



LEGAL PROTECTION FOR SMALL FISHERS IN THE IMPLEMENTATION
OF THE REGULATION OF THE MINISTER OF MARITIME AFFAIRS AND
FISHERIES ABOUT *FISHING LOG BOOK* STUDY IN KARANGSONG VILLAGE,
INDRAMAYU REGENCY

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Abstract

Background. Legal protection for small fishermen is a constitutional mandate, as manifested in Law Number 7 of 2016 concerning the Protection and Empowerment of Fishermen, Fish Cultivators, and Salt Farmers, as well as in Regulation of the Minister of Maritime Affairs and Fisheries Number 33 of 2021 concerning the Log Book of Fishing and Monitoring on Fishing Boats. However, the implementation of the policy still faces various obstacles that contribute an suboptimal legal protection for small fishers.

Aims. This study aims to analyze the implementation of legal protection for smallholder fishers under the Regulation of the Minister of Maritime Affairs and Fisheries Number 33 of 2021 and to identify factors that affect its effectiveness in Karangsong Village, Indramayu Regency.

Methods. The research employs an empirical legal method with a sociological-juridical approach. Data were obtained through structured interviews, observations, documentation, and literature reviews, and then analyzed qualitatively using the Legal Protection Theory and the Legal Effectiveness Theory of Soerjono Soekanto.

Result. The results of the study show that the implementation of legal protection has been carried out through fishermen data collection, issuance of Small E-Passes, ship administration coaching, and preparation for the implementation of log books, but it has not been running optimally due to low literacy and legal awareness of fishermen, limited institutional capacity, lack of supporting facilities and infrastructure, weak coordination between agencies, and socio-economic conditions of fishermen that affect the level of compliance to administrative obligations.

Conclusion. This research offers an integrated legal protection model through institutional strengthening, digitization of logbook systems, increased legal literacy, and collaborative governance as an effort to realize legal certainty, smallholder fishers' welfare, and sustainable fisheries management.

Keywords: Legal protection; Small fishermen; Log Book; Legal effectiveness; Fisheries governance.

I. INTRODUCTION

Indonesia is the largest archipelagic country in the world, with vast potential for marine and fisheries resources, and is one of the main producers of capture fisheries in the Asia-Pacific region. The fisheries sector not only contributes to national food security but also provides livelihoods for millions of coastal communities, especially small-scale fishermen. However, the community's high dependence on marine resources is still faced with various problems, including illegal, unreported, and unregulated fishing (IUU Fishing) practices, limited catch data, low compliance with fisheries administration, weak social protection for fishermen, and suboptimal data-based fisheries management governance.

This condition has prompted the government to reform regulations through the issuance of Regulation of the Minister of Maritime Affairs and Fisheries Number 33 of 2021 concerning *Fishing Log Books*, Monitoring on Fishing Vessels and Fish Transport Ships, Inspection, Testing and Marking of Fishing Vessels, and Fisheries Vessel Manning Governance as an instrument to increase accountability, transparency, and sustainability of national fisheries management. This regulation designates the logbook as a legal instrument that documents fishing activities, supports the supervision of fishery resources, and serves as the basis for formulating *evidence-based fisheries management* policies.

From a legal perspective, the obligation to fill *out a logbook* is not only a form of administrative compliance but also a legal protection instrument that provides certainty about the legality of fishing activities, increases transparency in the use of fish resources, and strengthens the position of fishermen in gaining access to various protection and empowerment programs provided by the state. Logbook documents are an important basis for preparing catch quotas, supervising IUU Fishing practices, providing government assistance, and providing social protection for small fishermen. Therefore, the implementation of this policy must be understood as part of efforts to realize sustainable *fisheries governance* and to protect the rights of fishermen as a community group that holds a strategic position in national development.

Research on the *logbook* system in Indonesia shows that recording catches is an important foundation for small-scale fisheries management, but its implementation still faces obstacles, including limited institutional capacity, limited human resources, low legal literacy among fishermen, and suboptimal government assistance mechanisms.

Several previous studies have examined the implementation of *logbooks and the protection of fishermen* from various perspectives. Research by Sari et al. (2021) in *Marine Policy* explains that the success of the *logbook* system in Indonesia requires a *co-management*

approach involving the government and fishing communities to ensure the catch recording system runs effectively. The research focuses more on aspects of fisheries governance and the collection of catch data, without examining the dimensions of legal protection for fishermen as legal subjects. Furthermore, Furqan and Schlüter (2024) show that *logging fishing activities* are able to encourage the formation of *fishermen's stewardship* behavior in the management of rights-based fisheries (*territorial use rights for fisheries*), but the focus of the study is still limited to the aspect of resource conservation and has not analyzed its legal implications for the protection of small fishers.

Nurbani's research (2024) also confirms that there is still disharmony in the regulations regarding the definition of smallholder fishers in various Indonesian regulations, which has an impact on the provision of protection rights to fishermen. In addition, the latest study on fisheries resource protection policies emphasizes the importance of synchronizing marine resource protection policies with fishermen's welfare policies as part of the strategy to overcome *overfishing*.

However, these studies still leave room for further research that has not been widely discussed. Most previous research has focused on fisheries management, marine resource conservation, or the effectiveness of catch recording systems. The study has not comprehensively examined the implementation of the Regulation of the Minister of Maritime Affairs and Fisheries Number 33 of 2021 from the perspective of legal protection for fishermen and laborers, especially at the implementation level in the regions. In fact, the success of a regulation is determined not only by the quality of legal norms but also by the effectiveness of its implementation in providing legal certainty, protecting rights, and benefiting the community targeted by the regulation.

Empirical conditions in Karangsong Village, Indramayu Regency, show that fishermen's understanding of *logbook* obligations, administrative compliance, access to social protection, and institutional assistance still face various obstacles, so that the goal of legal protection as mandated in Law Number 7 of 2016 and Regulation of the Minister of Maritime Affairs and Fisheries Number 33 of 2021 has not been fully achieved. This fact is also reflected in the research theoretical framework, which identifies legal awareness, legal culture, and supervisory functions as important factors in the effectiveness of regulatory implementation.

Based on these conditions, the novelty of this research lies in developing an analysis of the implementation of the Regulation of the Minister of Maritime Affairs and Fisheries Number 33 of 2021 from the perspective of the legal protection of fishermen, integrating the Legal

Protection Theory and the Legal Effectiveness Theory of Soerjono Soekanto. This study not only evaluates compliance with *logbook obligations* but also analyzes the relationship between fishermen's legal awareness, government institutional capacity, supervision mechanisms, and the fulfillment of fishermen's rights within the framework of integrated legal protection. Through this approach, this study offers a model for strengthening legal protection that integrates aspects of regulation, supervision, digitalization of fisheries administration, social protection, and community empowerment as an effort to increase the effectiveness of *logbook policy implementation* for smallholder fishers.

Based on this description, this study is directed to answer two main questions, namely (1) how to implement legal protection for labor fishermen in the perspective of the Regulation of the Minister of Maritime Affairs and Fisheries Number 33 of 2021 concerning *the Log Book* of Fishing and Monitoring on Fishing Boats, and (2) what factors affect the effectiveness of the implementation of legal protection in practice in Karangsong Village, Indramayu Regency. Thus, the purpose of this study is to analyze the implementation of legal protection for labor fishermen based on the Regulation of the Minister of Maritime Affairs and Fisheries Number 33 of 2021, identify the obstacles faced in its implementation, and formulate a model for strengthening legal protection that is able to support sustainable fisheries governance, provide legal certainty, and improve the welfare of smallholder fishers.

II. RESEARCH METHODS

This study uses an empirical legal research method with a sociological juridical approach to examine the implementation of legal protection for labor fishermen from the perspective of the Regulation of the Minister of Maritime Affairs and Fisheries Number 33 of 2021 concerning *the Log Book* of Fishing and Monitoring on Fishing Boats. This approach is used to analyze the conformity between legal norms (*das sollen*) and their implementation practices in the community (*das sein*), particularly regarding the effectiveness of legal protection for labor fishermen in complying with the obligation to keep *fishing logbooks*. The research was carried out in Karangsong Village, Indramayu District, Indramayu Regency, which is one of the capture fisheries center areas in West Java Province and is the implementation area of fisheries management policies regulated in the Regulation of the Minister of Maritime Affairs and Fisheries Number 33 of 2021.

The research data consists of primary data and secondary data. Primary data were obtained through structured interviews, field observations, and documentation. Research informants were determined using the purposive sampling technique, which is the deliberate

selection of informants based on the consideration that they have knowledge, experience, and authority relevant to the focus of the research. The informants consisted of officials of the Indramayu Regency Marine and Fisheries Service, community leaders, fishermen, laborers in Karangsong Village, and fishing boat owners who were directly involved in the implementation of fishing activities. Secondary data were obtained through literature studies of laws and regulations, books, national and international journal articles, and other documents related to fishermen's legal protection, fisheries governance, and *fishing log book* policies.

The data collected are then processed through the stages of editing, classification, and verification to ensure the completeness, consistency, and validity of information obtained from various sources. Furthermore, the data were analyzed in a qualitative descriptive manner through the process of data reduction, data presentation, and conclusion drawing by linking empirical findings to the provisions of Law Number 7 of 2016 concerning the Protection and Empowerment of Fishermen, Fish Farmers, and Salt Farmers as well as the Regulation of the Minister of Maritime Affairs and Fisheries Number 33 of 2021. The analysis was carried out using the Legal Protection Theory and the Legal Effectiveness Theory of Soerjono Soekanto to evaluate the effectiveness of the implementation of legal protection for fishermen and laborers, and to identify factors that affect the success and obstacles to the policy's implementation.

III. RESULTS OF RESEARCH AND DISCUSSION

Implementation of Legal Protection for Small Fishers in the Perspective of Law Number 7 of 2016

Law Number 7 of 2016 concerning the Protection and Empowerment of Fishermen, Fish Farmers, and Salt Farmers is a concrete form of implementing the mandate of the *welfare state* as reflected in Article 27 paragraph (2), Article 28D paragraph (1), Article 28H paragraph (1), and Article 33 paragraph (3) of the Constitution of the Republic of Indonesia in 1945. Through these regulations, the state is not only obliged to regulate the use of fishery resources, but also to ensure the protection of small fishing groups who are socio-economically the most vulnerable groups to the risk of poverty, work accidents, climate change, fluctuations in fish prices, and conflicts in the use of marine space. Legal protection in this context cannot be understood as limited to providing business legality, but must be realized through policies that provide legal certainty, job safety guarantees, access to financing, business risk protection, institutional strengthening, and improved fishermen's welfare. In line with that, various cutting-

edge studies affirm that legal protection of smallholder fishers should be seen as part of the protection of the human rights to decent work, food security, and sustainable management of marine resources.

Based on the results of field research in Karangsong Village, Indramayu Regency, the implementation of legal protection as mandated in Law Number 7 of 2016 has not been carried out optimally. The local government, through the Fisheries Service, has implemented several programs, including facilitating the issuance of Small E-Passes, coaching fishing vessel administration, socializing measured fishing policies, and collecting fishermen's data. However, most fishermen still view legal protection as limited to the ownership of ship documents, so they do not understand that legal protection also includes aspects of work safety, business certainty, fishermen's insurance, logbook recording, protection from accident risks, and access to empowerment programs. This condition shows that there is a gap between the substance of legal norms and the level of public understanding as a subject of law.

The findings were strengthened by the results of an interview with one of the ship owners in Karangsong Village, who stated:

"I don't know much about the rules of the fishing logbook. What I know is that the ship already has a Small E-Pass because it is mandatory. The manufacture is also free of charge. Regarding fishermen's insurance, I don't have it yet, but if there is a government program, I am willing to follow it."

The informant's statement illustrates that fishermen's compliance with legal provisions is driven more by administrative obligations than by legal awareness of their rights and obligations as smallholder fishermen. This indicates that the legal protection policy is still oriented towards the legal-formal aspect, while the substantive dimension, namely the protection of occupational safety and the welfare of fishermen, has not been fully understood or has not benefited the community.

The results of the interview with the Indramayu Regency Fisheries Office also show that the local government has taken various steps to prepare for implementing the policy, including collecting ship data, fostering fishermen, and developing a mechanism for implementing logbooks as part of the Measured Fishing Program (PIT). However, implementing the program still requires a gradual approach because not all fishermen meet the administrative and technical requirements.

The findings of this study show that legal protection for smallholder fishers cannot be measured only by the existence of regulations. The effectiveness of protection depends heavily

on the government's ability to translate legal norms into operational policies accessible to fishermen. Satjipto Rahardjo emphasized that the law was essentially created to protect human beings, so the success of the law is not determined by the number of regulations but by the extent to which it provides benefits and a sense of justice to the community. This perspective is relevant to the conditions found in Karangsang, where normative legal protection is available, but its implementation has not fully reached the real needs of fishermen.

The results of this study are also in line with the research by Solihin et al. (2023), which shows that the unclear definition and status of smallholder fishers across various regulations have implications for the non-optimal fulfillment of fishermen's rights, including in obtaining protection and empowerment. The study emphasizes that regulatory harmonization is an important prerequisite for small fishers to obtain adequate legal certainty. In line with this, Al-Hafidz et al. (2024) explained that the livelihood resilience of small fishers is determined not only by economic factors but also by government policy support, legal certainty, access to institutions, and social protection. Research by Wiranthi, Toonen, and Oosterveer (2024) even shows that strengthening the institutional capacity of fisher groups is an important factor in improving the ability of smallholder fishers to meet various sustainable fisheries governance standards.

In the context of legal protection in Indonesia, the results of this study also strengthen the findings of Bimantara et al. (2025), which stated that one form of legal protection that is still weak is the implementation of the fishermen's insurance program, even though the scheme is an important instrument in reducing social and economic risks due to work accidents at sea. Meanwhile, Hanifah et al. (2025) emphasized that fisheries policy reform must be directed at strengthening the state's function as a protector of coastal communities through policies that are fair, participatory, and oriented towards the sustainability of fishery resources.

Based on all these findings, this study concludes that the implementation of Law Number 7 of 2016 in Karangsang Village still faces problems at the implementation level. The state has provided a relatively comprehensive regulatory framework, but the effectiveness of legal protection remains limited by low legal literacy among fishermen, inadequate policy socialization, limited social protection programs, and a lack of integration of various protection policies into a sustainable fishermen's service system. Therefore, legal protection for smallholder fishers needs to be reoriented from an administrative approach to a *rights-based approach*, so that every policy truly guarantees the fulfillment of fishermen's constitutional rights to legal certainty, job safety, welfare, and sustainability of the fishery business.

Implementation of Regulation of the Minister of Maritime Affairs and Fisheries Number 33 of 2021 concerning the Log Book of Fishing and Monitoring on Ships in the Legal Protection of Small Fishers

One of the government's strategic policies in realizing *sustainable fisheries governance* is the issuance of the Regulation of the Minister of Maritime Affairs and Fisheries of the Republic of Indonesia Number 33 of 2021 concerning the Log Book of Fishing, Monitoring on Fishing Vessels and Fishing Transports, Inspection, Testing, and Marking of Fishing Vessels. This regulation is part of the national fisheries management reform that aims to improve the accuracy of catch data, prevent Illegal, Unreported and Unregulated Fishing (IUU Fishing), strengthen oversight of the use of fish resources, and provide legal certainty for fishing activities. From the perspective of state administrative law, the fishing logbook not only functions as an administrative document but also becomes a legal protection instrument that provides certainty regarding the legality of fishing activities, the identity of the vessel, the location of the operation, the type of catch, and the fishermen's compliance with the licensing provisions.

For small fishermen, implementing logbooks has broader significance than merely fulfilling administrative obligations. Logbook data is the basis for the government in formulating policies for fish resource management, providing assistance, social protection, developing fishermen's insurance, and preparing catch quotas under the Measured Fishing (PIT) policy. Thus, compliance with logbook recording is indirectly correlated with the protection of fishermen's rights, as it produces an accurate database of fishing activities and socio-economic conditions of coastal communities. As stated by FAO (2022), the catch recording system is the main instrument for implementing evidence-based fisheries management, balancing the importance of fish resource conservation with the protection of fishermen's livelihoods.

However, the results of the study show that the implementation of the Minister of Maritime Affairs and Fisheries Regulation Number 33 of 2021 in Karangsong Village has not been running optimally. Most fishermen do not understand the function of the logbook and the procedure for filling it out. In fact, some fishermen have never received direct socialization about these obligations, so they consider logbooks only an administrative requirement with no real benefits for daily fishing activities. This indicates that the fishing community remains low in legal literacy regarding the fisheries management policies issued by the government.

The findings were corroborated by the results of an interview with one of the ship's owners, who stated:

"I don't know about the obligation to fill out a logbook. So far, the important thing is that the ship already has a Small E-Pass so that it can go to sea as usual. If it is required later, of course, we hope that there will be training first so that there is no mistake in filling it out."

The statement shows that low compliance with logbook filling is not solely due to fishermen's reluctance to comply with regulations, but is more influenced by limited information, lack of technical assistance, and an inadequate government socialization process. From the perspective of the theory of legal effectiveness advanced by Soerjono Soekanto, this condition indicates that the effectiveness of a regulation is greatly influenced by five main factors: the substance of the law, law enforcement officials, facilities and infrastructure, society, and legal culture. If one of these factors has not operated optimally, the implementation of the law will encounter obstacles, even if the legal norms are well arranged.

The results of the interview with the Head of the Capture Fisheries Division of the Indramayu Regency Fisheries Office show that the local government has actually prepared the implementation of logbooks as part of the Measured Fishing (PIT) policy. The preparations include ship data collection, fisherman inventory, ship administration coaching, and the preparation of a catch reporting mechanism. However, full implementation cannot be achieved because adjustments are still needed to the readiness of human resources, port infrastructure, and information systems that support sustainable logbook recording.

The findings of this study show that obstacles to implementation come not only from the fishing community but also from institutional factors. The limited number of fisheries extension workers, the lack of a digital system that is easily accessible to small fishermen, and the lack of assistance facilities at the port have caused the logbook policy to not be able to run as expected. In fact, based on research by Wiranthi, Toonen, and Oosterveer (2024), the success of implementing the catch recording system is largely determined by the government's institutional capacity to provide technical assistance to fishermen and to build collaborative relationships among the government, fishing ports, and fishermen's groups. Similarly, research by Partelow et al. (2023) shows that effective fisheries governance requires a combination of clear regulations, institutional support, and active community participation to ensure sustainable policy implementation.

From a legal protection perspective, the fishing logbook also serves as an administrative proof, providing legal certainty for fishermen in the event of disputes over fishing activities,

catch claims, and inspections by fisheries supervisory officials. With accurate record-keeping, fishermen have assurance that their fishing activities are carried out in accordance with applicable law. On the other hand, the absence of a logbook can lead to losses for fishermen, as it makes it difficult to prove the legality of fishing activities and the ship's operational history.

This research is in line with the findings of Solihin et al. (2023), who stated that legal protection for smallholder fishers cannot be realized optimally if fisheries administration policies are not followed by community capacity building, as the main actors in the fisheries sector. The study emphasized the importance of simplifying administrative procedures, strengthening legal education, and expanding access to public services so that fishermen can fulfill their legal obligations without incurring excessive administrative burdens. On the other hand, FAO (2024) also emphasized that a simple, digitally supported logbook system will increase fishermen's compliance while producing more accurate fisheries data to support policymaking.

Based on the research and analysis, it can be concluded that the implementation of the Regulation of the Minister of Maritime Affairs and Fisheries Number 33 of 2021 in Karangsong Village is still in the transition stage towards more modern and accountable fisheries governance. The success of implementing these regulations depends heavily on the government's ability to integrate regulatory measures, provide coaching, provide supporting facilities, and increase public legal awareness. Therefore, legal protection for small fishers is not enough to be realized through administrative obligations alone, but must be accompanied by strengthening institutional capacity, simplifying the logbook recording system, digitizing fisheries services, and continuous assistance so that the goals of protecting and empowering fishermen as mandated in Law Number 7 of 2016 can be effectively achieved.

Obstacles to the Implementation of Legal Protection for Small Fishers in the Implementation of Regulation of the Minister of Maritime Affairs and Fisheries Number 33 of 2021

The implementation of a legal policy is determined not only by the quality of the substance of laws and regulations but also by various factors that develop in society. From the perspective of state administrative law, the effectiveness of a regulation depends on the government's ability to integrate normative, institutional, resource, and cultural aspects of community law as subjects that receive regulation. Therefore, although the Regulation of the Minister of Maritime Affairs and Fisheries Number 33 of 2021 has provided a legal framework

for fishing logbooks and ship monitoring systems, its implementation among small fishermen still faces various obstacles that prevent the goal of legal protection from being achieved optimally.

Based on the results of research in Karangsong Village, Indramayu Regency, there are several main factors that hinder the implementation of legal protection for small fishermen, namely low legal understanding of the fishing community, limited government institutional capacity, inadequate supporting facilities and infrastructure, weak coordination between agencies, and socio-economic factors that affect the level of fishermen's compliance with regulations.

Low Awareness and Literacy of Fishermen's Law

The findings of the study show that most fishermen have not comprehensively understood the substance of the Regulation of the Minister of Maritime Affairs and Fisheries Number 33 of 2021. Fishermen's knowledge remains limited to the obligation to have ship documents, while the obligations to keep logbooks, report catches, and use them for legal protection have not been adequately understood. This condition indicates that the process of internalizing legal norms within the community has not been functioning effectively.

The results of an interview with one of the ship's owners showed:

"We know the ship must have a Small E-Pass, but the logbook has never been explained in detail. If it is required, we hope that there will be training first so that it does not fill in the wrong way."

The statement shows that the low level of legal compliance is not due to a rejection of regulations, but to limited information and a lack of technical assistance. From the perspective of Lawrence M. Friedman's legal culture theory, the effectiveness of a legal system is greatly influenced by the level of public acceptance of legal norms. Good regulations will not work if the community does not understand the purpose and benefits of these rules. Therefore, increasing legal literacy is an important prerequisite for realizing effective legal protection.

These findings are in line with research by Solihin et al. (2023), who concluded that one of the main problems for the protection of smallholder fishers in Indonesia is the low understanding of legal rights and obligations as a result of a lack of education and policy harmonization between agencies.

Limited Government Institutional Capacity

The second factor that is an obstacle to the implementation of legal protection is the limited institutional capacity of local governments. The results of the study show that the Indramayu Regency Fisheries Office has undertaken various coaching efforts, but the number of fisheries extension workers and accompanying officers remains disproportionate to the number of fishermen who need to be fostered. This condition prevents policy socialization from reaching all fishermen groups in a sustainable manner.

Based on interviews with officials of the Indramayu Regency Fisheries Office, it was found that the implementation of the logbook is still carried out in stages because the government must adjust to the readiness of human resources, port infrastructure, and the available administrative system.

From the perspective of Soerjono Soekanto's theory of legal effectiveness, the implementing apparatus is one of the main factors that determine the success of legal implementation. The limited number of extension workers and supervisors causes the process of coaching, supervision, and evaluation of policy implementation not to run optimally.

Research by Wiranthi, Toonen, and Oosterveer (2024) also shows that the success of fisheries governance is highly dependent on the capacity of government institutions to provide assistance to smallholder fishers. Without strong institutional support, fisheries administration policies tend to be mere administrative formalities that do not result in changes in community behavior.

Limited Supporting Facilities and Infrastructure

The implementation of fishing logbooks also faces obstacles due to inadequate facilities and infrastructure. Based on field observations, supporting facilities at fishing ports have not fully enabled the implementation of systematic catch recording. Some fishermen also have difficulty accessing administrative services due to limited digital infrastructure and communication networks.

In fact, within the concept of good fisheries governance, the existence of infrastructure is an important element in supporting regulatory compliance. FAO (2024) emphasized that the success of the logbook system is greatly influenced by the availability of information technology, a simple digital system, and the support of field officers who can assist fishermen with reporting catches. The findings of this study show that the logbook policy has not been

fully followed by adequate infrastructure development, so its implementation still faces various technical obstacles.

Socio-Economic Factors of Fishermen

In addition to institutional aspects, the socio-economic conditions of the fishing community also affect the effectiveness of legal protection implementation. Most small fishermen depend on their daily catches, so they prioritize fishing over administrative obligations that they consider do not provide direct economic benefits. This condition causes some fishermen to view logbook recording as an additional administrative burden. Such a perception shows that government policies have not been able to establish a relationship between administrative obligations and the legal protection benefits that fishermen will receive.

Al-Hafidz et al.'s (2024) research shows that fishermen's compliance with government policies is strongly influenced by the economic benefits they directly experience. Therefore, legal protection policies need to be integrated with economic empowerment programs so that people get incentives to increase compliance with regulations.

Weak Inter-Agency Coordination

Another obstacle identified in this study is the lack of optimal coordination among the central government, local governments, the Technical Implementation Unit of the Ministry of Maritime Affairs and Fisheries, the Fisheries Agency, and fishermen's groups in implementing the logbook policy. Each agency has exercised its authority in accordance with the provisions of applicable laws and regulations, but the coordination and data exchange mechanisms are still not fully integrated. From the perspective of *collaborative governance*, legal protection for smallholder fishers requires institutional synergy so that implemented policies are not partial. Emerson and Nabatchi (2022) emphasized that collaborative governance is an effective model for implementing public services because it integrates resources, authority, and institutional capacity from various government and community actors.

Based on the study's results, various obstacles to implementing the Regulation of the Minister of Maritime Affairs and Fisheries Number 33 of 2021 indicate that the main problem of legal protection for small fishers does not lie in the substance of the regulation but in the effectiveness of its implementation. Referring to Soerjono Soekanto's theory of legal effectiveness, these obstacles include all elements of the legal system, namely legal factors, law enforcement officials, facilities and infrastructure, society, and legal culture. Thus, increasing legal protection for smallholder fishers requires a comprehensive approach that

strengthens institutional capacity, increases community legal literacy, develops supporting infrastructure, digitizes logbook systems, and strengthens interagency coordination. This approach will encourage the realization of legal protection that is not only normative but also provides certainty, justice, and benefits for small fishers as a community group that has a strategic position in the development of the marine and fisheries sector.

IV. CONCLUSION

The implementation of legal protection for small fishermen in Karangsong Village, Indramayu Regency, from the perspective of Law Number 7 of 2016 and Regulation of the Minister of Maritime Affairs and Fisheries Number 33 of 2021 concerning the *Log Book* of Fishing and Monitoring on Fishing Vessels has not been carried out optimally, even though normatively both regulations have provided a fairly comprehensive legal framework. Research shows that local governments have made various efforts through fishermen's data collection, issuance of Small E-Passes, vessel administration coaching, and preparation for the implementation of *log books* as part of the Measured Fishing (PIT) policy, but the effectiveness of legal protection is still constrained by the low literacy and legal awareness of fishermen, limited institutional capacity and the number of fisheries extension workers, and inadequate supporting facilities and systems Digital, weak inter-institutional coordination, and socio-economic conditions of fishermen that affect the level of compliance with administrative obligations. These findings confirm that the main problem does not lie in the substance of the regulation, but in its implementation, so that legal protection for smallholder fishers needs to be reoriented from an administrative approach to a *rights-based approach* that integrates institutional capacity strengthening, improving legal literacy, and digitizing *the log book* system, expansion of social protection and fishermen's insurance, as well as strengthening *collaborative governance* between agencies. The integrated legal protection model is a contribution (novelty) of this research in supporting the realization of sustainable fisheries governance, providing legal certainty, improving work safety and the welfare of smallholder fishers, as well as strengthening the effectiveness of the implementation of national fisheries policies.

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