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SUBSIDIZED FUEL MANAGEMENT: Policy Analysis and Its Impact on Small-Scale Fishermen's Welfare

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Abstract: Subsidy policies in fuel oil (BBM) carried out by the government always give rise to pros and cons. This research aims to evaluate the diesel fuel subsidy policy for small fishermen in terms of input, process, output and outcome by identifying the problem of diesel fuel subsidies for fishermen, similar to Presidential Regulation of the Republic of Indonesia Number 191 of 2014 concerning the Supply, Distribution, and Retail Selling Prices of Fuel Oil This research uses a descriptive method with a qualitative approach. This research was carried out in the form of field research by collecting primary data through interview methods, Focus Group Discussion (FGD), documentation and observation. The results of the analysis show that the policy content is very weak in structuring the implementation of fuel distribution policies. The low consistency of objectives raises doubts from frontline implementers, so that poor fishermen, as policy targets, assess that implementers have not provided maximum service to poor fishermen in meeting their fuel needs. The low level of knowledge and understanding of policies results in poor fishermen's non-compliance, so that they always lack fuel to go to sea and in the end it is difficult for them to increase their fishing output.

Keywords: fuel, management, policy analysis, subsidies, welfare

Abstrak: Kebijakan subsidi bahan bakar minyak (BBM) yang dilakukan pemerintah selalu menimbulkan pendapat pro dan kontra, Sebagaimana Ketentuan Peraturan Presiden Republik Indonesia Nomor 191 Tahun 2014 Tentang Penyediaan, Pendistribusian Dan Harga Jual Eceran Bahan Bakar Minyak. Penelitian ini bertujuan untuk mengevaluasi kebijakan subsidi BBM solar bagi nelayan kecil dari sisi *input* (masukan), *process* (proses), *output* (hasil) dan *outcome* (dampak), dengan melakukan identifikasi masalah subsidi BBM solar untuk nelayan. Penelitian ini menggunakan metode deskriptif dengan pendekatan kualitatif. Penelitian ini dilaksanakan dalam bentuk penelitian lapangan (*field research*) dengan pengumpulan data primer melalui metode wawancara, *Focus Grup Discussion (FGD)*, dokumentasi, dan observasi. Hasil analisa menunjukkan Isi kebijakan sangat lemah dalam menstrukturkan implementasi kebijakan distribusi BBM. Rendahnya konsistensi tujuan menimbulkan keraguan dari pelaksana garda depan, sehingga nelayan miskin sebagai target kebijakan, menilai pelaksana belum memberikan pelayanan yang maksimal kepada nelayan miskin dalam memenuhi kebutuhan BBM mereka. Rendahnya tingkat pengetahuan dan pemahaman terhadap kebijakan membuat ketidakpatuhan nelayan miskin, sehingga mereka selalu kekurangan BBM untuk pergi ke laut dan pada akhirnya mereka sulit untuk meningkatkan hasil nelayan.

Kata Kunci: manajemen, bahan bakar, analisis kebijakan, subsidi, kesejahteraan.



A. Introduction

Policy implementation is an important part of the public policy literature, policy implementation is actions taken either by individuals or officials or government or private groups directed at achieving the goals outlined in policy decisions¹ clarify policy implementation as a general process of administrative action that can be researched at a specific program level². The implementation process will only begin when goals and objectives have been set, the program of activities has been compiled and funds have been prepared and distributed to achieve the targets.

Fuel oil (BBM) is one of the important components in a fishing operation, this component accounts for 60% of the total operating costs³. Fuel subsidies run by the government are expected to help ease the burden on fishermen. But the reality is that currently fishermen complain of difficulties in obtaining fuel (diesel) at official government prices, generally they get it from third parties at prices much higher than official prices, this condition causes increased operational costs and reduces fishermen's profits. The size of the fuel used to go to sea is influenced by the size of the ship, the period of time at sea, the number of fishing trips in a period and the distance to the location of the catch.

Subsidy policies including fuel subsidies (BBM) carried out by the government always cause pro and con opinions, there are those who refuse on the grounds that they burden the budget and are vulnerable to misuse, but not a few also support it on the grounds that most Indonesian fishermen still live below the poverty line⁴. This is in line with the fact that 90% of Indonesian fishing communities live below the poverty line. Therefore, fuel subsidy policy, especially for fishermen, is still needed. However, until now there has been no analysis of the need for fuel oil for fishermen and how much subsidies they receive through the purchase of fuel oil⁵.

The fuel subsidy policy in fisheries is intended to help fishermen to buy fuel according to their needs at lower prices so that fishermen's productivity and income increase. Therefore, appropriate fisheries subsidy policies are needed so that the

¹ A P Salsabila, "Pengoptimalan Satgas 115 dengan Model Koordinasi Satgas Pusat dan Daerah Sebagai Bentuk Pencegahan Illegal Transshipment di Indonesia," *Lex Scientia Law Review* 2, no. 1 (2018): 5-20.

² E R Uno, "Upaya Kerjasama Pemerintah Indonesia - Filipina dalam Memberantas Kegiatan IUU-Fishing di Perbatasan Kedua Negara Khususnya Laut Sulawesi 2014-2016," *International Relation* 3, no. 1 (2017): 138-39.

³ M I Tarigan, "Implementation Of Countermeasures Effort of Illegal Fishing in Indonesia (Case Study on Sinking the FV Viking Vessel)," *Indonesian Legal Studies* 3, no. 1 (2018).

⁴ Ningsih dan Heri, *Strategi Pengelolaan dan Pemanfaatan Sumber Daya Kelautan dan Perikanan* (Jakarta: Deputi Bidang Sumber Daya Alam dan Lingkungan Hidup Direktorat Kelautan dan Perikanan, 2012).

⁵ A Mallawa, "engelolaan Sumber Daya Ikan Berkelanjutan dan Berbasis Masyarakat," *Lokakarya Agenda Penelitian Program COREMAP II*, 2006.

subsidies provided have a positive impact, both economically and ecologically⁶. In capture fisheries, fuel subsidies will significantly reduce operational costs. As a result, fishermen can obtain a more significant surplus to meet their daily needs and improve household welfare⁷.

When small fishermen do not have access to fuel subsidies, it means that small fishermen buy fuel at retailers at a higher price than the official government price. Further data shows that the average realization of diesel fuel subsidies in the fisheries sector in 2019-2022 is 537,377 KL or 26% of the average quota of 2,050,770 KL (BPH Migas). From these two data, it can be concluded that: on the one hand 82.08% of fishermen do not have access to fuel subsidies and on the other hand the realization of fuel subsidies in the fisheries sector is low at 26%. The description of the data certainly raises the question, why fishermen find it difficult to access diesel fuel subsidies and why the realization of solar fuel subsidies in the fisheries sector is low. This phenomenon is what this study wants to reveal through the evaluation of diesel fuel subsidy policies for small fishermen.

Policy evaluation is an analytical tool that involves observing a policy program to obtain all information related to the assessment of the performance of a policy program, both the process and the results⁸. The case study of this research is located in North Maluku Province.

The implementation process, including: *delivery output*, compliance, policy effects, policy impact, and policy revision. Poor fishing households are highly dependent on fuel because 70% of the cost of going to sea is fuel, therefore fuel is positively correlated with the poverty rate of fishermen.

In the implemented policy, the mechanism for obtaining fuel rations at gas stations for poor fishermen begins with a village certificate approved by the sub-district head to be forwarded to the Economic and Development Section. then it is delivered to the gas station. The fuel price that must be paid by fishermen at gas stations is Rp 10,000 per liter, the same as the general price, because the fuel distribution policy is only a service or convenience for fishermen to get fuel, not subsidies as is usually done by the government.

At the beginning of the implementation of the fuel distribution policy, fishermen were quite obedient in obtaining fuel rations. However, over time, poor fishermen in North Maluku Province again experienced difficulties obtaining fuel rations, fuel scarcity in fishermen's places often occurred and fuel prices rose to reach Rp 15,500 per liter. The visible fact is that many fuel ration recommendations

⁶ Ningsih dan Heri, *Strategi Pengelolaan dan Pemanfaatan Sumber Daya Kelautan dan Perikanan*.

⁷ A C Putri, "Faktor-faktor yang Mempengaruhi Keberhasilan Kerjasama Indonesia dengan Vietnam dalam Menangani IUU Fishing," *Journal of International Relations Universitas Diponegoro* 2, no. 3 (2016).

⁸ Sri Basriati, "Penyelesaian Model Transshipment dengan Metode Least Cost, North West Corner dan vogel's Approximation Method (Studi Kasus: PT. Subur Bangun Transport)," *E-Journal UIN Sultan Syarif Kasim Riau* 1, no. 1 (2018): 726.

are given to retail kiosks and at gas stations themselves there are influence groups that have fuel rations, even information obtained from the public, law enforcement officials also do not miss getting fuel rations.

It is acknowledged that the fuel industry is very alluring because fuel is essential to all economic activity, much like blood in the human body. The distribution of fuel policies to impoverished fishermen in North Maluku Province appears to be ineffective due to a number of phenomena. Field observations indicate that while the distribution of subsidized fuel to fishermen in North Maluku Province has been effective, it is difficult to determine how much fuel oil (BBM) fishing vessels actually need because it is difficult or impossible to obtain reliable ship and operational data from fishermen in the sub-district. The Republic of Indonesia Number 191 of 2014 Presidential Regulation concerning the Supply, Distribution, and Retail Selling Price of Fuel Oil does not allow law enforcement in the oil sector to function at its best.

The application of the law governing the distribution of fuel as the welfare state's ideals in the maritime industry, where oil is a major source of wealth for our state, has also declared that the principles of people's economy, integration, benefits, justice, balance, equity, the common prosperity and welfare of the people, security, safety, legal certainty, and an astute environment form the basis of the business activities governed by this law.

Fuel subsidies intended for small fishermen are rendered useless and fail to reach their intended destination due to the less effective distribution pattern and the incompetence of those tasked with delivering subsidized fuel to fishermen. This leads to the creation of new systems and patterns in the industry, such as companies that violate fishermen's rights but cannot be addressed due to a lack of parangkat and low legal awareness among business actors, the government, law enforcement, and the fishermen themselves.

B. Research Methods

This study uses a descriptive method with a qualitative approach, which aims to explain, describe or describe a situation objectively regarding the evaluation of diesel fuel subsidy policies for small fishermen. Terming qualitative research natural inquiry *because the natural context is not artificial, or* interpretive inquiry Because many involve subjective factors either from informants, research subjects, or researchers themselves. The use of descriptive and qualitative methods requires two stages, namely describing field facts and then analyzing qualitatively.

This research was carried out in the form of field research with primary data collection through interview methods, *Focus Group Discussion (FGD)*, documentation, and observation. The interview was conducted in a structured and in-depth manner

which is expected to explore more fully the information provided by the informant. Interviews were conducted with three groups of informants, namely: first, informants who play a role in making diesel fuel subsidy policies, namely: Downstream Oil and Gas Regulatory Agency (BPH Migas), Ministry of Marine Affairs and Fisheries (KKP), PT Pertamina, Presidential Staff Office, Marine and Fisheries Service of North Maluku Province Second, informants of small fishermen in Ternate City who are the target recipients of diesel fuel subsidies. The definition of small fishermen is fishermen who fish to meet the needs of daily life, both those who do not use fishing boats and those who use fishing vessels measuring at most 10 *gross tons* (Law Number 7 of 2016 concerning the Protection and Empowerment of Fishermen, Fish Farmers, and Salt Farmers, art. 1 No. 4). Third, three administrators of the Indonesian Traditional Fishermen Union (KNTI) as a fishermen organization that has advocated for fuel subsidies for small fishermen. Interviews with informants cover inputs, *processes, outputs and outcomes*

C. Results and Discussion

Policy Creation and Implementation

On June 8, 2023, a limited discussion was held in the meeting room of the Nusantara Fishery Port (PPN) Ternate which was attended by stakeholder representatives from local governments, local parliaments, academics and also fishermen representatives, it can be said that the lack of knowledge and understanding of poor fishermen on fuel distribution policies is caused by ineffective socialization, which is only handed over to the village head, So the village chief only did what he was capable of doing. One of the proposed recommendations is a fuel distribution policy which contains that fuel purchases at gas stations at the small fishermen level can be given a recommendation from the local government of 45 liters per week.

At the beginning of the implementation, several fishermen in obtaining fuel purchase rations at gas stations took the method according to the results of the joint meeting, namely fishermen took care of a certificate from the village (showing an ID card) known to the sub-district and forwarded to the gas station and fishermen could buy fuel. Service hours to fishermen at certain hours. Over time, many poor fishermen discouraged their intention to follow the established mechanism because they encountered various problems. Poor fishermen end up buying fuel at retail stalls in the village even though the price of fuel is quite expensive.

Compliance

The picture of a fisherman's compliance with the fuel distribution policy can be seen in his behavior that always takes fuel purchase rations at designated gas stations. For the compliance statements submitted to 55 poor fishermen sampled,

the compliance rate of poor fishermen was very low to implement the policy. This is due to the considerable distance of gas stations and the small volume purchased, so it is not economical for fishermen. In addition, fishermen are served at gas stations if gasoline is available.

Policy Effect (Output Kebijakan)

Policy output in this study is measured by meeting fishermen's gasoline needs, so that fishermen can catch fish in the sea smoothly. Based on the policy output statement submitted to poor fishermen sampled, poor fishermen in North Maluku Province have not been able to meet their gasoline needs despite the fuel distribution policy. The shortage of gasoline for poor fishermen is caused by uneven distribution of fuel and long queues so that many fishermen are not served at gas stations. Many poor fishermen end up having to buy petrol at local retailer kiosks.

Policy Impact

The impact of the fuel distribution policy for poor fishermen in North Maluku Province is an increase in income because poor fishermen often use the gasoline rations they get. On the statement of the impact of the policy submitted to poor fishermen, the gasoline ration policy has not been able to increase fish catches for poor fishermen in North Maluku Province. Low income is due to poor fishermen in North Maluku Province buying more gasoline at local retailer kiosks which are more expensive and hampered fishing activities if gasoline is not available.

The results of field research on the four measures of success of a policy implementation seem to correspond to the stages in the framework of analysis, where low knowledge and understanding result in low compliance of poor fishermen in taking gasoline rations and make them often faced with the problem of lack of gasoline to go to sea and force them to buy gasoline at village kiosks at higher prices. Often poor fishermen lack gasoline, reduce their fishing days and with unsatisfactory results must be used to buy gasoline that costs more, making it difficult for them to get out of poverty.

Technical Difficulties

The problem of gasoline scarcity that hampers fishermen's activities in catching fish can be overcome by a gasoline ration policy for fishermen, namely by serving fishermen to purchase gasoline at gas stations. On the statement of technical difficulties in obtaining fuel purchase rations submitted to poor fishermen in North Maluku Province, the level of technical difficulty of gasoline difficulty problems is relatively low. What exists is that poor fishermen are hampered by the management of recommendations that require understanding, the distance of office locations and the availability of fuel stocks.

Behavioral Diversity

The second factor that illustrates the level of difficulty in overcoming the problem of gasoline shortage for poor fishermen is the diversity of behavior of poor fishermen in North Maluku Province towards fuel distribution/ration policies, that most fishermen have the same attitude and behavior because they are encouraged by the need for fuel to catch fish at sea. However, it is undeniable that there are some fishermen who do not care about fuel policies, as can be seen from their behavior of buying fuel at local kiosks even though the price is more expensive.

Fishermen's Gasoline Needs to Population Needs

When compared between the daily gasoline needs in the region and the daily gasoline stock, existing gas stations can meet regional gasoline needs. On the statement of fishermen's fuel needs against population needs submitted to 55 poor fishermen samples, that fuel purchase rations for poor fishermen do not interfere with fuel needs in the region as long as the distribution practices are in accordance with the designation and rules are carried out seriously, so that things that can cause fuel scarcity do not occur.

Desired Behavior Change

In this context, poor fishermen in North Maluku Province are expected to change behavior in the form of buying gasoline at gas stations so that their fishing needs are fulfilled. On the statement of desired behavior change submitted to poor fishermen that the behavior of poor fishermen in North Maluku Province tends to be what it is and is easily influenced by others. As seen on the ground that poor fishermen in North Maluku Province accept any government program, but they do not necessarily implement it. Regarding fuel purchase rations, poor fishermen's ID cards are often used by retailers to obtain letters of recommendation, but fishermen still pay fuel according to high local prices. The behavioral conditions of poor fishermen in North Maluku Province must be transformed so that they behave positively, so that they can take advantage of fuel distribution policies for their welfare.

Clarity and Consistency of Purpose

For the statement of clarity and consistency of objectives submitted to poor fishermen that the content of the policy has clearly stated the policy objectives, as evidenced by the understanding of the implementer, but the implementer has not been able to realize the policy at the operational level as expected. This can be judged from the many poor fishermen who feel that they have not been served in meeting fuel needs.

Use of Causal Theory

The use of causal theory in fuel distribution rules or policies can be known through respondents' responses to the relationship of policies with policy outcomes. For the statement of causal theory submitted to poor fishermen that the content of the policy has poured a causal theory or causal relationship between fuel and the welfare of poor fishermen.

Accuracy of Fund Allocation

On the statement of accuracy of fund allocation submitted to 55 poor fishermen sample, the average value was 4.22 or was in likert intervals 4 and 5 with a standard deviation of 0.71. This result is attributed to the results of interviews with the Head of Ekbag and the Head of Labuan Village that the content of the policy does not contain the allocation of funds to support the tasks of frontline implementers. The unavailability of funds caused the Labuan Village Head to be unable to carry out effective socialization and assist poor fishermen in the facilitation function to overcome the cost of fuel transportation to the North Maluku Province.

Harmonization between Implementing Agencies

On the statement of policy harmonization between implementing agencies submitted to poor fishermen that the content of the policy does not contain a coordination mechanism that integrates all implementers, including the government as a vanguard officer. Coordination may occur at the top level if problems arise on the ground. These results are consistent with the responses of poor fishermen who have responded to the lack of coordination.

Implementing Rules of the Implementing Agency

As outlined earlier, the absence of rules or guidelines in policymaking at the executive level, makes frontline implementers only provide oral delivery, without any rules to be implemented in serving poor fishermen. On the statement of implementing rules that the content of the policy does not contain instructions that make it easier for frontline implementers to make operational rules, so that operational rules are only oral rules. As a consequence, many poor fishermen are confused by the rules for implementing the fuel distribution policy.

Recruitment of Managing Officers

The content of the policy, which sets out a number of requirements for implementing officials, will show that implementers have a strong commitment to successful implementation. On the statement of recruitment of implementing officials submitted to poor fishermen that the content of the policy does not contain the criteria to become policy implementing officials. The determination of officials

tends to look at duties and functions, not personnel, the services felt by fishermen are quite varied.

Openness to External Parties

External participation is very important in realizing policy objectives, therefore good policies must open opportunities to cooperate with external parties. For the statement of openness to external parties submitted to fishermen that the content of the policy has not poured opportunities for cooperation with other parties, so that implementers cannot cooperate or involve external parties. The consequence is that various problems faced in relation to meeting fuel needs for poor fishermen cannot be overcome.

Policy Environment

Socioeconomic and Technological Conditions

No different from coastal communities in general, poor fishermen in North Maluku Province are disadvantaged, traditional communities with very low levels of education. For the statement of socioeconomic and technological conditions submitted to poor fishermen that the social conditions of poor fishermen are portrayed as people who are easy to accept policies or programs, but not necessarily implement them. Poor fishermen always assume that policies and programs always provide assistance for them, without linking the aid to their future.

Public Support

For the statement of public support, it is related to the results of interviews with commission 2 of the DPRD that there are general people who support the policy, but there are also those who use the fuel distribution policy for personal gain. The results of this study are related to the development of the black market for fuel where there are certain individuals who trade fuel, so that many poor fishermen are not served at gas stations. Disruption to the policy also came from retailers who use fishermen's ID cards to do fuel business. There are pressures that interfere with implementers in implementing fuel distribution policies. Various disruptions were driven by the profit attraction of the fuel business outside gas stations.

Commitment to Implementer Expertise

The commitment of the implementer to apply his expertise in policy implementation is indispensable. that the commitment of officials in overcoming problems in the implementation of fuel distribution policy is still lacking. Lack of commitment can be seen from applying inadequate expertise in overcoming problems.

Distributing fuel with subsidies In accordance with Presidential Regulation Number 191 of 2014 of the Republic of Indonesia regarding the Supply, Distribution,

and Retail Selling Price of Fuel Oil, the government maintains stringent standards. As such, if the government—in this case, the Maluku Utara government—or other government parties genuinely wish to safeguard the rights of small fishermen, they should be able to execute the law's mandate. The cost of operating a ship is further increased when fishermen or boat owners purchase fuel at prices higher than average. Up until now, fuel oil (BBM) has been purchased by small-scale fishermen in Maluku Utara District, particularly those with less than 30 GT, at a price higher than regular gas station prices. However, the topic of managing fisherman permits, which the community typically handles in the closest sub-district—this Fisherman Card is not handled in its own sub-district; rather, it must be handled in the main sub-district—is an issue that cannot be separated from the discussion of North Maluku Province's geographic location.

The existence of a game between the proprietors of Solar Pack Fisherman Dealers (SPDN) or brokers or retailers of subsidized Fuel Oil (BBM) related to it is also undeniable in light of the aforementioned issues. The question then becomes how to legally protect fishermen's rights, particularly those of fishermen in North Maluku regarding the distribution of subsidi fuel. Pertamina is a business entity with a private nature in this regard, despite being a state-owned enterprise. This is because Pertamina is a private entity, meaning that its legal relationship with the manager of the Fisherman Solar Pack Dealer (SPDN) is private to private. Additionally, the misuse of subsidized fuel oil (BBM) for fishermen is uncontrollable, despite the fact that it is covered by law Number 22 of 2001 concerning Oil and Gas. Under article 2 of Law Number 22 of 2001 concerning Oil and Gas, Bumi has regulated the supply and distribution of subsidized fuel, in this case subsidized fuel for fishermen.

The implementation of Oil and Gas business activities regulated in this Law is based on people's economy, integration, benefits, justice, balance, equity, common prosperity and welfare of the people, security, safety, and legal certainty and environmentally sound.

This indicates that, given that Pertamina is a private business, there could be a significant distance between the SPDN and the holder of the Fisherman's Card. Despite being state-owned due to SOEs, Pertamina is a private company, and as such, its legal relationship with the manager of the Solar Pack Dealer Fishermen (SPDN) is private to private. However, the act of fishermen misusing subsidized fuel is uncontrollable. until now Pertamina does not have a strong instrument to control rogue SPDN and the Bosses and brokers of Fuel Oil (BBM) subdi in several regions because of its nature whose legal relationship is a civil law relationship, namely buying and selling fuel with SPDN, if SPDN wants to sell it to other parties Pertamina cannot do anything.

D. Conclusion

The content of the policy is very weak in structuring the implementation of the fuel distribution policy. The low consistency of goals raises doubts from frontline implementers, so that poor fishermen as policy targets, assess that implementers have not provided maximum services to poor fishermen in meeting their fuel needs. The low level of knowledge and understanding of policies makes fishermen non-compliant poor, so they always lack fuel to go to sea and in the end they find it difficult to increase fishermen's output. However, the main difficulty in implementing the policy is the level of behavior change expected in poor fishermen, namely from the habit of buying fuel at retail kiosks at high prices to the behavior of buying fuel at gas stations at a reasonable price level.

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