



Research Article

Collaborative Governance in Optimizing Nontax State Revenue in the Sports Sector Case Study: Implementation of the 2022 South Sumatera National Recreational Sports Festival (FORNAS VI 2021)

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Abstract.

Funding is a problem that often arises in the implementation of national and international sporting events in Indonesia. Due to limited funding sources from the APBD and APBN, funding the implementation of the 2022 South Sumatera National Recreational Sports Festival (FORNAS) VI 2021 is another problem. Optimization of Nontax State Revenue (PNBP) can be a solution to problems in financing national and international sporting events through a collaboration scheme. In collaboration, the role of stakeholders is essential because each stakeholder cannot work alone. For example, collaborative governance in the implementation of FORNAS includes collaboration between the Indonesian Community Recreational Sports Committee (KORMI), the Organizing Committee of FORNAS IV 2021, the South Sumatera Provincial Government, the Ministry of Youth and Sports (Kemenpora), the Public Service Agency for the Fund Management Agency and Sports Business (BLU LPDUK), State-owned Enterprises (BUMN), Regional Owned Enterprises (BUMD), and private companies. The central government, in this case, the Ministry of Youth and Sports through BLU LPDUK as a unit, took the initiative to establish cooperation with the South Sumatera Provincial Government in the management of commercial funds in the implementation of FORNAS VI through a Memorandum of Understanding (MoU) and continued with the Commercial Fund Management Cooperation Agreement with the Implementing Committee of FORNAS VI 2021 South Sumatera in 2022 for the management of commercial funds for FORNAS VI activities. This is carried out to optimize PNBP funds as a source of funding for FORNAS VI 2021 South Sumatera activities in 2022. Therefore, the Ministry of Youth and Sports, through BLU LPDUK, can continue to increase cooperation and collaboration with all local governments both at the provincial and district/city levels at each sports event so that the optimization of PNPB for the field of sports can be further massive and able to embrace many related stakeholders. This study aims to find out how the implementation of stakeholder collaboration optimizes

PNBP and to analyze the driving and inhibiting factors of collaboration. This study uses a descriptive qualitative research method with a case study approach. Data collection

techniques are used in the form of literature studies, observation, and documentation.

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1. Introduction

The Public Service Agency of the Sports Fund and Business Management Agency (BLU LPDUK) of the Ministry of Youth and Sports has the mandate to carry out the management of the State Budget (APBN) and Non-Tax State Revenue (PNBP) funds to build sports infrastructure, manage commercial income in organizing events sports, as well as sports business development cooperation. Based on the Regulation of the Minister of Youth and Sports Number 22 of 2017 concerning the Organization and Work Procedures of the Sports Fund and Business Management Institution, the Public Service Agency of the Sports Fund and Business Management Institution is a technical implementation unit in the field of fund management and sports business, which is under and responsible to the Minister of Youth and Sports through the Deputy for Sports Achievement Improvement. In addition, the regulation also states that BLU LPDUK has the task of carrying out the management of funds and sports business. However, in 2020, there were several obstacles in efforts to increase revenue due to the Covid-19 Pandemic so several sports events were delayed. Almost all sports events that were delayed last year were held in 2022, so the potential revenue is very likely to increase. Although revenue from activities based on sports events and digital/online, including digital motorsport or e-sport and telehealth sports injury clinics continue to be developed.

To provide professional services in the field of fund management and sports business, BLU LPDUK cannot stand alone. In overcoming problems in the public sector innovation overcomes several obstacles, especially related to the bureaucratic organizational model, including *change aversion*, rigid control, and vertical hierarchy, but not all problems in the organization can be solved with innovation as a solution, so the important thing is how to understand innovation as a collaborative process that involves all parties to support the structure and governance in the organization. [1] Seeing these problems, there must be collaborative efforts between sectors and innovations initiated by BLU LPDUK in carrying out fund management services and sports business.

In 2022, BLU LPDUK established collaboration through cooperation built with the Government of South Sumatera in the context of organizing *the* 2021 South Sumatera Vi National Recreational Sports Festival (FORNAS VI) event. In organizing this activity, there



are 55 main national sports organizations and 12 branches of community recreation who compete in the FORNAS VI event which is held under the auspices of the Indonesian Community Recreational Sports Committee (KORMI) in Palembang, South Sumatera. [2] In its implementation, KORMI South Sumatera as the implementer seeks to prepare for the implementation of FORNAS VI, the only one of which is with the support of the budget funds sourced from the APBD and APBN for the implementation of FORNAS VI. However, this does not close the problem of limited sources of funds both in the APBD owned by the Province of South Sumatera and the State Budget in the implementation of this activity so the Implementing Committee of FORNAS VI took the initiative to collaborate with BLU LPDUK. The cooperation that has been established to seek support and raise funds from third parties to meet budget needs that have not been accommodated by the APBD and APBN so that FORNAS VI activities run smoothly, and successfully, and becomes a benchmark in the implementation of FORNAS in the future. The cooperation between the South Sumatera Provincial Government and BLU LPDUK then forms a wider collaboration involving various stakeholders such as the central government, regional governments, KORMI and BUMN, private sectors, and the community so that it is expected that able to close the problems faced, especially in terms of limited funding. The collaboration created in the implementation of FORNAS VI is a tangible form of *collaborative governance* in the field of sports.

2. THEORETICAL STUDY (Collaborative Governance in the field of sports)

2.1. Public Service Agency for Sports

The rapid development of sports globally opens up opportunities for the development of the sports business. However, the sports business in Indonesia has not been able to develop properly, so it has not been able to support national sports funding towards funding independence towards high achievement. Since 2005, the Government has been trying to support national sports towards funding independence, with the establishment of Law of the Republic of Indonesia Number 3 of. 2005 concerning the National Sports System (UU SKN) and Government Regulation (PP) Number 18 of 2007 concerning Sports Funding.

The PP mandates the formation of an institution (business entity) that can manage sports funds. The funds collected by the institution are sourced from various businesses

related to sports such as organizing events/weeks/sports festivals, ticket sales, sponsorships, souvenir sales, athlete transfers, consultations, and leasing sports facilities and infrastructure as stipulated in the PP. Although it states that the form of institution that supports sports funding is a business entity and not a Public Service Agency (BLU), characteristically, the right institution in supporting national sports funding as mandated in PP Number 18 of 2007 should not prioritize profit-seeking and have a stronger social mission than its business mission, but remain accountable, transparent, and high-performance. Therefore, the form of BLU is more appropriate to support the PP mandate.

The Public Service Agency of the Fund Management Agency and Sports Business (BLU LPDUK) was originally planned to be formed in the context of managing commercial revenues obtained by the National Committee for the Implementation of the XVIII Asian Games in 2018. Taking into account the continuity of services on the one hand, and the limited government budget in the implementation of sports, on the other hand, BLU LPDUK was then formed with a broader scope and purpose as an institution dedicated to the management of sports funding from the community and the sports industry to be more optimal in supporting efforts to develop sports activities in Indonesia.

To carry out its function as a fund manager and sports business, BLU LPDUK strives to start its duties and responsibilities. The functions of BLU LPDUK are:

- 1. Financial planning and evaluation;
- 2. Administration and preparation of financial statements;
- 3. Program, activity, and budget planning;
- 4. Implementation of organization and governance;
- 5. Implementation of management and development of human resources;
- 6. Optimization of services, management, and utilization of sports funding;
- 7. Implementation of cooperation and relations between institutions / institutions / companies;
- 8. The search for needs and development of sports enterprises;
- 9. Implementation and development of events and the sports industry; and
- 10. Monitoring, evaluating, and preparing reports on the implementation of tasks. [3]



2.2. Collaborative Governance Concept

The government in implementing a policy and implementing a program does not only rely on its internal capacity. Limited capabilities, resources, and networks that are factors supporting the implementation of a program or policy, encourage the government to cooperate with various parties, both with fellow governments, the private sector, and civil society so that collaborative cooperation can be established in achieving program or policy objectives. [4]

Currently, the government through the National Sports Grand Design (DBON) provides an overview and guidelines for the Central Government, Provincial Governments, Regency/City Local Governments, Sports Organizations, the business world, industry, and community in planning and implementing the development and development of National Sports so that the development of National Sports can run in an effective, efficient, superior, measurable, systematic, accountable, and sustainable. [3] This means that the concept of *collaborative governance* is an innovation in the implementation of government activities in the field of sports to overcome resource limitations and increase the success of government programs.

Collaborative Governance is an arrangement that regulates one or more public institutions directly involved with non-public stakeholders in a collective decision-making process of a formal, consensus-oriented, and deliberative nature aimed at creating or implementing public policies or managing programs or public assets. [5] This definition can be formulated in several keywords that emphasize six characteristics, including:

- 1. The forum is initiated or implemented by public institutions and actors in public institutions;
- 2. Participants in the forum also included non-public actors;
- 3. Participants directly involved in decision-making and decision-making do not have to refer to public actors;
- 4. Formally organized forums and meetings are held jointly
- 5. The forum aims to make decisions by mutual agreement, in other words, the forum is consensus-oriented;
- 6. The collaboration focuses on public policy as well as public management.

In general, the definitions outlined above can be interpreted to mean that collaboration exists in a formal relationship so that it only revolves around cooperation between



public institutions, public actors, and non-public actors. In contrast, the definition of *collaborative governance* explains that explaining the definition of *collaborative governance* is not only limited to stakeholders consisting of government and non-government but is also formed by the existence of *multi-partner governance* covering the private sector, society, and civil communities and is built on the synergy of stakeholder roles. and the preparation of plans that are *hybrid* in nature as well as *public-private* and private-social cooperation. [6]

Collaborative governance is based on the goal of solving certain issues of the parties concerned. Related parties are not only limited to good government and non-government agencies but also involve civil society in the formulation and decision-making. The existing cooperation is initiated by the limited capacity, resources, and networks owned by each party, so that cooperation can unite and complement various components that encourage the achievement of common goals. In the formulation of goals, visions, missions, norms, and common values in cooperation, the position of each party is equal, namely having the authority to make decisions independently even though it is related to mutual agreement. [4]

There are several dimensions in collaborative governance, namely the system context, drivers, and collaboration dynamics. [6] The first dimension is described as the outermost box which is the scope or system context that overshadows. This first dimension has 7 elements, namely: (a) the resources owned; (b) policies and legal frameworks; (c) conflicts between interests and levels of trust; (d) socio-economic, health, cultural, and variety in the portrait of conditions; (e) failures encountered at the beginning; (f) political dynamics; and (g) associated Networks). Furthermore, the second dimension is part of the concept of collaborative governance consisting of the dynamics of collaboration and collaborative action. The present conditions at the beginning of collaboration can either facilitate or prevent cooperation between stakeholders and between agencies and stakeholders of many frameworks which tends to mix up the context and state of the system in collaboration. Conversely, a framework that separates contextually important variables, without the urge to collaborate will not be successfully revealed. This second dimension has 4 components, namely: (a) leadership, which refers to the figure of a leader who can take the initiative to start and help prepare resources; (b) consequential incentives that lead to internal parts, namely: problems of resources, interests, or opportunities, as well as external, namely crises, threats, opportunity, situational/institutional; (c) interdependence, which is a condition when individuals and organizations cannot achieve something with the efforts and capacities



of one party; and (d) *uncertainty* that concerns uncertainty becomes the main challenge in managing public problems.

The third dimension is the dynamics of a collaboration consisting of three components, namely: principled engagement, shared motivation, and capacity for joint action.

[4] The collaborative governance dimension introduced by Stephen Balogh can be used as an analytical knife in identifying existing collaboration patterns, especially in the field of sports. The concept of collaborative governance can be in line with DBON whose substance requires the involvement of several parties, not only the Central Government, Sports Branch Parent, and Local Government to achieve Development on the Recreational Sports Pillar which is aimed at preparing the foundation for national sports development through the coercion movement or increased community participation in physical activity and sports. The increasing quantity and quality of recreational sports participation will encourage the growth of a healthy lifestyle through sports activities, increase people's physical fitness, preserve and develop traditional sports as the nation's cultural wealth, decrease health costs, and at the same time can drive the growth of the sports industry and sports tourism.

3. Method

The research method used in this paper is a qualitative descriptive method through a literature approach. Library research is a series of activities related to the method of collecting library data, reading, recording, and processing research materials. [7] The research design was carried out through several stages, namely: tracing, recording, and reading various findings related to the national recreational sports festival policy in every discussion of research results, articles, and news obtained in the literature and website sources of official government agencies and international institutions as well as other sources relevant to this study.

4. RESULTS AND DISCUSSION (Collaborative Governance in the implementation of FORNAS VI)

Conditions after the Covid-19 pandemic affect the development of the sports industry in Indonesia because society as a whole must adjust and change the habits of Covid-19 Pandemic conditions to live in the new normal era. To maintain the existence and sustainability in the field of the sports industry, all sectors in the field of sports are required to be able to innovate and collaborate in carrying out their activities. One of



the innovations carried out in organizing the FORNAS VI 2021 South Sumatera 2022 event is the holding of competition activities involving PNBP funds outside the APBN and APBD. An idea is needed so that all relevant parties can carry out their duties and functions in the public and private sectors to grow the Indonesian Sports Industry as an event to facilitate the South Sumatera VI 2021 National Recreational Sports Festival in 2022.

The identification of the implementation of FORNAS VI 2021 South Sumatera will be analyzed through a three-dimensional concept in the implementation of *collaborative* governance, which includes: system context, drivers, and collaborative dynamics.

4.1. System Context

Collaboration in optimizing PNBP in the implementation of FORNAS VI 2021 South Sumatera in 2022 begins and develops in a context that is multi-layered from the resources owned, policies and legal frameworks, conflicts of interest and levels of trust, socioeconomics, failures encountered at the beginning, political dynamics of related networks.

- 1. Owned resources. Resources in the implementation of FORNAS VI 2021 South Sumatera 2022 are advantages in organizing where the stakeholders owned include the central government, provincial governments, city/regency governments, and the Indonesian Community Recreational Sports Committee (KORMI) as a sports organization that houses it, so that in collaboration the implementation of this event, if it can be realized, will be an advantage in organizing;
- 2. Policies and frameworks. The policy and legal framework for the implementation of FORNAS VI 2021 South Sumatera in 2022 refer to Law Number 3 of 2005 concerning the National Sports System where the development and development of sports national in an integrated and collaborative manner needs to be supported by synergistic policies in the grand design of national sports that are in line with national development planning through Presidential regulations Republic of Indonesia Number 86 of 2021 concerning the Grand Design of National Sports and Regulation of the Minister of Youth and Sports of the Republic of Indonesia Number 6 of 2022 concerning the Roadmap for The Big Design of Sports National Period 2021-2024. The legal basis for cooperation in optimizing PNBP refers to Law Number 9 of 2018 concerning Non-Tax Revenue article 3, namely where all activities whose source of use of funds come from the State Budget and



management of state assets that are sources of state revenue outside of taxation and grants are declared as objects of PNBP. Furthermore, in article 16, the PNBP management agency consists of Ministries/Institutions and Ministries that carry out their functions as the State General Treasurer. In this case, BLU LPDUK through the Regulation of the Minister of Youth and Sports Number 22 of 2017 concerning the Organization and Work Procedures of Fund Management Institutions and Sports Business; and the Decree of the Minister of Finance Number 433 / KMK.05 / 2017 concerning the Determination of Fund Management Institutions and Sports Businesses at the Ministry of Youth and Sports as a government agency that implements the pattern of financial management of Public Service Agencies, which confirms that the BLU LPDUK Work Unit is the only institution in Indonesia that has a legal umbrella in the management of Non-Tax State Revenue funds managed for sports activities in Indonesia.

- 3. Conflicts between interests and levels of trust. In realizing innovation, the implementation of the competition as discussed above certainly cannot be implemented by one of the actors/parties, collaboration is needed to realize innovation. The role of policymakers becomes very important as a factor in encouraging collaboration and innovation itself. Collaboration tends to be carried out due to the similarity of opinions, values, and knowledge among the actors involved. Whereas innovation tends to be more productive when there are different visions, ideas, and experiences that complement each other in seeking creative solutions thus leadership has an important role to anticipate conflicts of interest between sectors through the motto and coordination of actors involved in the success of the innovation collaboration process. Identification of conflicts between interests and levels of trust is certainly important in the analysis of the implementation of FORNAS VI 2021 South Sumatera in 2022, where the determination of the host through the Decree of the Minister of Youth and Sports of the Republic of Indonesia Number 49 of 2021 concerning the Determination of the South Sumatera Provincial Government as the Host of the Implementation of the National Recreation Sports Festival VI in 2022, is a joint consensus between the Central Government / Ministry of Youth and Sports and Local Government and [8] sports stakeholders. This is a determinant that affects sports events to optimize PNBP as a commercial fund as a source of funds for organizing activities outside the STATE BUDGET and APBD funds;
- 4. Socio-economic, health, cultural, and variety as a portrait of conditions. The portrait of the conditions in the implementation of FORNAS VI 2021 South Sumatera in 2022 which was held in Palembang City and Ogan Ilir Regency on July 1 to July 7,



2022, has a striking difference in Its implementation where this is influenced by the Social and Cultural of the host of the FORNAS event organizer, this is important and is a concern for all stakeholders and stakeholders, where each region has cultural differences, which is more influential on the theme and nuance of organizing the FORNAS event, in which case the packaging of activities becomes diverse in each master the house of organizing is through the symbols of regional culture that are raised, for example in the selection of the Chitala Mascot which was chosen as a symbol of the Belinda fish which characterizes typical of South Sumatera which can be interpreted as a humanoid belida fish native to South Sumatera who is energetic and friendly. Providing added value to typical South Sumateran culinary, such as celor noodles and pempek. Energetic chitala likes to exercise, especially recreational sports on the Musi river. [9] Chitala is also used as a theme at the opening and closing of FORNAS activities, for example in the use of symbols on its stage concept;

- 5. The failure encountered at the beginning. In this case, the management of PNBP through sponsorship funds is the first thing to do in the implementation of FORNAS. This means that the 2021 FORNAS VI South Sumatera activity will be held only by using the source of APBN and APBD funds as a source of funds for the implementation of the event;
- 6. Political dynamics. The political dynamics in the implementation of FORNAS VI 2021 South Sumatera in 2022 are very influential in budgeting planning where the source of APBN and APBD funds as the source of funding for organizing the event is discussed and determined through the parliament of the DPR RI / DPRD through a proposal from the government;
- 7. Associated networks. The optimization of PNBP as a source of funds for the implementation of FORNAS VI 2021 South Sumatera in 2022 is largely determined by related networks. In this case, it is formed through the collaboration of the central and regional governments as supporting institutions, both in terms of regulations and policies for PNBP fund management, as well as *stakeholders* including private companies, SOEs, BUMDs, and the public who has the potential for sponsorship funds for the optimization of PNBP.



4.2. Drivers

Driver *components* as one of the dimensions *of collaborative governance*. The most influential element in this component is *leadership* in the implementation of FORNAS VI 2021 South Sumatera in 2022 by the Regional Head's DBON as a coach for the sports sector in the region. This is included in the *leadership* category which will affect the successful implementation of FORNAS VI 2021 South Sumatera in 2022. Regional Heads must be able to identify and *map* potential problems and potential regulations that exist to be maximized. Problems that occur in the implementation, especially the source of funds for the performance, are an issue in this activity.

TABLE 1: Identification of Fund Problems in The Implementation Of FORNAS VI 2021 South Sumatera in 2022

No	Information	Amount (Rp)
1	Total Budget Needs for the Implementation of FORNAS VI	43.004.778.393
2	APBD and APBN Budget	17.000.000.000
3	Budget Shortfalls	26.004.778.393

Source: LPDUK Year BLU Report, data processed.

Through the identification of funding problems in the table above, it can be seen that there is a budget shortfall in the implementation of FORNAS VI South Sumatera in 2022 of IDR 26,004,778,393, where the availability of funds from the APBD and *the* state budget of Rp 17,000,000,000.000. [10] This can be resolved through the optimization of PNBP as a source of funds to meet the shortfall of the total budget needs for the implementation of FORNAS VI. Therefore, the Central Government through BLU LPDUK as a commercial fund management institution in the field of sports also needs to be consistent in the success of these activities. Another commitment is the Provincial Government as a coach in the field of sports in the regions through the implementing committee of FORNAS VI 2021 South Sumatera in 2022 which must be able to collect data and identify needs budget and potential sponsorship funds, especially in the region and do not rule out other sources that are by the provisions as a source of funding in organizing the *event* which can be managed and collected through BLU LPDUK.

The table above is a sponsorship fund collected and managed by BLU LPDUK to fund the implementation of FORNAS VI 2021 South Sumatera in 2022. Through the data above, it can be seen that collaboration in optimizing PNBP can contribute 64.6% to solving budget problems for organizing the FORNAS VI event. This means that this collaboration is an effective step in solving problems.

TABLE 2: FORNAS VI 2021 South Sumatera Sponsorship Fund Revenue In 2022.

No	Information	SUM	Percentage
1	FORNAS VI Budget Shortfalls	26.004.778.393	100%
2	Number of commitments to Receive Sponsorship Funds	16.792.700.000	64,6%
3	Total Budget Shortfall	9.212.078.393	35,4%

Source: LPDUK Year BLU Report, data processed

4.3. Collaborative Dynamics

The collaboration will be able to benefit all parties in terms of meeting resource needs because it can give rise to the potential to share and take advantage of the limited resources owned. In other words, it is referred to as the capacity for joint action and becomes one of the elements of collaborative dynamics.

TABLE 3: The Role of Stakeholders in The Implementation Of FORNAS VI 2021 South Sumatera in 2022.

Stakeholder		Role	
Government	Ministry of Youth and Sports	Coach, Facilitator of policy implementation	
	BLU LPDUK	Managing and collecting PNBP funds and other legitimate sources.	
	South Sumatera Provincial Government	Host the organizer of the activity, and the organizing committee of the activity.	
Private	BUMN, BUMD, Private Company, Corporate	Supporting activities through sponsored funds/goods, providers of goods and services	
Civil Society	KORMI	Activity Participants, Activity Implementers.	
	Community	Volunteer	

Source: Ministry of Youth and Sports 2022, data processed

Empirical conditions that occur due to limited sources of funds open up opportunities for mutually beneficial participatory openings. In the context of collaborative governance, this opportunity is certainly in line with the opening of opportunities for other parties to participate in the planning and implementation of FORNAS VI 2021 South Sumatera 2022. In this case, the Ministry of Youth and Sports through LPDUK BLU as a BLU unit under the ministry took the initiative to collaborate with the Provincial Government of Sumatera. South in the management of commercial funds in the implementation of FORNAS VI through a Memorandum of Understanding (MoU) and followed by a Cooperation Agreement for the Management of Commercial Funds with the Committee for the Implementation of FORNAS VI 2021, South Sumatera in 2022 for the management of commercial funds for FORNAS VI activities. This is done in the context of optimizing PNBP funds as a source of funding for FORNAS VI 2021 South Sumatera in 2022.



5. CONCLUSION

Collaborative Governance as a concept that regulates one or more public institutions directly involved with non-public stakeholders in the collective decision-making process is formal, consensus-oriented, and deliberative. It is carried out to make or implement public policies or manage programs or assets in all fields of development, including the field of sports. In the implementation of FORNAS VI 2021 South Sumatera in 2022, collaborative governance is created through cooperation and collaboration between stakeholders such as the central government, regional governments, KORMI, BUMN, wasta parties, and the community. The central government, in this case, the Ministry of Youth and Sports through BLU LPDUK as a unit, took the initiative to establish cooperation with the South Sumatera Provincial Government in the management of commercial funds in the implementation of FORNAS VI through a Memorandum of Understanding (MoU) and continued with the Commercial Fund Management Cooperation Agreement with the Implementing Committee of FORNAS VI 2021 South Sumatera in 2022 for the management of commercial funds for FORNAS VI activities. This is carried out to optimize PNBP funds as a source of funding for FORNAS VI 2021 South Sumatera activities in 2022. In other words, the implementation of collaborative governance is present as a means of increasing innovation in overcoming the problem of limited existing resources, such as the source of funds in the FORNAS VI 2021 South Sumatera 2021 event in 2022 through optimization of PNBP fund management.

5.1. Suggestion

The implementation of *collaborative governance* in improving the quality development of the sports sector can continue to be carried out as part of efforts to build sustainable innovation. In this case, the government can improve sports achievements by optimizing the management of PNPB funds so that the problem of limited existing sources of funds can be resolved. Therefore, the Ministry of Youth and Sports through BLU LPDUK can continue to increase cooperation and collaboration with all local governments both at the provincial and district/city levels at each sports *event* so that the optimization of PNPB for the field of sports can be further massive and able to embrace many related stakeholders.



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