

Cantrang Polemic : Will It End ?

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Abstract. Based on the Regulation of the Minister of Marine Affairs and Fisheries No. 71 / PERMEN-KP / 2016, *Cantrang* is one of the fishing gears which is prohibited from its operation in all capture Lines and in all State Fisheries Management Areas of the Republic of Indonesia (WPPNRI). Since the prohibition on the use of several fishing gears including *Cantrang* has been issued, the implementation of the policy has been delayed several times by giving some extension of the transfer period of fishing gears. Pati Regency is one of the regions in Central Java with a significant number of *Cantrang*, i.e. 296 units in 2017. This condition leads to rejection to the policy. This study aims to analyze the causes of the difficulty in implementing the prohibition of the use of *Cantrang* in Pati Regency. Based on the

secondary data taken by qualitative descriptive method, it shows that there is still a lack of support from fishermen as target group in implementing the policy and the difficulty of fishermen to change the habit of using environmentally friendly fishing gears. Policies can be more easily implemented when it gets support from all parties.

Keywords : Regulation, Cantrang, Implementation

1 Introduction

Based on the Geospatial Information Agency (GIA/BIG) the land area of Indonesia is 1.922.570 km², while the waters area is 3.257.483 km² with the number of islands is 13,466 named and coordinated islands [1]. In other words, approximately 62,89% of Indonesia's territory is a waters territory. Thus, the potential of fisheries in Indonesia is abundant, especially capture fisheries. In Greenpeace article, it is stated that Indonesia is a country whose fisheries sector has been steadily increasing since 1950 to 2010 and the Ministry of Marine Affairs and Fisheries is targeting a production increase to 22,39 million tons in 2015 to become the world's largest fish producer [2].

In addition, the production of capture fisheries in Indonesia has been increasing each year from 2010 to 2016. This can be seen in this following Figure 1 describing the Production of capture Fisheries in Indonesia from 2010 to 2016:

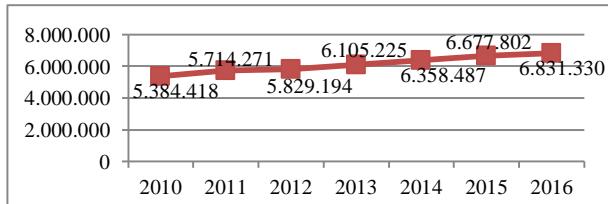


Fig. 1. Production of capture Fisheries in Indonesia Year 2010 – 2016 (Tons)

Source : Central Bureau of Statistics (CBS/BPS),
Ministry of Marine Affairs and Fisheries [3,4]

The abundance of the potential of fishery resources in Indonesia requires effective management efforts to maintain its sustainability. There has been recently a considerable exploitation of fisheries in Indonesia which has resulted in a decline in fish stocks. This is due to excessive capture or *overfishing* of which occurs in Java Region [2], [3].

In December 2016, Ministry of Marine Affairs and Fisheries issued Regulation of Minister of Marine Affairs and Fisheries Number 71/PERMEN-KP/2016 concerning on Fishing Lines and Fishing Equipment Placement in the Republic of Indonesia Fisheries Management Area (WPPNRI) [4] to follow up and replace Regulation of Minister of Marine Affairs and Fisheries Number 2/PERMEN-KP /2015 on Prohibition of the Use of Trawls and Seine Nets in Fisheries Management Areas of the Republic of Indonesia [5]. Moreover, one of the substance of the Regulation of Minister of Marine Affairs and Fisheries Number 71/PERMEN-KP/2016 is concerning on Fishing Gears which can disrupt and damage the sustainability of fish resources, in which it is mentioned that some Fishing Gears (API) are prohibited to operate in all fishing capture lines/routes and in all WPPNRI [4].

The fishing gears (API) which are prohibited mentioned in the regulation of Minister of Marine Affairs and Fisheries Number 71/PERMEN-KP/2016 include [4]:

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1. Large pelagic group trawl ring;
2. A traction (vesseled) trawl consisting of *Dogol* (Danish seines), Scottish seines, Pair seines, *Payang*, *Cantrang*, Bottom *Lampara*;
3. Trawls which consists of :
 - a. Bottom trawls which include: Beam trawls, Otter trawls, Pair trawls, *Nephrops* trawl, Bottom Shrimp trawl and Shrimp trawls;
 - b. Midwater trawls which include: Otter trawls, Fish trawls, Pair trawls, Pair Shrimp trawls and Otter twin trawls;
4. Aerial traps;
5. *Muro ami*.

Cantrang is one of the prohibited fishing gears (API) mentioned above. Based on the article of Ministry of Marine Affairs and Fisheries of the Republic of Indonesia [6], the use of *Cantrang* besides damaging the ecosystem, the economic captured fish of *Cantrang* is only 46-51%, while the remaining 49-54% is only bycatch or will be discarded [6]. Accordingly, most the capture is only used to produce flour for animal feed. In addition, the operation of *cantrang* can cause damage to the bottom of the deep waters so that it has a significant impact on the ecosystem under the sea [6].

Central Java is a region with high frequency of *Cantrang* users. This makes the implementation of the policy on prohibiting the use of *cantrang* continuously extended. After granting an extension period for the replacement of prohibited fishing gears to environmentally friendly fishing gears until the end of 2017, Ministry of Marine Affairs and Fisheries of the Republic of Indonesia again gave an extension period of the transition to the Central Java provincial government until mid 2018.

Pati Regency is a regency area with high number of *Cantrang* vessels in Central Java Province. Since 2012 the number of *Cantrang* fishing gear in Pati Regency has continuously increased. There were 44 *Cantrang* units in 2012 and 2013 and then it increased in 2014 to 169 units and it increased again to 383 units in 2015 (Fig.2). Although there is a decline in 2016, the number is still quite high as many as 296 units (Fig. 2). This following Figure 2 is a graph about the number of *Cantrang* fishing gear in Pati Regency in 2012 – 2017:

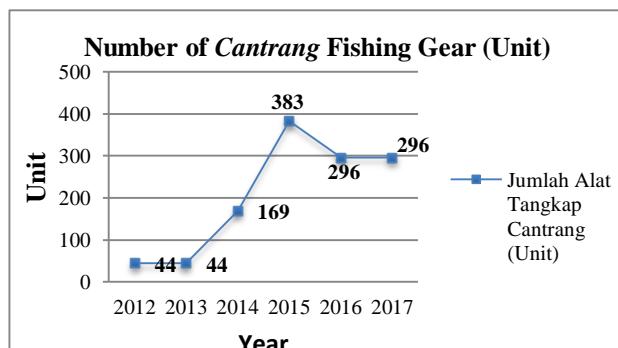


Fig. 2. Number of *Cantrang* fishing gear in Pati Regency in 2012 – 2017

Source : Office of Marine Affairs and Fisheries, Pati Regency

The high number of *Cantrang* users in Pati Regency led to a rejection to the policy prohibiting the use of *Cantrang* until now. In daily *tribatanews.jateng* (July 12, 2017) it was stated that 420 *Cantrang* fishermen from Juwana Pati SubDistrict held a demonstration (protest) in front of the Presidential Palace in Jakarta along with fishermen of Indonesia attended by approximately 4,500 people [7].

Ministry of Marine Affairs and Fisheries has attempted to transfer *Cantrang* fishing gear into a more environmentally friendly fishing gear by providing several alternatives, such as *Cantrang* vessel with <GT10 size is replaced by a Fishing Gear Replacement (API replacement); *Cantrang* vessels with 10 – 30 GT size is provided with capital facilitation; and for a *Cantrang* vessel with >30 GT size obtains licensing facilities[10]. However, these efforts are yet still not optimal as seen from the extension of the transition period until now.

This article is eager to answer the question “Why does the implementation of the policy prohibiting the use of *Cantrang* fishing gear in Pati Regency is still delaying?”

2 Method

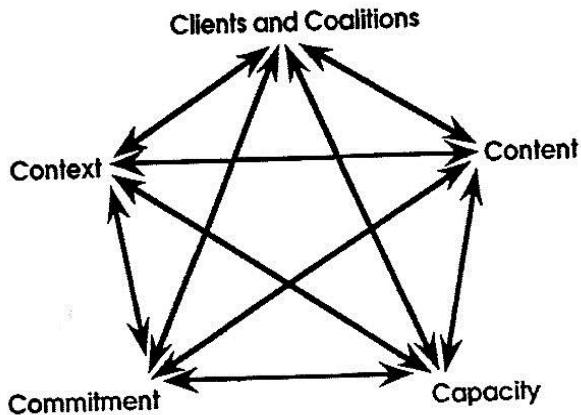
This research used a descriptive qualitative approach. Pati Regency was chosen as research location since this regency is a region with high use of *Cantrang* in Central Java Province. The source of data in this study is from the results of in – depth interviews, observation, studies on documents, regulations, news, previous researches and information from the internet.

The implementation of the policy prohibiting the use of *Cantrang* in Pati Regency is seen from *The 5C Protocol* of Adil Najam which consists of Content, Context, Commitment, Capacity, Clients and Coalitions (Fig. 3)[8].

Content is the content of the policy itself which concerns on what must be done (goals); how it problemizes the issue (causal theory); how the policy aims to solve perceived problems (methods). Meanwhile, *Context* is the nature of the institution, i.e. the corridor (operating procedure) to implement the policy, and with boundaries in implementation process [8].

Commitment is a trust given to them to implement the policy at various levels in achieving goals, causal theories and policy methods [8].

Capacity is the administrative capacity of the executor to implement the desired changes, while *Clients and Coalitions* are supports from clients and coalitions whose interests are enhanced or threatened by the policy, and the strategies they use in strengthening or deflecting its implementation [8].

**Fig. 3.** The 5C Protocol

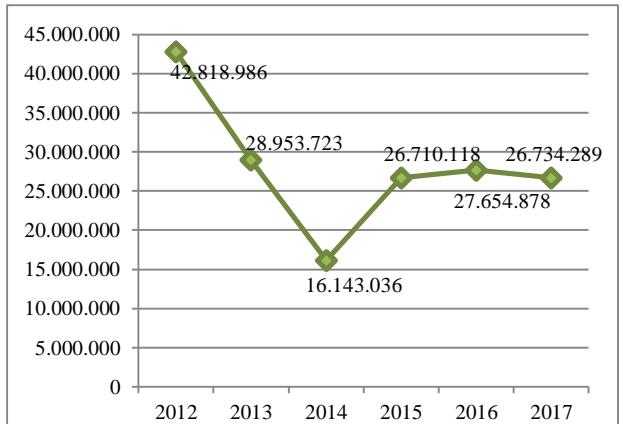
Source : Adil Najam, 1995[11]

3 Findings

Ministry of Marine Affairs and Fisheries of the Republic of Indonesia issued a policy prohibiting the use of non-environmentally friendly fishing gears in 2015 to preserve the sustainability of fisheries ecosystems. One of which is Cantrang. In contrast, until now, the continuation of the policy implementation still has no clarity and certainty.

Cantrang is a fishing gear which is more beneficial than other fishing gears. Based on Setyorini *et al* (2009) entitled *Comparative Analysis of Fish Capture Productivity using Bottom Rawai (Bottom Set Long Line) and Cantrang (Boat Seine) in Juwana, Pati regency*, it shows that productivity and profits of fish captured using *cantrang* are higher than *Bottom Rawai* [9]. The average productivity per unit of bottom *Rawai* fishing gear is 39,09 tons/unit/trip, productivity per ship crew (ABK) is 0,89 tons/person/trip and the average productivity per trip is 12,27 tons. While the average productivity of *Cantrang* fishing gear units is 260,10 tons/unit/trip, productivity per crew (ABK) is 0,92 tons/person/trip and the average productivity per trip is 12,60 tons trip. The average profit of capture business using *cantrang* per year reaches IDR 617.378.000,00, while *bottom Rawai* reaches average profit per year as much as IDR 68.386.363,00 [9].

Pati Regency is located in northern coastal line of Java island (Pantura) which is very potential for the development of capture fisheries since Pati Regency has a coastline reaching ± 60 km [13]. The following is data on capture fisheries production in Pati Regency from 2012 to 2017:

**Fig. 4.** Capture Fisheries Production In Pati Regency Year 2012 – 2017 (in Kg)

Source :Office of Marine Affairs and Fisheries, Pati Regency

Fig. 4 shows that there is no significant increase from 2015 to 2017 in fisheries capture production in Pati Regency. Based on the results of the study, the policy prohibiting the use of *Cantrang* resulted in a decrease in fisheries production in Pati Regency. The impact of the ban on using *Cantrang* fishing gear in Pati Regency is also mentioned in Letter Number 523.143 dated on January 16, 2018 stating that the implementation of the policy has an impact on the decline in fishermen's fish capture result, a decrease in fish consumption, a decrease in fishermen's welfare as well as a decrease in the production of fish processing industries in Pati Regency [10].

The results of previous study conducted by Nanik Ermawati and Zulyati entitled “*Social and Economic Impacts on the Regulation of Minister of Marine Affairs and Fisheries Number 2/PERMEN-KP/2015 (A Case Study in Juwana SubDistrict, Pati Regency)*” also shows the impact of the prohibition of *cantrang* fishing gear, i.e.causing unemployment for vessel crews [11]. Each *cantrang* vessel consists of 15 temporary crews, while there are more than 200 *cantrang* vessels in Pati Regency. It means there are approximately 3000 people losing their jobs due to this regulation. In addition, another impact arising based on the results of this research is the death of other companies supporting *cantrang* business, such as: Ice Block Company; Fish pellet companies and transport services (tank trucks) [11].

Various arising impacts lead to a dilemma in implementing the policy. The granting of an extension period for the transfer of fishing gear is expected to be able to change fishermen's understanding. However, until now it has not been realized and it actually causes unclarity and uncertainty.

According to the research results, there is still a lack of support from fishermen on the implementation of the policy prohibiting the use of *Cantrang*. Fishermen in Pati Regency assume that *cantrang* is not a fishing gear which can damage marine ecosystem. Besides, they also assume that there is no fishing gear capable of replacing *Cantrang*.

In addition, the replacement of *Cantrang* fishing gear into an environmentally friendly fishing gear requires high costs while in contrast the average Fishermen in Pati Regency currently still have loans in banks. If they have more loan to replace their fishing gears, they are worried not capable in paying the loan. Consequently, the fishermen need time to replace their fishing gears.

The government, meanwhile, does not have an appropriate and/or right solution to transfer *Cantrang* fishing gear into an environmentally friendly fishing gear. The lack of government commitment is shown by unpreparedness to provide solutions for fishermen after issuing the policy makes the policy be delayed.

Until recently, the policy of prohibiting the use of *Cantrang*, especially in Pati Regency, is still being debated. The lack of support from fishermen as a target group and the lack of a solution from the government cause the implementation of the policy to continuously be delayed and there is no any clarity.

4 Conclusion

The rejection to the policy prohibiting the use of *Cantrang* still occurs until now in Pati Regency. The lack of support from fishermen in Pati Regency as the target group for the policy and the lack of an appropriate solution from the government to transfer *Cantrang* fishing gear into an environmentally friendly fishing gear have caused the implementation of the policy to continuously be delayed.

To make the policy implementation work properly, it requires commitment and support from all involved parties. The government's commitment in implementing this policy can be done by providing solutions for fishermen to replace fishing gear for example by providing fishing gear aid, soft loans or by providing capital, although this requires great effort and courage. However, this is urgently necessary to maintain the sustainability of fisheries ecosystem.

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