IMPACT OF INDONESIA GOVERNMENT POLICY IN PP NO. 27 OF 2021 CONCERNING THE IMPLEMENTATION OF THE MARINE AND FISHERIES SECTOR

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Abstract

Government Regulation Number 27 of 2021 concerning the implementation of fisheries and marine affairs is one of the results of discussions to realize a national strategic plan for Indonesia in fisheries and marine affairs. However, in its implementation, it turns out that there are pros and cons in the community. The objective of this research is to analyze the impact of the enactment of Government Regulation Number 27 of 2021 concerning the implementation of the Marine Affairs and Fisheries Sector in realizing the national strategic plan in the marine and fisheries sector by comparing two sides between the government and the community. The results of this research indicate that there are differences of opinion from the Government side which states that Government Regulation Number 27 of 2021 concerning the Implementation of the Fisheries and Marine Affairs has a positive impact on marine and fisheries aspects in Indonesia. Nevertheless, from the community side, it states that there is a negative impact for the benefit and welfare of the people on environmental sustainability.

Keywords: Fisheries and Marine; Indonesia Government Policy; National Strategic Plan; Policy impact

Abstrak


Kata kunci : Perikanan dan Kelautan; Kebijakan Pemerintah Indonesia; Rencana Strategis Nasional; Dampak kebijakan
The development of science and technology in the marine sector has encouraged various parties to look at marine space which has enormous potential.\(^1\) This potential can be obtained from the seafloor and its ground.\(^2\) The ocean has become a comparative advantage for Indonesia as a maritime country. Thus, awareness of the importance of the ocean is not new. So far the ocean tends to be seen as a barrier and has not become an improvement in people's welfare.\(^3\) Indonesia has complex problems such as marine spatial planning issues and the problems of overlapping policies in spatial planning. Due to those problems, the central government is expected to design policies and programs that are prioritized, integrated, and well-targeted. In addition, it is necessary to pay attention to other spatial planning policies, such as the Law on the management of coastal areas and small island.\(^4\) Furthermore, Indonesia has issued the Employment Creation Law.

The publication of Law of the Republic of Indonesia Number 11 of 2020 concerning Job Creation aims to facilitate business licensing, including the marine and fisheries sector.\(^5\) Derivations of Law of the Republic of Indonesia Number 11 of 2020 there are 45 Government Regulations (PP) and 4 Presidential Regulations (Perpres). One of them is Government Regulation Number 27 of 2021 concerning the Implementation of the Marine and Fisheries Sector. The establishment of PP No. 27 of 2021 intends to implement Article 18, Article 19, Article 27, Article 115, and Article 185 letter B of Law Number 11 of 2020 regarding Job Creation. Concerning the sea, there is Government Regulation No. 6 of 2020 about buildings and installations at sea, in PP No. 6 of 2020 to implement the provisions of article 32 paragraph (5) of Law Number 32 of 2014 concerning marine affairs and in the context of supervising the activities of demolition of buildings and installations at sea, related to PP no. 27 of 2021 concerning the implementation of the Marine Affairs and Fisheries Sector has differences with PP No. 6 of 2020 on Buildings and Installations at Sea.

There are some differences between PP No. 6 of 2020 and PP No. 27 of 2021. Based on Chapter I General provisions of PP no. 27 of 2021, there are 104 points in Article 1 which explains various terms in the Indonesian marine and fisheries sector which are more complete and rigid than the general provisions in PP No. 6 of 2020 which only stipulates 15 points. Furthermore, the second part of PP No. 27 of 2021 mentions 9 scopes and there is a change in the status of the core zone, criteria and requirements for the establishment, placement, and/or demolition of buildings and installations at sea, management of fish resources, quality standards of fishery products, fishing and/or fish cultivation. In the fishery management area of the Republic of Indonesia for non-commercial purposes, fishing vessels, fishing ports, SLO, and control of imports of fishery commodities and imports of salt commodities, while PP no. 6 of 2020 only regulates marine buildings and installations.

The previous PP stipulates that the establishment and/or placement of buildings and installations at sea must only pay attention to location suitability. Meanwhile, the new PP regulates the suitability of marine space

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utilization activities. There are also new arrangements in PP No. 27 of 2021, regarding the Protection and preservation of Marine Resources as referred to in paragraph (1) letter B, which is carried out by taking into account one of the floating processing areas. Furthermore, the article related to the Initiator who will construct and/or place buildings and installations in the Sea must apply the Suitability of Marine Space Utilization Activities to the Minister. This article revises the article in the previous PP where the application for establishment must be submitted to the minister related to the functions and types of buildings and installations at sea or the governor. In the old PP, it is stated that the application as referred to in paragraph (1) must meet: a. Administrative requirements; and b. technical requirements. Meanwhile, in the new PP, administrative requirements are abolished.

Ocean and coastal areas have boundaries that cannot be separated from the purpose of their use and management. Delimiting an area within a management unit is useful for identifying functional interactions such as the flow of matter and energy between components within a regional unit. The ecological approach is the coastal area which is a transitional area between interacting land and marine ecosystems. The coastal area is one of the areas protected by the constitution.  

The presence of PP No. 27 of 2021 presents controversy for fishermen and coastal areas. The problems that arise are related to zoning, regarding the management of waters in coastal areas, and also related to land rights in the waters. The right to manage coastal areas through Law Number 27 of 2007 concerning the Management of Coastal Areas and Small Islands has been annulled by the Constitutional Court. The retraction in question is aimed at the letter of the People's Coalition for Fisheries Justice (KIARA) and also WALHI. The right to manage coastal areas in Law Number 27 of 2007 concerning the Management of Coastal Areas and Small Islands is considered contrary to the 1945 Constitution because it will threaten the existence of coastal communities and fishermen in the coastal areas there.

Then, the provisions that have been canceled by the Constitutional Court are reinstated by the Government in Government Regulation Number 27 of 2021 concerning the Implementation of the Marine and Fisheries Sector. If the zoning of coastal waters areas is granted management rights to entrepreneurs, it will cause fishermen and coastal communities to become victims of the actions of entrepreneurs who turn coastal areas into industrial zones. This will certainly erode the existence of coastal communities with their livelihoods in the sea.

National strategic policies that are expected and desired will provide benefits to entrepreneurs but will issue new troubles for coastal communities. This is similar to an opinion, if coastal areas are modified and formed into industrial zones, the coastal areas that have been guarded by the local community will automatically be damaged. Based on the analysis of these problems, the researcher raises the problems in this study are as follows: 1) What are the positive and negative impacts of marine and fishery policies in PP no. 27 of 2021 regarding the implementation of the marine and fishery sector for fishermen?; and 2) What are the positive and negative impacts of marine and fisheries policies in PP no. 27 of 2021 regarding the implementation of the marine and fisheries sector for coastal areas?

There is previous research (state of the art), conducted by Rosni with the publication of the journal "Analysis of the Welfare Level of the Fisherman Community in Dahari Selebar Village, Talawi, Batubara" that increasing community welfare is the essence of national development. The level of welfare can be influenced by income. The establishment of PP No. 27 of 2021 regarding the implementation of the Marine

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Affairs and Fisheries Sector can be used as a new regulation. Then the researcher will investigate the Impact of Policies in PP. No. 27 of 2021 concerning the Implementation of the Marine and Fishery Sector for Fishermen and Coastal Areas. Article 3 PP No. 27 of 2021 states that in paragraph (1) Changes in the status of Core Zones in Conservation Areas for utilization activities can only be carried out in the context of implementing national policies regulated by laws and regulations (21 National policies as referred to in paragraph (1) in the form of determining national strategic projects. Article 39 mentions sustainable fish resources. However, there is an incentive to exploit coastal, marine, and small islands resources such as changing the core conservation area for exploitation projects as stated in the national strategic project.8.

B. Research Method

This research will use a normative juridical research method. This research was conducted by reviewing library materials to find philosophy, legal principles, and legal frameworks that will regulate certain problems.9.

C. Results And Discussion

1. Impact of Marine and Fisheries Policy in PP No. 27 of 2021 concerning the Implementation of the Marine and Fishery Sector for Fishermen

Based on the researcher's analysis, in the implementation of PP No. 27 of 2021 concerning the Implementation of the Marine Affairs and Fisheries Sector, there are positive and negative impacts on the community, especially fishermen who have a direct impact on the new regulation. Following are the positive and negative impacts for fishermen from the implementation of PP no. 27 of 2021 concerning the Implementation of the Marine and Fisheries Sector:

a) Positive Impact for Fishermen

There are three main points explained by the KKP, namely the restoration and enrichment of fishery resource stocks in public waters, strengthening of the early warning system to protect aquaculture commodities, ecosystems and fish resources, and finally the potential and allocation of fish cultivators for each WPPN-RI. Apart from the three main points described by the KKP, other benefits can be obtained from PP No. 27 of 2021, the development of the National Fish Tracking and Logistics System Integration (Stelina), which is a form of implementation of PP no. 27 of 2021 in the marine and fisheries sector to maintain the competitiveness of fishery products so that they continue to increase at the national and global levels. Stelina is an information panel that contains information on fish balances, traceability, and food safety and acts as an instrument to monitor fish imports which contains information on export requirements to European Union countries.

Stelina has several advantages, 1. Integrated traceability from upstream to downstream, starting from catching, cultivation and suppliers, distribution and processing to the commercialization of marine and fishery products. 2. Track fishing areas, types of fishing gear, fishing vessels, and fishers who caught them. 3. Greater control over imports of fishery products. 4. Granting of import permit by using fishery product balance. 5. Create traceable fish products to strengthen the bargaining position of fish products across Indonesia.

In addition to Stelina as a result of the enactment of PP No 27 of 2021, there are several other benefits, namely the granting of fishery permits with ships of more than 10 GT which must have dozens of licensing documents if they want to go to sea legally. These permits include the KKP, the Ministry of Transportation, and the

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Ministry of Health. With the existence of PP 27/2021, permits are now one door in the KKP, the number of permits required is less and the validity period is the same; The Job Creation Law and PP 27/2021 pay attention to the fate of ship crews and casual daily laborers in ports. They are included in the category of small fishermen, so they are entitled to receive assistance from government programs related to fishermen, this is the reason why in the PP. 27/2021 does not mention the size of the boat as a benchmark for small fishermen. The appointment of small fishermen only applies to permit processing; the protection of environmental permits still exists and is contained in this Government Regulation. The principles and concepts are the same and nothing has changed. With the presence of PP 27/2021 now everything that has been implemented is integrated. Environmental approval is a condition for business license approval, if there is a violation, the environmental permit will be revoked, which means the business license will also be revoked. While the old provisions, if one permit is revoked, the other permits remain valid. The unification of these permits protects the environment more. The simplification of licensing allows investors who want to invest in Indonesia to increase. In line with that, it will have a positive impact on the absorption of labor to drive the wheels of production and distribution. The ease of licensing is not only for the capital-intensive sector but also for the labor-intensive sector, also known as MSMEs. The government also provides a stimulus that is the cost of halal certification for MSME products.10

The Ministry of Marine Affairs and Fisheries guarantees that the issuance of Government Regulation Number 27 of 2021 concerning the Implementation of the Marine Affairs and Fisheries Sector will provide the convenience of doing business, one of which is fishing permits. The licensing process for fishing vessels which was originally the authority of the Ministry of Transportation is now integrated with the Ministry of Marine Affairs and Fisheries.11 It influences the world of Marine Affairs and Fisheries because it changes the direction of licensing which is not a sector of the Ministry of Transportation, which is now taken over and integrated by the Ministry of Marine Affairs and Fisheries.

Not only that, in constructing, modifying, and importing fishing vessels, it is explained that entrepreneurs must obtain approval from the Minister of Trade. It does not stop there, the policy is carried out if the domestic shipyard is unable and cannot produce ships following the technical requirements needed. The flexibility and tightening of policies in this area are warmly welcomed and greeted with opinions stating that this Government Regulation does have a good impact on the flow of Marine and Fisheries in Indonesia.

b) Negative Impact for Fishermen

Suhana, a Marine economist, assessed that Government Regulation (PP) Number 27 of 2021 concerning the Implementation of the Marine Affairs and Fisheries Sector which is a derivative of Law Number 11 of 2020 concerning Job Creation, threatens fishermen. He said that Constitutional Court (MK) had canceled the previous Law No. 27 of 2007 concerning the right to manage coastal areas. The cancellation was carried out by the People's Coalition for Fisheries Justice (KIARA) and WALHI. Suhana assessed that if the coastal waters zone was given management rights to entrepreneurs, it would have an impact on fishermen and society because the industrial zone was built.

Jhon Edison Kailola, A fisherman from Maluku, added that PP no. 27 of 2021 relating to the core zone and reclamation, in particular, is


highly opposed because if the coastal zone is made into an industrial zone, the coastal area that has been well guarded by the local community will be damaged due to the presence of industrial wastes. Based on the statements of the two sources, it can be said that PP no. 27 of 2021 is considered to legalize the seizure of core zones or conservation areas to meet the investment interests of business actors. This policy will threaten fishermen regarding the availability of fish and it will have an impact on the sustainability of the fishery business itself. Even though it cannot be denied, that every fisherman has a very important contribution to the development of the economy in the coastal area. So that the state is based on law, as a form of policy that has been created to realize regulations that favor all levels of society.\(^{12}\)

So the presence of Government Regulation Number 27 of 2021 concerning Implementation in the Marine and Fisheries Sector has caused a wave of public protests in the context of fighting for the rights of the community. One of the protests came from fishermen who got their marine catches to decline due to the ease of reclamation which was the impact of the ratification of Government Regulation Number 27 of 2021 concerning Implementation in the Marine and Fisheries Sector. Then, in Article 3 of Government Regulation Number 27 of 2021 concerning Operations in the Marine and Fisheries Sector, it is stated that the status of the Core Zone of Conservation Areas can be changed if there is a national strategic project. This reason has become one of the triggers for the rejection of this government regulation. It is feared that the existence of this article will create a Conservation Area, which is created to the sustainability of marine resources can be used sustainably, will be disrupted due to the status of changing the Conservation Area to a Core Zone where national strategic projects will be built in the area.\(^{13}\)

Government Regulation Number 27 of 2021 concerning Implementation in the Marine and Fisheries Sector is considered to have a bad impact and cause social welfare. It can be seen that this Government Regulation is a derivative rule of Law Number 11 of 2020 concerning Job Creation which provides all conveniences regarding the flow of investment to entrepreneurs and overrides the rights of the community. Seen in the flow of business licenses in practice, this integration provides convenience for entrepreneurs.

Then, water zoning areas that can be converted into industrial zones will cause people to lose their livelihoods and cause the coastal area to become damaged and uncontrolled. Small things like that become problems and conflict with the presence of Government Regulation Number 27 of 2021 concerning Implementation in the Marine and Fishery Sector.

2. The Impact of Marine and Fisheries Policy in PP No. 27 of 2021 concerning the Implementation of the Marine and Fishery Sector for Coastal Areas

a) Positive Impact for Coastal Area

The government has agreed to make the marine and fisheries sector the focus of the National Medium-Term Development Plan whose realization period is 2020 to 2024. It has also been conveyed through various national meetings that the fisheries and marine sector is one of the sectors that support accelerated development in Indonesia.\(^{14}\) The fisheries and marine sector is a study of issues that pose both challenges and solutions for fisheries management in Indonesia in facing Indonesia's national development.


The policy directions and parameters for changing fisheries management policies based on Fishery Management Areas (WPP) as a spatial basis for marine and fishery resource management activities are contained in the 2020-2024 National Medium-Term Development Plan (RPJMN). Particularly in the Economic Resilience Development Agenda, where there is a National Priority Program on Marine and Maritime Management. This is based on the fact that the fisheries sector contributes to national development including economic development in the form of contributions to the National Gross Domestic Product (GDP), job creation and welfare improvement, as well as food security. Hence, the management of fisheries resources also requires multi-sectoral and multi-stakeholder involvement to be implemented optimally.\(^{15}\)

Government Regulation Number 27 of 2021 concerning the Implementation of the Marine and Fisheries Sector has a broad impact on people's lives, especially in coastal areas. One of the objectives and content of the establishment of Government Regulation Number 27 of 2021 concerning the Implementation of the Marine and Fisheries Sector is to accelerate investment and development based on marine and fisheries, where one way to do this is to optimize coastal waters for industrial zones. It will have an impact on environmental health and the conversion of environmental functions into industrial areas.

### b) Negative Impact for Coastal Area

The changes that need to be made in the national strategic policy regarding spatial and regional planning (RTRW) must be returned to be reviewed once every 5 years by the Regional Government. Whereas the presence of Government Regulation Number 27 of 2021 concerning the Implementation of the Marine and Fisheries Sector makes government policies unclear and creates legal uncertainty in its implementation. Besides, Government Regulation Number 27 of 2021 concerning the Implementation of the Marine and Fisheries Sector turns out not only to have an impact on the fisheries and marine sector, but the impact that is given and resulted from the establishment and ratification of the Government Regulation is to have a damaging impact on the environment. Thus, if the national strategic policy can be changed, the form of its is to conduct studies and changes to the determination of the spatial and regional planning period as well as tightening policies that cause damage to the environment.

The negative impact on the environment due to the issuance of Government Regulation Number 27 of 2021 concerning the Implementation of the Marine and Fisheries Sector is opposed by the Ministry of Marine Affairs and Fisheries which states that Government Regulation Number 27 of 2021 concerning the Implementation of the Marine Affairs and Fisheries Sector provides very strict environmental protection. This is proven by the licensing flow being tightened and integrated at one door. The legal consequences if the environmental permit is not carried out properly, the business in the marine and fishery sector will be revoked and detained until the environmental permit process is carried out following the established policy.

Moreover, the ease in carrying out stockpiling of waters or carrying out reclamation is the impact of the presence of Government Regulation Number 27 of 2021 concerning Operations in the Marine and Fisheries Sector. The reclamation certainly has an impact on the conversion of the aquatic environment to land. It becomes a problem for the environment around the waters.

Although the central government through Government Regulation Number 27 of 2021 is considered to provide access to exploitative industries to convert core zones from conservation areas as an effort to accelerate national strategic projects. Fish conservation is carried out to protect against illegal fishing and to protect marine habitats and ecosystems, which are

\(^{15}\) Ibid
increasingly threatened. However, this is proven to be contradictory for fishermen because even now there are many illegal acts of taking fish in the sea. Furthermore, if it is legalized under the term of a national strategy project, the core area will turn out. And this core zone is contrary to the government's aspiration to realize the SDGs in the fisheries sector.

### D. Conclusions

#### 1. Conclusions

Marine and Fisheries Policy in PP No. 27 of 2021 concerning the Implementation of the Marine and Fisheries Sector has several impacts on fishermen and coastal areas, as follows:

A. **Positive Impact for Fishers**

There are 3 main points that are expected to benefit the presence of PP 21/2021, they are the restoration and enrichment of fishery resource stocks in public waters, strengthening the early warning system to protect aquaculture commodities, ecosystems and fish resources, and finally the potential and allocation of land for fish cultivators every WPPN-RI. The simplification of licensing allows investors who want to invest in Indonesia to increase. Correspondingly, it will have a positive impact on the absorption of labor to improve production and distribution.

B. **Negative Impact for Fishers**

PP no. 27 of 2021 is considered to legalize the seizure of the core zone or conservation area to fulfill the investment interests of business actors. This policy will threaten fishermen regarding the availability of fish in the area. It will have an impact on the sustainability of the fishing business itself because fishermen can lose their livelihood.

C. **Positive Impact for Coastal Area**

PP No. 27 of 2021 has a broad impact on people's lives, especially the people in coastal areas. One of the objectives is to accelerate investment and development based on marine and fisheries, in which one way to do this is to optimize coastal waters for industrial zones. This will have an impact on environmental health and the conversion of environmental functions into industrial areas.

D. **Negative Impact for Coastal Area**

The enactment of PP No 27/2017 has a damaging impact on the environment. The reclamation also certainly has an impact on the conversion of the aquatic environment to land. It becomes a problem for the environment around the waters. And by converting the coastal area into an industrial zone, the coastal areas that have been well maintained by the local community will be damaged due to the presence of industrial wastes.

#### 2. Suggestions

The government should first identify problems and then map out strategies to make the right policies. The government should also be pro-people in the sense that the policies made can accommodate the interests of all parties, both investors and entrepreneurs, including what the community wants. Thus, the policies formed will provide benefits for each party, and minimize the negative impacts that arise from these policies.

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### Website and Others


