

## **Strategic Policies of Local Government to Control Illegal Fishing in Waters Area of Morotai Island Regency**

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### **ABSTRACT**

This study aims to determine the policies implemented by Morotai Island Regency Government to anticipate illegal fishing by fishermen from Philippines, Thailand, Taiwan, China and other countries in the sea territorial of the island of Morotai. This study used the qualitative approach based on a case study in Morotai Island Regency. The results of this study indicate that the local government of Morotai established two strategic policies to control illegal fishing activities, including proposing Morotai Island as a Special Economic Zone (ZEK), and developing a Community-based surveillance system (Siswamas). These two are expected to be able to fight off illegal fishing.

**Keywords:** Illegal Fishing, Special Economic Zone, Strategies Policies

### **INTRODUCTION**

Morotai Island is one of the small islands in North Maluku Province abundant potentials of natural resources, in the agriculture, forestry, marine and fisheries, mining as well as historical tourism, especially historical places from the Second World War. These could be used as a mainstay sector with economic value to improve the welfare of the people.

Geographically, Morotai Island takes up a strategic position on the lip of the Asia Pacific trade route at coordinates 2000 to 2040 North Latitude and 128015 to 128040 East Longitude. The administrative boundaries are north by the Pacific Ocean, west by the Sulawesi Sea, east by the Halmahera Sea, and south by the Morotai Strait.

On October 2008, Morotai Island was inaugurated by the Minister of Home Affairs, Mardiyanto as a new district as a result of the division of North Halmahera Regency with an area of approximately 695 square miles / 1,800 km<sup>2</sup>. It has 33 small and large islands, 7 of which are inhabited, and 26 are uninhabited. The total population is 53,968 people, spread over its five sub-districts. The number of villages on the coast and islands is 64 villages with a population distribution of 43,174 people or 80% of the population. Meanwhile, 20% of the population or 10,794 people are concentrated in urban and rural villages. Geographically, five sub-districts are on the coast, located and surrounding Morotai Island.

Inaugurated as a new district with the Law no. 53 of 2008, Morotai Island was officially separated from its parent district, North Halmahera Regency, which is separated by quite a distance from the sea. With a highly strategic geographical location, its marine waters are the target of inter-state crimes, especially in the maritime and fisheries sector. Thus, security systems and law enforcement in the maritime sector are vital to anticipate those illegal activities. Due to its strategic location, it is undeniable that foreign fishermen illegal

fishing can disrupt the activities of community members in coastal areas, especially fishing communities.

This study aims to determine the strategic policies of the Morotai Island Regency government to control illegal fishing in the area.

### **Policy and Implementation Theory**

According to Edwards in Subarsono (2009), policy implementation is influenced by four variables. Firstly, it is communication suggesting that the success of policy implementation requires policy implementers to know what to do. Secondly, it is resources. Implying that inadequate resources leads to unsuccessful implementation. Thirdly, it is disposition. Characters, such as commitment, honesty and democratic character support successful implementation. Fourthly, it is bureaucratic structure which is in charge of implementing policies. These four variables are interrelated one another.

In their paper, entitled Implementation, Jeffrey Pressman and Aaron Wildavsky in Persons (2001) stated, the extent to which implementation is successful depends on the linkages between various organizations and departments at the local level, since cooperation, coordination, and control occupy central roles. If actions depend on linkages in the implementation chain, then the level of cooperation between departments in the chain must be close to one hundred percent due to cooperation deficit in the chain results in implementation failure.

This study uses Pressman and Wildavsky's policy implementation theory to analyze the relationship between local organizations and departments engaged in policy implementation in the marine and fisheries sector. Cooperation, coordination and control serve central role to analyze the roles and tasks of the sectoral agencies of the Navy, Ditpolair, Satker PSDKP and Marine and Fishery Office in monitoring and enforcing the law in waters area of Morotai Island. Mazmanian and Sabatier theory was used to analyze the characteristics of the policy (ability of statute to structure implementation), bureaucratic structure, as well as the level of commitment of the policy implementers.

## **RESEARCH METHOD**

This study used the qualitative approach based on a case study in Morotai Island Regency.

## **RESULTS AND DISCUSSION**

### **Proposing Morotai as Special Economic Zone (KEK) to Anticipate Illegal Fishing**

Its strategic geographic location, on the border of international routes, the rich marine waters of Morotai Island are safe nest and zone for foreign illegal fishing. Taking advantage of the weak patrols, surveillance and maritime security, foreign fishermen of Philippines, Thailand, Taiwan and China feel free to commit illegal fishing for a long time. Being a separate district in 2008, the local government took initial step to protect the fish was how to develop marine and fisheries aspects. One of the economic development concepts that has become a serious concern of President Susilo Bambang Yudhoyono was the Special Economic Zone (KEK).

Responding to the policy, the official Regent of Morotai island, Sukemi Sahab, with his government officials and stakeholders (PT. Jababeka) proposed a Special Economic

Zone (KEK) for Morotai Island. Hopefully, the exploitation of marine and fisheries resources can run under control and become the backbone of the economy of the district, as well as reduce the long-standing foreign illegal fishing activities. In this regard, Sukemi Sahab, stated:

"It is time to fortify the waters of the Morotai sea on a populist economic basis. So that in 2008, we proposed Morotai Island Regency to become a Special Economic Zone (KEK). Our aims and objectives, by means of such a program, are not only to improve the welfare of local and coastal communities, and fishermen on the island of Morotai. Without realizing it, the marine waters of Morotai Island will gradually be avoided from illegal fishing activities by foreign fishermen, which have been eating away our fishery resources with significant losses. The desires and aspirations were not excessive, given the potential of natural resources in Morotai sea waters, especially fishery resources, which are very abundant."

Along with that, the Minister of Marine Affairs and Fisheries, Sharif C. Sutardjo, stated "Morotai Island is part of the Special Economic Zone (KEK). This is because this island has a huge marine and fisheries economic potential that can spur economic growth in the region. Here, we can develop the marine and fisheries sector, especially marine and fisheries industrialization based on capture fishery." The importance of development in the marine and fisheries sector is oriented to the development of integrated connectivity from the production process to distribution in an inclusive and sustainable manner. This can be pursued with an industrialization strategy in marine and fishery sector, based on the basis of sustainable and responsible management of marine and fishery resources in this region.

The potential for capture fishery and aquaculture in Morotai is so great that it provides opportunities for foreign illegal fishing. Morotai Special Economic Zone (KEK) will later end illegal forms of inter-state activities occurring without proper handling measures. According to the Coordinating Minister for the Economy, Hatta Rajasa, "Indonesia is currently becoming an attractive investor destination for several developed countries. Currently, it has been noted that Japan, China and Taiwan are some countries that are ready to invest in Indonesia". Therefore, Sukemi Sahab stated that "the acceleration of the formation of special economic zones in Indonesia must be done immediately to seize this opportunity. Therefore, the government will soon form a new Special Economic Zone (KEK) in Indonesia which will involve the relevant ministries."

#### **Establishment and Development of Community-Based Surveillance Systems (Siswasmas).**

One of the priority programs in the Supervision of Marine and Fisheries Resources and the Morotai Marine Affairs and Fishery Office is the development of a Community-Based Supervision System (Siswasmas). The program is implemented by establishing a Community Monitoring Group (Pokwasmas) by involving the community to participate in indirect monitoring activities of the potential resources in the sea. Community-based supervision system activities are by utilizing supervisors of the district. According to Iksan Krikov, Head of the Fisheries Service Morotai Island District, 'the orientation of community-based surveillance system activities is in the form of improving technical supervision and providing stimulants to community surveillance groups by radio communications, uniforms or supervisor costumes, laptops and others'.

In this context, the community monitoring system becomes a problem when there are obstacles in handling the completeness and sustainability of community monitoring groups. This is as stated by Alexander Pungus, as follows:

The community-based surveillance system is very important considering the geographical position of the North Maluku Islands, especially the Morotai Islands with its strategic position. This system involves coastal communities, especially local fishing communities, feeling distracted. Even though we have rolled out this system for several years, this program has received tremendous response and enthusiasm from the coastal community and fishermen. However, the concept of this system has problems in terms of budget allocation to finance damaged equipment such as communication devices, laptops and others, because the use of electronic devices for rural communities is still problematic, especially laptops and communication devices (HT) and others. In addition, the distribution system has always been a problem and complaint by Pokwasmas of certain villages far from the district capital. There are even several villages or in certain Pokwasmas not receiving the tools. Even though all these are already available in the district government, Marine Affairs and Fishery.

In principle, this system or program allows fishermen to be parts of the supervision as informants or by reporting activities in the fishing area. Certainly, community monitoring groups (Pokwasmas) could take precautions and even evict the perpetrators. However, this community monitoring group (Pokwasmas) are not equipped with self-defense equipment, such as firearms. This system is considerably successful as it has succeeded in reporting and expelling perpetrators, even though other groups have been evicted by foreign fishermen.

Internal conflict among residents is another issue. The contradiction was not caused by the factor of the division of group's equipment. However, certain village communities have established close relationships with foreign perpetrators, such as Philippines. According to Iksan Krikov, "Fishermen who commit illegal fishing from the Philippines who have married people in certain villages such as in Sabataitua village become an obstacle to the monitoring groups, because those who return are spied on."

This conflict goes unnoticed. It could involve several villages, and getting stronger with various issues. For example, anti-Pokwasmas groups were backed by certain sectoral agencies expelled from the groups. This could lead to violent conflict, unless it is completely resolved.

Although the community-based supervision system (Siswasmas) was established several years ago, this program has not been fully implemented by coastal communities or fishing communities. In addition to some of the previous obstacles, the socialization factor from the local government, has not been able to comprehensively reach the fishing communities in the coastal areas. According to Adam Ramang, "The existence of a community-based surveillance system (Siswasmas) program has been unpopular among fishing communities in North Maluku, even though the fishing community in the Morotai island area is estimated to reach approximately 60% of the population." He added:

"It is time for a community-based surveillance system (Siswamas) program like this to be developed periodically in accordance with local conditions in districts / cities in North Maluku. Meanwhile, Morotai Island has only developed around 30% of the coastal fishing

communities there. Because the community-based surveillance system program is also a program of the Directorate General of PSDKP, we are instructed to monitor intensively at all times. In addition, this program still requires a fairly significant budget allocation. Thus, the capacity or distance of the community surveillance group has not been able to reach up to 12 miles.

Community Monitoring System (Siswasmas) encountered problems of fund availability in the socialization and formation process. The distribution of the fishing population in the archipelago is one of the inhibiting factors for the establishment of a community-based surveillance system. Therefore, such policy demands regional government proactive attitude in terms of funds and policies, since the illegal fishing activities of foreign fishermen have a profound impact on the national economy.

This study shows that the implementation of regional autonomy policies in Indonesia has not met the desired expectations, since welfare and equitable development are far from the demands of decentralization.

### **CONCLUSIONS**

Morotai Island is one of the strategic areas prone to foreign illegal fishing. To anticipate and control repeated illegal fishing, Morotai Island District Government has taken two strategic steps, including proposing the Morotai area as a Special Economic Zone (KEK), and establishing a community-based illegal fishing monitoring system (Siswamas). Even though they have been implemented, these two policies pose problems in the field. However, they are expected to be able to control illegal fishing activities by foreign fishermen on Morotai Island.

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