NGO component emphasizes conservation. Local community leaders and indigenous people think about and aspire to the interests of many small fishers. Indeed, community representatives or adat representatives can balance the goals of exploitation and conservation in the management of FMA.

5. The power to convey the aspirations of traditional leaders is usually weak. This can be caused by the alternation of adat representatives who are part of the consultative panel. In the future, traditional fishing communities' traditional representatives or representatives are dedicated to permanent and neutral people towards FMI. Training needs to be given to improve the representative's ability to express the community's aspirations. At the extreme point mentioned, if there is no empowerment in decision making in the fisheries management chain, it can be said there is no co-management [11].

6. Empowerment from community groups or traditional communities is a significant component of co-management. Co-management means reinforcing actors or stakeholders who were previously marginalized and not taken into account to influence the policies and decisions to be taken [12]. Furthermore, a study defined an opportunity mechanism for a local community through its representatives (in the consultative panel) will serve as an opportunity to change or influence their destiny from collective decisions about access to the resources they depend on their lives [13].

3.3.3. Scientific panel. The scientific panel has to provide scientific data, information, and recommendations to the Fisheries Management Commission regarding fisheries management. The scientific panel membership consists of coordinators and members. The panel members consist of representatives from research institutions in marine and fisheries, universities, and fisheries management scientific groups in each of the FMA and fisheries and marine experts. Problems related to scientific panels:

1. Current conditions, based on Decree of the Directorate General of Capture Fisheries No. 47/2017, consultative panel membership is filled by personal members [14]. This is not in line with Regulation of the Directorate General of Capture Fisheries No. 15/2017.

2. No document was formally endorsed as a basis for selecting scientific panel membership.

3. The scientific panel consists of a central researcher in a particular fishery sector according to priority or dominant commodity in the FMA and surrounding marine and fisheries universities. A scientific panel member did not mention who the researcher was or what the major was in the tertiary institution. Thus, universities have difficulty.

4. They are allocating funds for the role and participation of their institutions in FMA fisheries stock research.

5. Insufficient participation accompanied by a capacity study of fisheries stocks at the FMA level needs to be improved with survey training and fisheries stock analysis and active involvement of scientific committees in discussions and determination of catch quota allocation criteria. National fish stock assessment commission, Fisheries, and Maritime Research Institute, or Higher Education, who have reliable fishery stock studies capabilities, need to provide periodic training to the FMI scientific panel members.

6. Socioeconomic indicators and the impact of a policy in a particular FMA become an essential component in the FMI. There is no involvement or representation from the socioeconomic science of fisheries in the FMI design. This role can be done on an ad hoc basis when there is a need or involving the socioeconomic FMI scientific panel's socioeconomic field.

3.3.4. Data and information working group. The Data and Information Working Group (“Pokja”) has to support the functions of the executive coordinator in terms of 1) compilation and analysis of fisheries data and information in FMA; 2) recommend research and data needed for fisheries management policies; 3)
Carry out the tasks set by the executive coordinator, and 4) if necessary, propose to the executive coordinator through the FMC to form a special task force.

To realize this role, the task of the data and information working group are 1) To coordinate and be responsible for the preparation, implementation, monitoring, and evaluation of the Fishery Management Plan in FMAI in the field of data and information; 2) compile program and work activity reporting, budget proposal, activity management, monitoring and evaluation in the field of data and information at FMA. 3) coordinate and study the proposed recommendations in the field of data and information in the FMA; 4) Collecting and analyzing secondary data and information from related institutions and other sources; 5) Provide proposals and input for fisheries management to the Fisheries Management Commission; 7) collaborating with related institutions in the field of fisheries management in the field of scientific data and information; 8) Providing data in the framework of preparation, implementation, monitoring and evaluation of the Fisheries Management Plan in FMA in the field of data and information; 9) Propose the formation of a task force on specific issues in the field of data and information; 10) provide input and proposals in the formulation of policies regarding fisheries management in the FMA in the field of data and information.

Related to that statement, the data working group has not yet performed its duties optimally. This is caused by relations between the data working groups in each province in an FMA and provincial data working groups' problems with fishers. These problems can be identified as follows:
1. There is a work overload due to the dual positions held by the working group implementer.
2. Limited data collection facilities, both human resources and the completeness of data collection instruments such as the internet network
3. The transfer of authority to the province has not been accompanied by the province's structural readiness to take on the responsibility.
4. Inefficient data reporting mechanism
5. Non-compliance of fishers with the truth of ship documents requires that production data be engineered according to ship document data.
6. Low interest of fishers to report catches.

3.3.5. Working group on fisheries and conservation utilization. The Working Group (Pokja) on fishery utilization plays a role in 1) recommending the conservation management actions that have been recommended in FMA; 3) carry out the tasks set by the executive coordinator, and 4) if necessary propose to the Executive coordinator through the FMC to form a task force. To fulfill this role, this working group has tasks on fisheries utilization and conservation.

Implementing the main tasks and functions of fisheries and conservation working groups in several FMAs has been carried out but not yet running optimally. The conditions and problems of implementing the main tasks and functions of fisheries and conservation working groups can be divided into two problems: coordination in the institutional nature of FMA and problems regarding conditions on the ground. These conditions can be identified as follows:
1. There is overloaded work due to the dual positions held by the working group members.
2. The distribution of resource use rights is based not only on formal regulations but also on many regions recognizing regional agreements' existence. Therefore, equalizing the concept of conservation in each region cannot be done, but it must consider the socio-cultural conditions forming elements of regional agreements.
3. Determination of fishery utilization allocation has become the central authority given to FMI because it must consider various aspects, including historical production, geographical location related to proximity to fish resources, business scale, employment, and economic levels of local communities, the food chain.

3.3.6. Control and compliance working group. The Control and Compliance Working Group plays a role in recommending control and compliance actions in FMA; 2) Coordinate control and compliance with the implementation of management actions that have been recommended at FMA; 3) carry out the tasks which
have set by the executive coordinator, and 4) if necessary propose to the Executive coordinator through the FMC to form a task force.

The position of the Control and Compliance Working Group is filled by the Section Head of the harbor-master of PPN as the coordinator, and as the members are the Head of Licensing Administration Sub-Directorate, Head of Fisheries Sub-Directorate, Head of PPN Sub-Directorate, Head of PPP Sub-Directorate, Head of Sub-Directorate of PPDKP, Head of PSDKP Base, Head of PSDKP Station, and Head of Fishery Sub-Directorate. The current conditions of the implementation of the Control and Compliance Working Group are:

1. There was an overlapping of positions in the working group. The Head of the provincial capture fisheries is recorded as a member of each working group. This makes the workload on individual members increase, so there is a tendency for the inefficient implementation of the task force's tasks and functions.

2. Many institutions are involved in law enforcement at sea, causing different authority perceptions that lead to the institutional ego. This also affects the performance of fishers. Therefore a coordination function between agencies and ministries is needed in the organizational structure of the managing agency.

3.4. Readiness and Action Steps to Accelerate FMI of FMA

Local governments' role to manage fish resources in the presence of Fisheries Management Institutions is highly expected so that their management can be optimized and still maintain ecosystem sustainability. The central government must intensify its approach to regional authorities so that the Fisheries Management Institution of FMA can effectively carry out its functions. This approach is needed as a control. The outcome of the formation of the Fisheries Management Institution of FMA must provide benefits to the community and not merely an economic calculation in numbers. The community will be the most disadvantaged party if the fisheries management process in the FMA associated with Fisheries Management Institution fails. The community is the subject, and at the same time, the object in development must continue to receive top priority. This is because the main target of development is to improve the standard of living of the people.

The desire to accelerate FMI requires intensive socialization to local authorities and the communities. The process of legal socialization is very crucial so that people behave as expected by law [15]. The correct implementation of the socialization requires a long time and must be neatly organized. Dissemination to local authorities and the community is essential to understand the existence of the Fisheries Management Institution of FMA policy.

The operations of the Fisheries Management Institution are very dependent on the wishes of the central government to implement it. The legal basis for supporting the Fisheries Management Institution's existence is sufficient and needs to be followed up with an action plan. This significant policy (related to FMI) is unfortunate if it is not a priority for the government. Indonesia's potential marine and fisheries potential is enormous and requires excellent management. The effectiveness of fisheries management towards a better direction through FMI requires a strategy to achieve the target. The goal is that the implementation is sufficient according to the objectives to be achieved. Steps to accelerate the operational Fisheries Management Institution as a whole, namely:

1. Make a regular schedule of meetings for all the highest Fisheries Management Institution of FMA officials (including regional personnel) to explore existing issues or problems. This action step is intended to overcome or anticipate the possibility of obstacles that can hamper the smooth achievement of goals.

2. Good fund planning for each Fisheries Management Institution of FMA. This action step aims to keep office management operational well.

3. Supervision, evaluation, and monitoring are the government's role in overseeing the Fisheries Management Institution of FMA work in carrying out its duties. This action step is needed in order to be able to create governance of fish resources in FMA so that it will continue to pay attention to aspects of sustainability and the environment.
4. In order to effectively run and manage the WPP councils, it is important to employ suitable and dedicated full time staff to key position such as executive coordinator, lead of the three working groups and secretariat officer.

The fisheries management institution at FMA level are still being dominated by the government entities compared to representatives from non-government. The consultative panel consisting fishers’ representatives, NGOs, fisheries association are not part of the commission. These panels may provide inputs to the commission on the FMA management measures or solution to issues or scientific findings relevant to FMA fisheries issues. Whereas, in the United States Regional Fisheries Management councils, commercial sector made of about 49% of the commission members in their fisheries management councils [16]. The underrepresentation shows low level of active participation of fisheries stakeholders in Indonesia.

4. Conclusion
The Fisheries Management Institution of FMA in Indonesia can be categorized as an organization and institution at the same time. The reasons are the existence of formal, informal norms and rules as well as formal structures of the institution. This institution was established in coordination with the national and provincial governments to achieve the target of achieving fisheries production, business sustainability, and the conservation of fish resources.

This study finds that based on assessing the tasks and functions of the units in the Fisheries Management Institution organization both at the National and FMA levels shows that the institutional WPP NRI has not been optimal in carrying out its duties. Assessment of several key governance indicators of the Fisheries Management Institution of FMA at both the regional and national levels shows that real improvement is still needed to strengthen the Institutional NRIWPP in its implementation and operation. The aim is to achieve the targets and objectives of the Fisheries Management Institution of FMA.

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