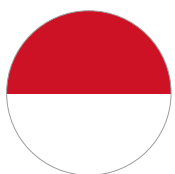




Fisheries
Transparency
Initiative

TAKING STOCK

Online Transparency of Fisheries
Management Information



Republic
of Indonesia

In cooperation with:



INDONESIA
OCEAN JUSTICE
INITIATIVE

2024 Summary Assessment Report

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Design: weeks.de Werbeagentur GmbH



This 'TAKING STOCK: Online Transparency of Fisheries Management Information' assessment for the Republic of Indonesia (2024) has been funded by the Gordon and Betty Moore Foundation.

Every effort has been made to verify the accuracy of the information contained in this assessment. All information was believed to be correct as of November 2024. Nevertheless, the Fisheries Transparency Initiative (FiTI) cannot accept responsibility for the consequences resulting from the use of this assessment or its contents by others.

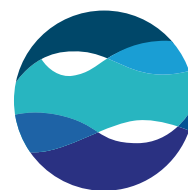
Furthermore, in conducting this assessment, the FiTI did not investigate the veracity or completeness of the published information and did not make any judgement about the integrity of the information or practices disclosed.

The designations employed and the presentation of material in this assessment do not imply the expression of any opinion whatsoever on the part of the FiTI concerning the legal or constitutional status of the assessed country, territory or sea area, or the delimitation of frontiers or boundaries.

We would like to thank all the individuals and institutions who contributed to the various stages of research and preparation of this assessment.

The Fisheries Transparency Initiative (FiTI) is a global multi-stakeholder initiative that strengthens transparency and collaboration in marine fisheries management.

By making fisheries management more transparent and inclusive, the FiTI promotes informed public debates on fisheries policies and supports the long-term contribution of the sector to national economies and the well-being of citizens and businesses that depend on a healthy marine environment.



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TAKING STOCK: Online Transparency of Fisheries Management Information assesses the level of information that national authorities in Indonesia publish on government websites regarding the country’s marine fisheries sector.



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Indonesia’s **TAKING STOCK: Online Transparency of Fisheries Management Information** assessment consists of this Summary Assessment Report, as well as an in-depth Detailed Assessment Report.

Both reports, as well as information on the methodology, can be found at:
fiti.global/taking-stock



SUSTAINABLE FISHERIES NEED TRANSPARENCY

For millennia, those who dedicated themselves to fishing, whether for food, income or recreation, did not need to worry about the sustainable management of this natural resource. Fish stocks replenished themselves with ease. **This is no longer the case.** The ocean is under increasing threats from myriad impacts, like climate change, pollution, and overfishing.

Governments have the fundamental obligation to manage common resources, such as fish, on behalf of their citizens. But this invokes a complex challenge: to ensure that fishing and fish trade contribute to income, employment, food and nutrition for millions of people around the globe, while conserving marine biodiversity for present and future generations.

Public availability of information is critical to achieving sustainable fisheries. Yet, transparency in fisheries management has not been a priority. Many governments do not disclose basic information on their fisheries sectors, such as laws, permits, fishing agreements, stock assessments, financial contributions, catch data and subsidies. Additionally, there are widespread concerns that companies are not consistently reporting accurate information on catches, fishing practices and payments to governments. The data that is already publicly available is too often incomplete, outdated, unverified, or not readily accessible.



“Lack of basic transparency could be seen as an underlying facilitator of all the negative aspects of the global fisheries sector – IUU fishing, fleet overcapacity, overfishing, ill-directed subsidies, corruption, poor fisheries management decisions, etc. A more transparent sector would place a spotlight on such activities whenever they occur, making it harder for perpetrators to hide behind the current veil of secrecy and requiring immediate action to be taken to correct the wrong.”

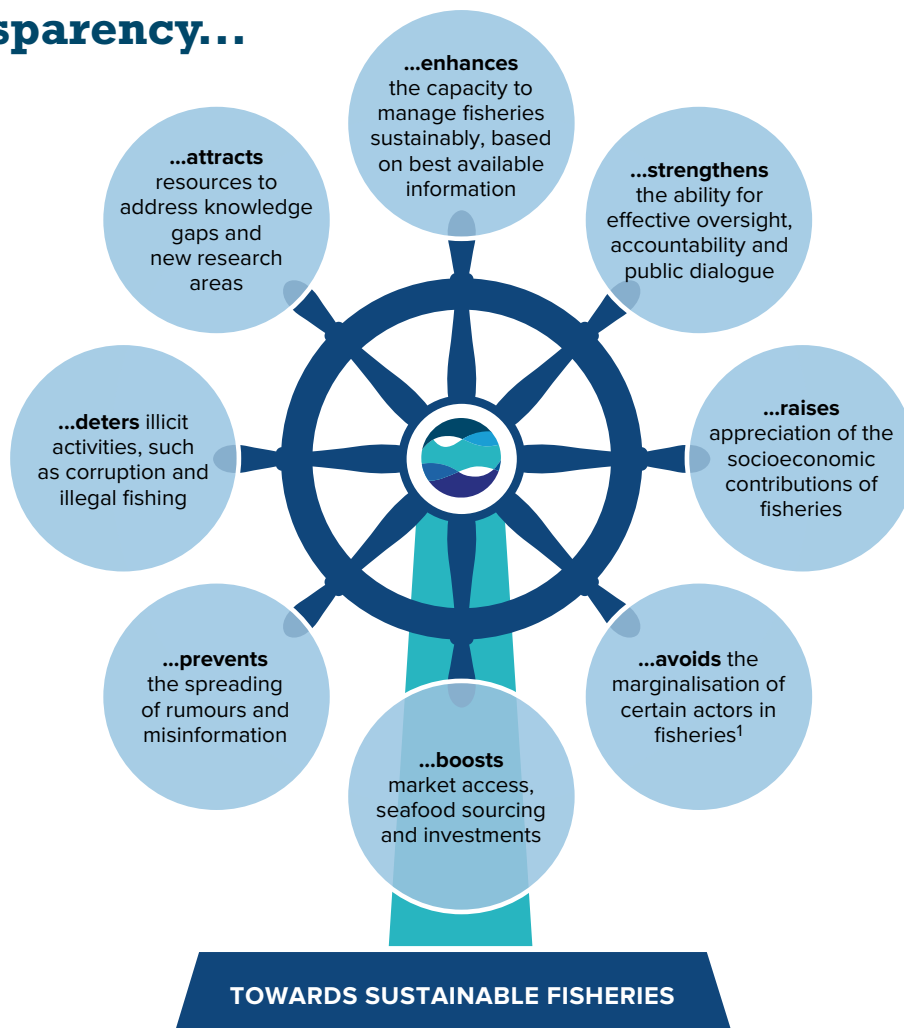
Food and Agriculture Organization of the United Nations (FAO)
The State of World Fisheries and Aquaculture 2010



Enhancing transparency in fisheries management appeals to all stakeholders that appreciate the enormous value of marine fisheries – whether that relates to food and nutrition security, employment, the value to national economies, or the cultural importance of fishing.

Transparency in fisheries management yields multiple benefits, and their relevance and applicability vary depending on the national context.

Transparency...



Promoting these positive features of fisheries lies at the heart of the Fisheries Transparency Initiative (FiTI).



Fisheries
Transparency
Initiative

¹ In particular small-scale fisheries and women.

Transparency is not voluntary. It is a government's duty and a citizen's right!

The provision of accessible, timely and credible information on a country's marine fisheries is increasingly becoming a **legal requirement for governments**, stemming, among other things, from Freedom of Information laws. Such laws are frequently based on three key principles: *public participation, access to justice and access to information*. The last of these principles implies that the public should be able to obtain environmental information (including information about their country's fisheries sector) with only limited, explicitly defined exceptions arising from justifiable confidentiality claims and security matters.



- As of today (April 2024), the government of Indonesia has not committed to join or to support the **Fisheries Transparency Initiative (FITI)**.
- Since 2011, Indonesia is a member of the **Open Government Partnership (OGP)**.
- Indonesia is also an implementing country of the **Extractive Industries Transparency Initiative (EITI)**, which is recognized as the global standard for the good governance of oil, gas and mineral resources.

Over the past decade, Indonesia has demonstrated a strong commitment to enhancing proactive transparency and digitising government information and services. As an active member of the Open Government Partnership since 2011, the country is currently implementing its seventh round of policy recommendations, developed in collaboration with civil society organisations.

The cornerstone of Indonesia's open government efforts is the 'One Data' initiative, formally established under Presidential Regulation No. 39 of 2019. This initiative mandates the harmonisation of data across ministries and agencies, ensuring information is accurate, up-to-date, integrated, accountable, accessible, and shareable.

In alignment with this commitment, the enactment of the National Access to Information Law in 2008 has been supported by the development of ministerial-level regulations, including those specific to the Ministry of Maritime Affairs and Fisheries. Oversight of these regulations is provided by the National Information Commission (KIP), an independent body responsible for monitoring the implementation of Indonesia's Law on Public Information Disclosure and resolving disputes between information requesters and government entities.















The importance of public access to government information is also emphasised in the UN Sustainable Development Goals (SDGs). Target 16.10 of the SDGs calls on all states to adopt legislation or policies guaranteeing the right to information, which is essential not only for the achievement of Goal 16, but is an enabler to achieving other SDGs.

ABOUT THIS ASSESSMENT

This is the first time that Indonesia has been assessed by the FiTI regarding the online transparency of its marine fisheries sector.

This TAKING STOCK assessment covers 12 thematic areas of fisheries management, as defined by the FiTI Standard.²

The **FiTI Standard** is the only internationally recognised framework that defines what information on fisheries management should be published online by national authorities. The FiTI Standard was developed over two years in a global multi-stakeholder endeavour. Its objective is to contribute to the sustainability of marine fisheries by increasing the accessibility and credibility of national fisheries management information.

- | | | | | | |
|----|---|---|-----|--|------------------------------------|
| #1 |  | Fisheries Laws, Regulations and Official Policy Documents | #7 |  | Post-Harvest Sector and Fish Trade |
| #2 |  | Fisheries Tenure Arrangements | #8 |  | Fisheries Law Enforcement |
| #3 |  | Foreign Fishing Access Agreements | #9 |  | Labour Standards |
| #4 |  | The State of the Fisheries Resources | #10 |  | Fisheries Subsidies |
| #5 |  | Large-Scale Fisheries | #11 |  | Official Development Assistance |
| #6 |  | Small-Scale Fisheries | #12 |  | Beneficial Ownership |

For this assessment, these 12 thematic areas have been broken down into a total of **39 transparency elements**.³

² <https://fiti.global/fiti-standard>

³ An overview of these 39 transparency elements can be found in the section '[Key findings](#)'.

This assessment evaluates whether basic information on Indonesia's marine fisheries sector is **freely available** on government websites, whether it is **up to date** and whether it is **easy to find**.⁴



Additionally, this assessment:

- Considers whether information is published in a way that renders it easy to **(re)use**, e.g. to download, search and filter;
- Documents instances of **'good transparency practices'**, where published information allows non-experts to draw reliable conclusions;⁵ and
- Proposes practical **recommendations** to improve online transparency around Indonesia's marine fisheries sector.



**Republic of
Indonesia**

This assessment is intended to support national authorities in Indonesia to improve transparency in fisheries management and to stimulate interest in fisheries among a wide range of stakeholders.

It also establishes a comprehensive benchmark for evaluating progress over time.

⁴ For more information about the assessment's methodology, please refer to <https://fiti.global/taking-stock/methodology>.

⁵ For example, national authorities may utilise innovative techniques to help visualise information, such as online information systems or fact sheets.



Public disclosure of information cannot be directly equated with actual progress towards sustainable fisheries management.

A lack of transparency in fisheries management is not always a deliberate state of affairs. Governments with poor levels of transparency are often viewed negatively, as if driven by the desire to hide information from public scrutiny. However, what may be perceived as opacity or secretive practices is often the result of other factors, such as the complexity of the fisheries sector, a lack of technology, expertise and staff, or legal concerns. Some government ministries or national agencies, particularly those that are underfunded, may not prioritise transparency. Unfortunately, these arguments can also be used as a convenient excuse to avoid scrutiny.

A low level of transparency in this **TAKING STOCK** assessment may not be a sign of wrongdoing, but rather highlights an opportunity for national authorities to enhance disclosure to stakeholders. Likewise, a high level illustrates strong disclosure systems, but this may not reflect operational success regarding the sustainable management of marine fisheries.

Transparency should also not be misinterpreted as a direct indicator for ethical behaviour, such as honesty and integrity.

This assessment is therefore not an end in itself. Instead, it takes stock of current disclosure practices against an internationally recognised transparency framework – the FiTI Standard – with a view of enabling a conversation with all relevant stakeholders in the marine fisheries sector of Indonesia.

The ambition is that this and future **TAKING STOCK** assessments will contribute to making government transparency the global norm in fisheries management.

CONTEXTUAL INFORMATION ON MARINE FISHERIES IN INDONESIA



Recent developments relevant to Indonesia's marine fisheries sector:



The Indonesian government has committed to transforming fisheries management by introducing Individual Quotas, as outlined in the Measured Fishing Policy. However, widespread concerns about the potential social and economic impact of this policy have resulted in its implementation being delayed until 2025.



The Indonesian government has launched a national initiative to give all citizens engaged in the fisheries sector a personal identification card. These are used to give people more assured access to government services in the fishing sector, including subsidies.



In 2024, Indonesia pioneered the world's first 'coral bond' in collaboration with the World Bank. Money raised through this financial instrument is dedicated to conserving coral reefs and expanding marine protected areas. This follows a debt swap with the US government that has refinanced 35 million dollars owed to the USA in exchange for increased domestic funding for coral reef conservation.



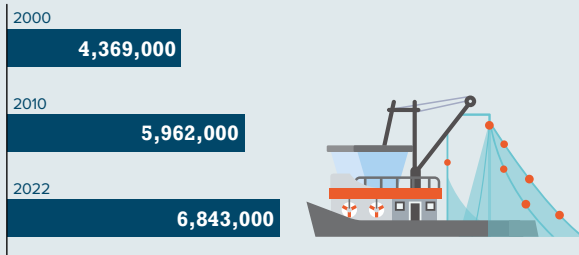
The marine fisheries sector in Indonesia plays an important role in fulfilling the economic, employment, food security, and nutrition needs of its citizens.⁶

Republic of
Indonesia



Capture fisheries production

(tonnes, live weight)

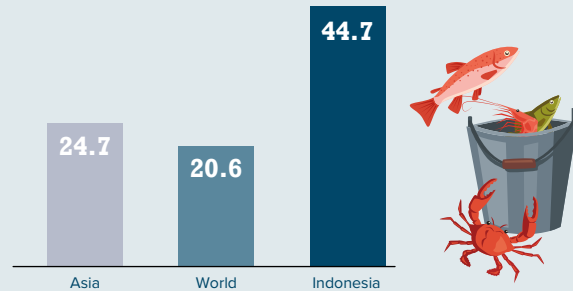


Indonesia is the second largest fishing nation in the world (based on capture volume).

Source: FAO The State of World Fisheries and Aquaculture 2024

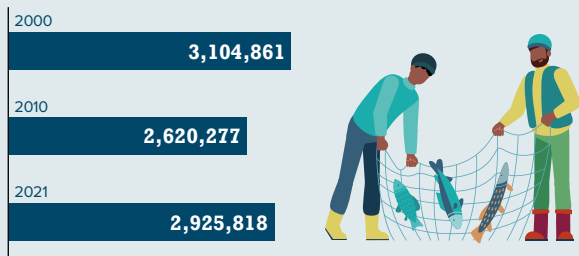
Fish available for consumption

kg/per capita



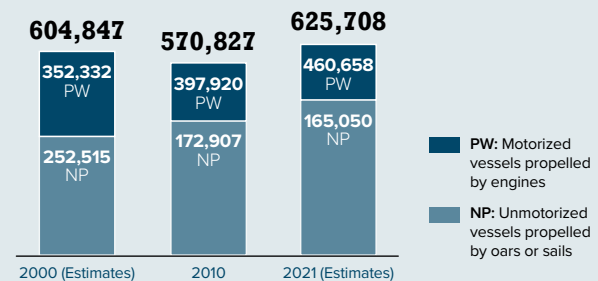
Source: FAO State of World Fisheries and Aquaculture 2020, FAO GLOBEFISH Market Profile – Indonesia 2020

Number of fishers



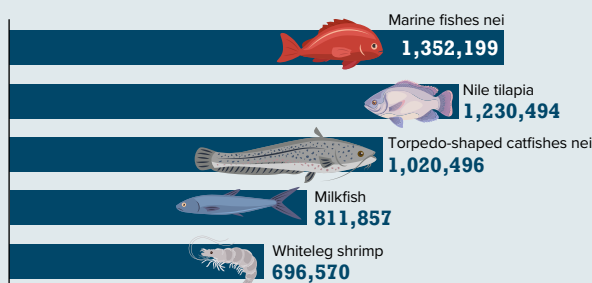
Source: FAO Fishery and Aquaculture Statistics Yearbook 2021 (published in 2024)

Number of fishing vessels



Source: FAO Fishery and Aquaculture Statistics Yearbook 2021 (published in 2024)

Top 5 species



Source: FAO GLOBEFISH Market Profile – Indonesia 2020 (in tonnes, by production volume)

Export of fish and fish products

Indonesia is the 13th largest exporter of fishery commodities.

USD
4,832,370,690
[2023]



Source: FAO GLOBEFISH Market Profile – Indonesia 2020

⁶ This information reflects international statistics (e.g. from the United Nations FAO), which in some cases may differ from national statistics. In addition, this report does not state the contribution of Indonesia's fisheries sector to the national Gross Domestic Product (GDP). Although this is a common way of expressing the economic value of fisheries, GDP is not sufficient for fully representing the overall social, economic and environmental costs and benefits of the sector.



Indonesia ranks second in the world in annual fish production from wild-capture fisheries. According to government statistics, in 2023, total production from the commercial marine fisheries sector was 7.7 million tonnes. Roughly a million marine fishing vessels operate in the country, the vast majority of which are small-scale fishing vessels. Unlike many other Asian countries, Indonesia does not permit foreign-flagged vessels to operate in its waters.

The management of fisheries in Indonesia is complex and is undergoing substantial transformations. The Ministry of Marine Affairs and Fisheries (MMAF) has overall responsibility for fisheries management. However, the country's marine waters are divided into 11 Fisheries Management Areas, each with a Fisheries Management Council with representations from provincial governments. Indonesia has also moved towards community-based management, while in many coastal areas, local fisheries are governed through customary laws. The government adopted a new approach to administering fishing rights, known as the Measured Fishing Policy, which will see Indonesia's marine fisheries move towards an individual quota-based system. Concerns over its impact on the livelihoods of small-scale fishers, as well as the potential for allowing economic concentration in the sector, have delayed the policy. However, it is expected to become operational in 2025.

The MMAF has taken the issue of transparency in fisheries management seriously. This is consistent with the country's achievements in moving towards open government, including the launch of the One Data initiative in 2019, which brings a large amount of government data and services into a centralised online government platform. In 2017, the MMAF was chosen as one of 7 government ministries to pilot the One Data programme. Information published by MMAF on fisheries management is therefore substantial, and generally, this is regularly maintained with up-to-date information. MMAF publishes detailed annual reports with fisheries data and publications by the Ministry and its sub-units that set out policy objectives and targets, including information on how these are being met.

As part of the One Data initiative, MMAF has also produced an extensive statistical dashboard that presents data on a map of Indonesia showing the 11 main fisheries management areas: <https://portaldata.kkp.go.id>. This contains an impressive amount of social and economic data for the fisheries sector that can be downloaded in machine-readable format. However, recently, the central dashboard of fisheries information has been changed and navigating between the numerous distinct web pages containing statistical information is somewhat difficult, meaning members of the public might struggle to locate specific information.

Despite the somewhat confusing design of the statistical dashboard, in many respects, MMAF is a leading example of how transparency can be mainstreamed in fisheries management. However, there are aspects where a lack of transparency is evident, and the move towards a quota-based system will require substantial changes in government data to allow for public accountability in how quotas are set and allocated. This includes improving public information on the findings of scientific stock assessments and collating and publishing information on the ownership of fishing quotas. A recent cooperation agreement signed between Indonesia and China opens the door for more significant Chinese investment in fisheries. Consequently, there will be intense public scrutiny on whether the Measured Fishing Policy enables Chinese fishing companies to begin operations in the country.

Further improvements to transparency in Indonesia's marine fisheries sector are essential in the wider context of the upcoming national priority work plan, to be instigated by the new President, Prabowo Subianto. Strengthening food security is to be one of the key pillars for this national planning strategy, which is primarily focused on agriculture and plantations. Enhancing the publicity and accuracy of fisheries data could be vital to ensure Indonesia's marine food sector is part of its broader food security goals.

KEY FINDINGS

PUBLIC ACCESS TO FISHERIES INFORMATION

KEY FINDINGS
 Public access to fisheries information

! Our assessment shows that national authorities in Indonesia consider the collection and publication of online information on the fisheries sector to be an essential aspect of fisheries management. However, certain important information is not publicly accessible, and the complexity of Indonesia's fisheries sector can make the location of information difficult.

Republic of Indonesia

- For **24 out of 32** applicable transparency elements, national authorities in Indonesia publish information online ('Public Access'), albeit with varying quality.
- For **7** transparency elements there is no information published.
- For **1** transparency elements no information has yet been produced by Indonesia's national authorities.

Not produced

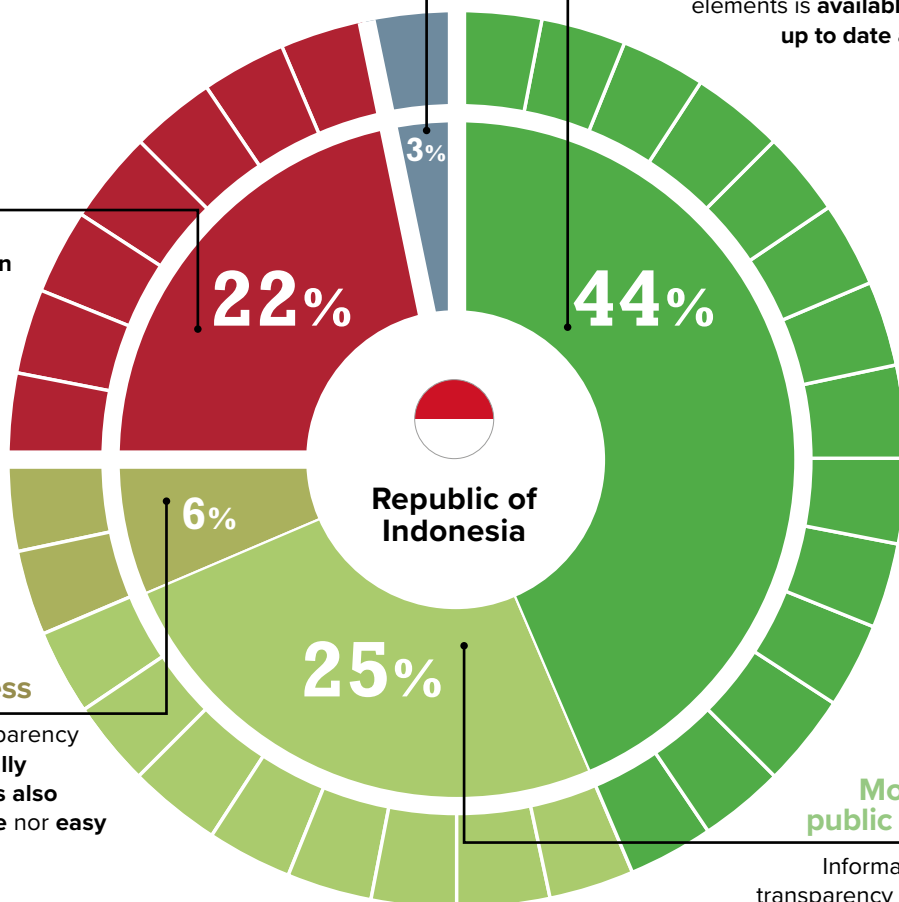
Information for 1 transparency elements has **not been collected** or **compiled yet**.

Strong public access

Information for 14 transparency elements is **available online, up to date and easy to find**.



































































No public access







For 7 transparency elements, **no information is published online**, even though there is evidence that this information is available to national authorities.



7 of the 39 transparency elements are considered as **not applicable** to Indonesia's marine fisheries sector (see [Annex](#)).








DETAILED OVERVIEW







						
Thematic area	ID	Transparency element	AVAILABLE ONLINE?	UP TO DATE?	EASY TO FIND?	
 Fisheries Laws, Regulations and Official Policy Documents	1-A	Laws on marine fisheries				Strong public access
	1-B	Fisheries policy documents				Moderate public access
	1-C	Fisheries management plans				Moderate public access
#1						
 Fisheries Tenure Arrangements	2-A	Commercial fishing (large-scale and small-scale)				Strong public access
	2-B	Coastal subsistence fishing				Not applicable
	2-C	Scientific and exploratory fishing				Strong public access
	2-D	Sport fishing				Strong public access
#2						
 Foreign Fishing Access Agreements	3-A	Foreign-flagged vessels fishing in Indonesia's waters				Not applicable
	3-B	Indonesia-flagged vessels fishing in foreign waters				Not applicable
#3						
 The State of the Fisheries Resources	4-A	National reports on the state of marine fish populations				Moderate public access
	4-B	Scientific stock assessments				Weak public access
#4						
 Large-Scale Fisheries	5-A	Vessels				Strong public access
	5-B	Payments				Moderate public access
	5-C	Catches within Indonesia's waters				Moderate public access
	5-D	Catches outside Indonesia's waters				No public access
	5-E	Landings in Indonesia's ports				Strong public access
	5-F	Transshipments and landings in foreign ports				No public access
	5-G	Discards				No public access
	5-H	Fishing effort				Weak public access
#5						

 To a full extent  To a large extent  To a limited extent  No  Not produced  Not applicable



DETAILED OVERVIEW

Thematic area	ID	Transparency element	AVAILABLE ONLINE?	UP TO DATE?	EASY TO FIND?	
 Small-Scale Fisheries	6-A	Vessels	✓	✓	✓	Strong public access
	6-B	Licenses	—	—	—	Not applicable
	6-C	Fishers	✓	✓	✓	Moderate public access
	6-D	Payments	—	—	—	Not applicable
	6-E	Catches	✓	✓	✓	Moderate public access
	6-F	Discards	⊘	—	—	Not produced
 Post-Harvest Sector and Fish Trade	7-A	Imports	✓	✓	✓	Strong public access
	7-B	Exports	✓	✓	✓	Strong public access
	7-C	Employment in commercial fisheries	✓	✓	✓	Strong public access
	7-D	Employment in informal fisheries	✓	✓	✓	Strong public access
 Fisheries Law Enforcement	8-A	Enforcement of laws	✓	✓	✓	Strong public access
	8-B	Sanctions for major offences	✓	✓	✗	Moderate public access
 Labour Standards	9-A	Enforcement of labour standards	✗	✗	✗	No public access
	9-B	Sanctions for labour standard offences	✗	✗	✗	No public access
 Fisheries Subsidies	10-A	Government financial transfers or subsidies	✗	✗	✗	No public access
 Official Development Assistance	11-A	Assistance for national fisheries development	✗	✗	✗	No public access
	11-B	Assistance for foreign fisheries development	—	—	—	Not applicable
 Beneficial Ownership	12-A	Legal basis for beneficial ownership transparency	✓	✓	✓	Strong public access
	12-B	Beneficial ownership registry	✓	✓	✓	Strong public access
	12-C	Beneficial ownership disclosure in fisheries	—	—	—	Not applicable

 To a full extent
  To a large extent
  To a limited extent
  No
  Not produced
  Not applicable



GIVING MEANING TO TRANSPARENCY: NOTABLE EXAMPLES

The value of this TAKING STOCK assessment does not only lie in understanding what information on a country's marine fisheries is available online, and where gaps exist. Fundamentally, and in very simple terms, **public access to fisheries information is important to help answer critical questions about the sustainability of the sector.**



Given the complexity of fisheries management, answering such questions is not always a straightforward task. However, by increasing public access to fisheries information, governments provide their citizens, business partners and international stakeholders the necessary means to engage in informed public debates.

In Indonesia, the information provided by national authorities allows the public to be informed on several key policy issues and, therefore, helps to answer certain big-picture questions. Notable examples include:

✓	What are the national priorities for fisheries management and the targets for fisheries management?	The Ministry of Marine and Fisheries published comprehensive reports outlining its objectives and measurable targets for fisheries management. Its annual report, entitled “Analysis of Marine Performance Targets”, provides substantial data on the progress made towards achieving these goals. ⁷
✓	How many fishing vessels are authorised to fish in Indonesia, and what are the trends over time?	The Ministry of Transport maintains a vessel registry, which is publicly accessible. ⁸ This contains information on over 14,000 commercial fishing vessels. The dashboard of statistics provided by the MMAF also provides data on the number of fishing vessels, disaggregated according to the vessel type and province. ⁹ The presentation of this data allows for an easy comparison of the number of vessels over time.
✓	What is the potential for increasing fish production?	The MMAF estimates the potential catch for a substantial number of fish species, with estimates provided for each of the 11 Fisheries Management Areas. This data, which is accessible from the dashboard provided by the MMAF, provides an indication of whether fish populations are over-exploited or not.
✓	How is the government addressing illegal fishing?	The Directorate-General of Marine and Fisheries Resources Supervision is the lead organisation within MMAF for addressing compliance in the fisheries sector. It has its own website and produces substantial information on law enforcement activities. It also produces an annual publication with information on performance indicators, including data on how well these have been met. ¹⁰ The Directorate of Violation Handling further provides data on performance targets for the prosecution of illegal fishing. ¹¹
✓	How much fish is exported and imported?	The MMAF’s statistical dashboard provides detailed information on the export and import of major fish products, with data further disaggregated at the provincial level. Data can be retrieved for multiple years, thereby showing historical trends. ¹²
✓	How many people are employed in the fisheries sector, including women in the post-harvest sector?	Indonesia has instigated a personal identification card scheme for those engaged in the fisheries sector, referred to as the Kusuka programme. Data collected from the issuing of Kusuka ID cards is collated and published on the central dashboard of statistics. ¹³ This provides information on the number of fishers and fishworkers at the provincial level, including information on gender. Coverage of the Kusuka programme is not complete, but it is growing.

7 Annual reports on performance targets are available on the MMAF website here: <https://portaldata.kkp.go.id/portals/publikasi/kpda>

8 Available at: <https://portaldata.kemenu.go.id/content/dataset/10463>

9 Available at: <https://portaldata.kkp.go.id/datainsight/data-kapal>

10 This report can be accessed here: <https://kkp.go.id/unit-kerja/djpsdkp/akuntabilitas-kinerja/list/perencanaan-kinerja/all.html>

11 Available at: <https://kkp.go.id/unit-kerja/djpsdkp/akuntabilitas-kinerja/list/pelaporan-kinerja/direktorat-penanganan-pelanggaran.html>

12 Export and import data is available at: <https://portaldata.kkp.go.id/portals/data-statistik/exim/tbl-statis>

13 The Kusuka data can be access at: <https://portaldata.kkp.go.id/datainsight/kusuka>



Indonesia's national authorities do not disclose information on some important issues, even though there is evidence that this information is available. Notable examples include:¹⁴

✘	What is the purpose and value of government subsidies provided to the fisheries sector at the national and provincial levels?	Indonesia provides substantial subsidies to its fisheries sector, including discounted fuel for fishing vessels. Subsidies are also provided at the provincial level. However, the government does not publish reports on the total value of these subsidies.
✘	How does commercial fishing impact the environment, particularly in terms of the volume and consequences of discards at sea?	There is a lack of government information on the ecosystem and biodiversity impacts of different fisheries. While some information is provided for fisheries that are subject to a fisheries management plan, these plans do not provide information on discards or incidental mortality of marine wildlife.
✘	How are the labour rights of fishers protected?	Indonesia has ratified the ILO Work in Fishing Convention (ILO 188), and the MMAF is working with the Ministry of Manpower, the International Labour Organisation and Indonesian civil society organisations to strengthen labour standards and their implementation for the fishing sector. However, there are no government reports on the vulnerabilities of fish workers. Nor are there reports on what progress has been made in improving national and provincial responses.
✘	How do fisheries management decisions balance the needs of small-scale fisheries with those of large-scale operations, and to what extent are small-scale fisheries prioritised?	Although MMAF collates and publishes substantial data on the fisheries sector, information on fish production is not presented in ways that allow for a distinction between the catches made by small-scale fishers compared to large-scale fishing.
✘	Which foreign donors are contributing to the development of Indonesia's fisheries sector, and what are the goals and outcomes of their support?	Indonesia receives substantial support from international donors for the development of its fisheries sector. However, information on aid-funded programmes, including reports on their impact, is not available in any government publications.

¹⁴ It is possible this information is published by national authorities online, but this assessment was unable to locate it, mainly due to the challenges of searching through government websites.

A DEEP DIVE INTO PUBLIC ACCESS TO FISHERIES INFORMATION



Republic of
Indonesia



Additional important insights can be gained by understanding whether the published information ('Public access') meets basic information requirements, is up to date and easy to find.



AVAILABLE
ONLINE?



UP TO DATE?




EASY TO FIND?



AVAILABLE ONLINE?

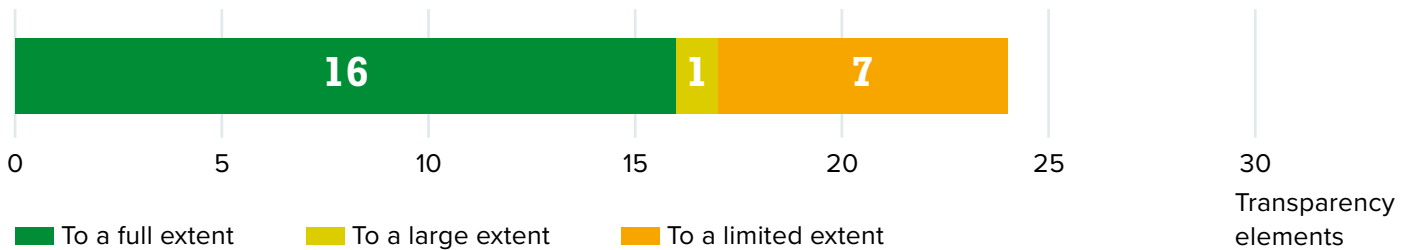
AVAILABLE ONLINE?



Indonesia’s national authorities publish information online for 24 transparency elements (i.e ‘Public access’).¹⁵ Of those elements, more than half (75%) fully meet the information requirements of the FiTI Standard.

A DEEP DIVE INTO PUBLIC ACCESS TO FISHERIES INFORMATION

Is information in accordance with the FiTI Standard available online?



Indonesia’s national authority responsible for marine fisheries management, the Ministry of Marine Affairs and Fisheries (MMAF), collates and publishes substantial information on the fisheries sector. This information is generally well organised on MMAF’s main webpage, meaning a lot of information is accessible and generally easy to find.

Detailed fishery sector statistics are published every two years in the flagship report “Marine and Fisheries in Figures”. This data is also made available through a searchable **dashboard of fisheries statistics**.¹⁶ A large amount of information can be accessed through this dashboard, with most information disaggregated for the provincial level. This includes information on the number of fishing vessels, catch data, trade and consumption information, fish prices and calculations for the value of fisheries Gross Domestic Production (GDP). Additionally, the dashboard provides summary information on catches of fish species at the provincial level compared to government estimates on the potential of sustainable catch levels, thereby communicating the government’s view on the extent of overfishing or underutilisation of fish populations. What is noteworthy about the presentation of data in the dashboard is that each dataset contains information on how data is collected and the definition of key terms. Another positive aspect of this dashboard is that data can be downloaded in machine-readable formats.

¹⁵ From a total of 39 transparency elements, this assessment considers six as being ‘Not applicable’ to Indonesia’s marine fisheries sector, whereas two elements are considered as ‘Not produced’ (meaning the government has not collected or compiled the information requested under this element).

¹⁶ <https://statistik.kkp.go.id/home.php>

The MMAF also provides data on employment in the fisheries sector through the **Kusuka** initiative. This is a national programme that provides all people employed in the fisheries sector with a professional identification card and number. The application for a Kusuka card is not mandatory, but it is used for administering state support to the fisheries sector. The information collated through the Kusuka initiative is uploaded on a dedicated statistical dashboard, showing employment figures for different fisheries jobs, also disaggregated according to the gender, age and education status of employees.

A registry of licensed vessels is provided by the Directorate of Licensing and Services situated under the Ministry of Transportation.¹⁷ This includes the details of over 14,000 fishing vessels authorised to fish in Indonesia's waters.

Another feature of the approach to transparency in managing marine fisheries is using national planning documents that set out the objectives and measurable targets for fisheries management. MMAF has identified indicators of management success across environmental, social and economic dimensions of fisheries. This includes innovative indicators not found in other countries, such as the Fisher's Exchange Rate, which is the ratio of costs incurred by fishers and the prices paid to them for fish products. This indicator is used to monitor the income security of fishers. Several publications report Progress on these success indicators, including the MMAF's annual report, 'Analysis of Marine Performance Indicators of the Marine and Fisheries Sector'. Individual directorates of the MMAF, including the Directorate-General of Marine and Fisheries Resources Supervision, also publish their annual planning documents with measurable targets of success and yearly reports on the extent to which these targets have been met. The MMAF also provides detailed information on its annual budgets and expenditures.

Overall, therefore, the MMAF demonstrates a strong commitment to collating substantial information on the fisheries sector, and it devotes considerable resources to organising and publishing this at regular intervals, thereby ensuring public information is up-to-date. Recently the statistical dashboard of fisheries information has been redesigned, and it is now accessible through the landing page, <https://portaldata.kkp.go.id>. A drop-down menu from this page provides further links to multiple other statistical dashboards and web pages. This assessment finds the organisation of information to be not intuitive and, therefore, hard to navigate. There is a strong possibility that members of the public looking to explore fisheries data through the main portal of information will be confused and may not find everything that is provided.

17 <https://perizinan.kkp.go.id/grid.php?target=aktif&doc=6&q=>



However, there are important aspects where public information appears to be lacking:

■ Catch data for large-scale and small-scale fishing

The presentation of government catch data does not show the catches made by different segments of the fishing fleet. Government information, therefore, does not allow for public understanding of the catches made by large-scale industrial fishing vessels compared to small-scale artisanal fishing vessels. Such organisation of catch data is essential to understand the relative performance of different sub-sectors and changes to this over time. Presenting catch data for small-scale fisheries is strongly recommended by international agreements, including the Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries.

■ Scientific assessments of the health of fish populations

In 2016, the MMAF established an independent and multi-stakeholder committee to conduct assessments of fisheries' resources in Indonesia. This is called the **National Commission for the Assessment of Fish Resources** (*Komnas Kajiskan*). However, this committee does not have an online presence, and there is no information about it on the home page of the MMAF website or access to reports that the committee produces. The committee findings are only made public when a Ministerial Decree adopts them. This limits transparency of the committee's work as only findings that the government approves are published. It also means the publication of the findings and recommendations of the committee are delayed. Furthermore, what is published in Ministerial Decrees is only the summary of findings, not the methods or data used. Improving transparency in the decision-making process for setting catch limits is essential, particularly as Indonesia moves towards implementing a catch-share programme.

■ Information on government subsidies

Indonesia provides multiple government subsidies to the commercial fishing sector at the national and provincial levels, including a fuel subsidy. However, no government report includes information on their value. As a signatory to the new World Trade Organisation's agreement for fishing subsidies, it is incumbent on the government of Indonesia to improve public access to subsidy information, including which companies and sub-sectors benefit from these transfers. This will help improve public understanding of subsidies' social, economic and environmental impacts.

■ Discards in the fisheries sector

This assessment could not locate government information on the rates of discards by different segments of the commercial fishing fleet. It is assumed that such information is collated by public officials. Publishing this information is essential for the public to understand the environmental impact of different fisheries and could help draw attention to necessary reforms to reduce discards.

■ Implementation of labour standards in the fishing sector

The Indonesian government has yet to ratify the 2007 International Labour Organisation Work in Fishing Convention (ILO Convention 188). However, the government has indicated an interest in doing so and is currently working with national and international stakeholders, including the ILO, to improve national laws on labour rights in the fishing sector. Recent efforts include collaboration for inspections between the MMAF and the Ministry of Man Power, supported through an ILO program called the accelerator lab. However, this assessment could not find information on national strategies relating to labour standards and the results of inspections through government reports.

■ ODA projects

Indonesia is the recipient of significant development finance for the fisheries sector and marine conservation. According to data collated through the Creditors Reporting System, over the past few years, Official Development Aid projects in the fisheries sector have been provided by 13 separate bilateral and multilateral donors. This assessment could not locate public information in Indonesia about the purpose and outcomes for all of these programs.



UP TO DATE?

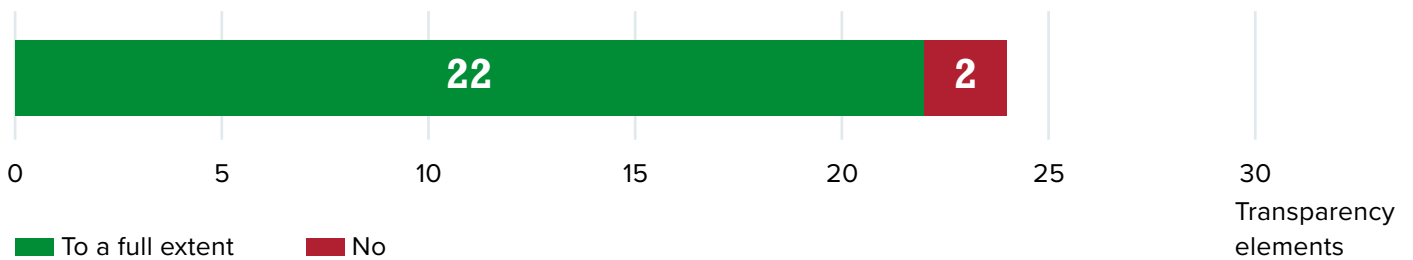
UP TO DATE?



Information published online by Indonesia's national authorities is considered to be fully up to date for 22 of the 24 transparency elements (or 92%).

Fish is a renewable resource that can, if sustainably managed, remain accessible and beneficial for generations. Those making decisions affecting fisheries must be able to have quick and easy access to the latest available data. The importance of up-to-date information takes on an even greater dimension when it comes to time-sensitive issues such as the production of catch data or scientific stock assessments.

Is the published information provided in a timely, up-to-date manner?



The information public authorities publish on the fisheries sector is updated regularly, and key data is provided on time. Many forms of statistical data, such as production figures and export and import of fish products, is updated on a quarterly basis.



EASY TO FIND?

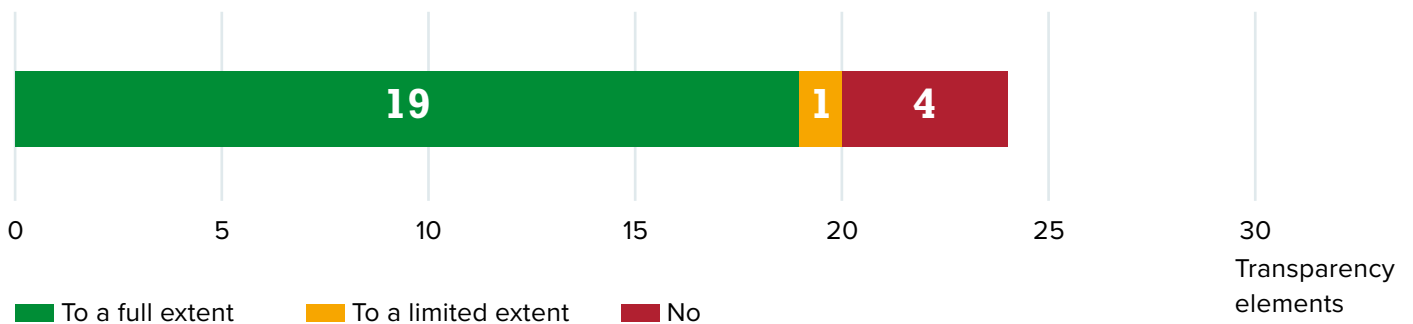
EASY TO FIND?



Information published online by Indonesia's government is generally easy to located, as information for 19 out of 24 transparency elements (or 79%) can be easily found by a layperson.¹⁸

Governments have the responsibility to manage fisheries on behalf of their citizens – and inform them about the current status, opportunities and challenges facing the sector. In the digital age, websites remain one of the most popular mediums to convey such information. However, websites are passive communications channels, and stakeholders have to purposely visit the site, search for the desired content and navigate to find information. If this is difficult or time consuming, stakeholders may lose interest, leaving potentially important information unread and underutilised.

Is the published information easy to find on a government website from a non-expert point of view?



The MMAF has taken the issue of transparency in fisheries management seriously. This is consistent with the country's achievements in moving towards open government, including the launch of the One Data initiative in 2019, which brings a large amount of government data and services into a centralised online government platform. In 2017, the MMAF was chosen as one of 7 government ministries to pilot the One Data programme. Information published by MMAF on fisheries management is therefore substantial, and generally, this is regularly maintained with up-to-date information. MMAF publishes detailed annual reports with fisheries data and publications by the Ministry and its sub-units that set out policy objectives and targets, including information on how these are being met.

¹⁸ Our assessment analysed how easy or difficult it is for a layperson to find information about Indonesia's marine fisheries sector, instead of stakeholders with a background in fisheries and therefore holding a unique advantage in their capacity to locate the information.

As part of the One Data initiative, MMAF has also produced an extensive statistical dashboard that presents data on a map of Indonesia showing the 11 main fisheries management areas: <https://portaldata.kkp.go.id>. This contains an impressive amount of social and economic data for the fisheries sector that can be downloaded in machine-readable format. However, recently, the central dashboard of fisheries information has been changed and navigating between the numerous distinct web pages containing statistical information is somewhat difficult, meaning members of the public might struggle to locate specific information.

Nevertheless, the main webpage of the MMAF is generally well organised with most of the information relevant to this assessment being readily accessible. However, accessing national policy documents and fisheries management plans posed a challenge. Notably, there are no links to policy documents - including the Five-Year plan - on the main webpage of the MMAF. Furthermore, the link to additional information on the Measured Fishing Policy directs users to news articles and press releases, rather than providing access to the actual regulation..

Accessing these documents requires using the search function in the document database provided on the MMAF webpage, maintained by the Legal Documentation and Information Network (JDIH). Members of the public would, therefore, need to know the specific name of the document to find it. The MMAF does not provide a list of key policy documents on its website.

There is also a suboptimal approach to organising the large amount data on the main statistical dashboard.



RECOMMENDATIONS FOR NATIONAL AUTHORITIES OF INDONESIA

Indonesia's national authorities, predominantly MMAF, publish substantial information on the management of its marine fisheries. This demonstrates that fisheries management has responded to national policies to advance open government in Indonesia and that Indonesia's fishing authorities recognise public access to information as vital for sustainable fisheries management.

In order to support Indonesia's efforts regarding transparency of fisheries-related data, our assessment recommends four areas for further improvements.

1. Publish annual information on fishing subsidies

Our assessment considers a lack of public information on subsidies to the fishing sector to be a surprising omission in Indonesia, given the large amount of information MMAF produces. Independent research on fishing subsidies in Indonesia exists, which indicates that data on subsidies is collated and there is a willingness to share this information.

2. Increase transparency on the workings of the National Commission for the Assessment of Fish Resources

The National Commission for the Assessment of Fish Resources is a multistakeholder group that plays a vital function in the sustainable management of fisheries. However, there is a surprising lack of public information provided on the membership of this Commission, and on its activities and findings. This situation could be improved by ensuring that the Commission's research and findings are regularly published. These findings will gain increased public attention as Indonesia implements the Measured Fishing Policy.

Improved transparency of the Commission could be achieved through launching a dedicated website and the production of an annual report, also to be published by the MMAF.

3. Develop public reporting on the allocation of fishing quotas

Public understanding and oversight of the new quota-based system for fisheries in Indonesia requires timely information on the allocation of quotas. MMAF should also consider how information on the trading and leasing of quotas will be collated and published. This information could be essential to monitor the social and economic impact of the new Measured Fishing Policy.



4. Enable data on fish production to be disaggregated for the catches of different sub-sectors

It is an anomaly of how fish production data is published that the relative catches of the small-scale sector can not be easily distinguished from those of larger-scale industrial fisheries. Changes to the publication of fish production data could correct this and, therefore, improve public understanding of how fishing opportunities are distributed among different sectors.

5. Increase awareness of labour standards in the fishing sector and the activities being undertaken by the government to ratify the ILO Convention 188

Indonesia is undertaking important work to improve labour standards in the fishing sector, and move towards the ratification of the ILO Convention 188. It is vital that existing labour standards are publicised by the government and this information is made accessible for those employed in the fishing sector. Information on progress towards ratifying the ILO Convention should also be published.



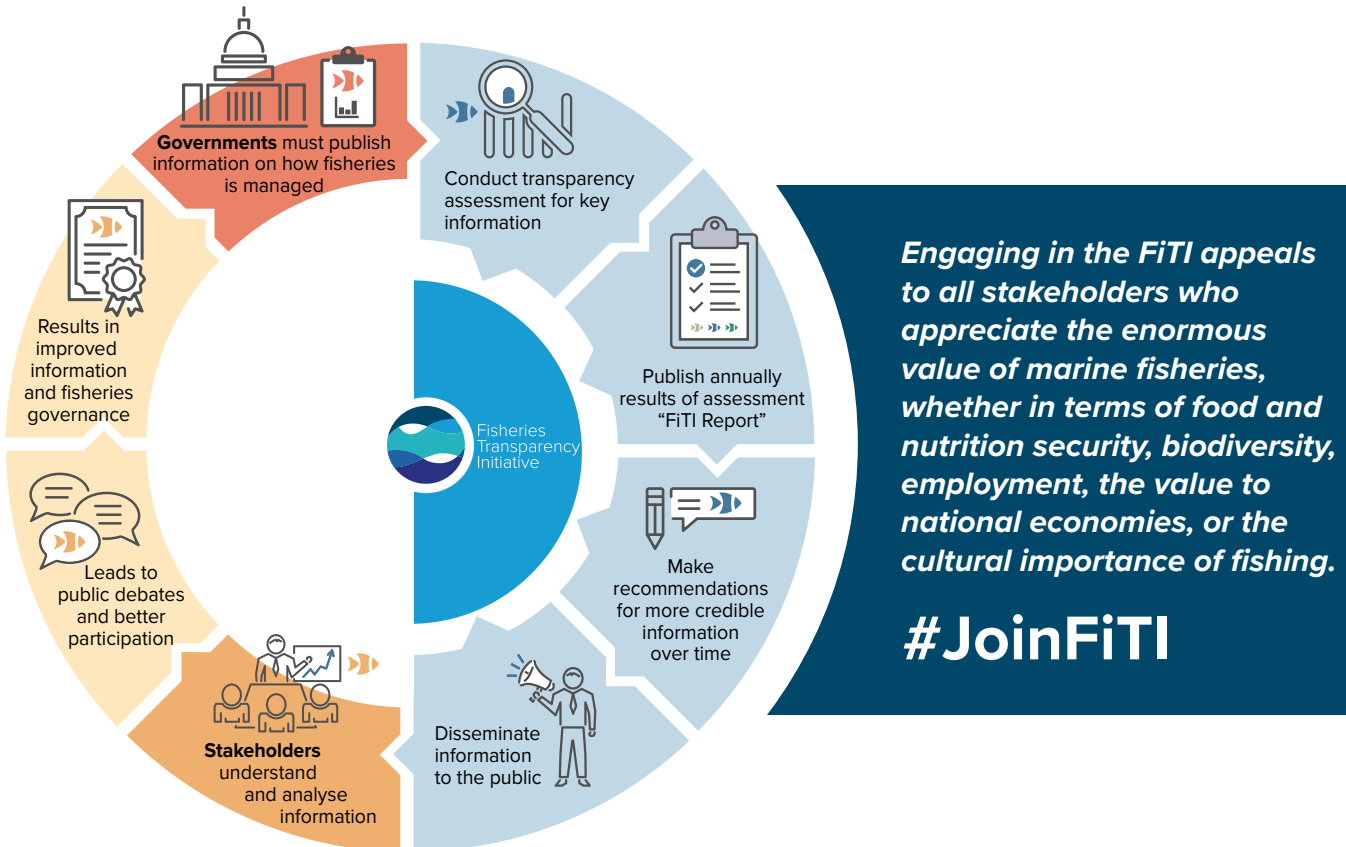
TRANSPARENCY NEEDS TRUST

Public access to information on how Indonesia’s marine fisheries sector is being exploited is fundamental for good governance. This TAKING STOCK assessment provides a sound starting point for national authorities in Indonesia to maintain its high levels of transparency in marine fisheries management. But it does not tell the whole story: challenges still exist that are unlikely to be overcome by a single actor working alone. Such challenges involve determining whether information that is not published online simply does not exist, or whether information that is disclosed is perceived as credible by stakeholders. Addressing such challenges requires a comprehensive and inclusive approach.

Therefore, a collective effort is needed from all relevant stakeholders to incorporate a variety of perspectives and enhance transparency and trust over time.

The Fisheries Transparency Initiative (FiTI) provides such a unique combination of transparency and participation. The FiTI is implemented in countries through National Multi-Stakeholder Groups, consisting of representatives from government, business and organised civil society. These groups work collectively to:

- ▶▶ assess the information in the public domain against the FiTI Standard;
- ▶▶ make recommendations on how to prioritise the closure of information gaps; and
- ▶▶ provide suggestions on how information published by national authorities can be strengthened to further raise levels of openness and public access to information.



ANNEX: ASSESSMENT PROCEDURES

This TAKING STOCK assessment evaluates the disclosure practices of Indonesia's national authorities across 12 thematic areas of **marine fisheries management**,¹⁹ as defined by the FiTI Standard.

In order to avoid ambiguities during the assessment, these 12 thematic areas have been further broken down into **39 transparency elements**. For example, thematic area #1 'Fisheries Laws, Regulations and Official Policy Documents' is broken down into three transparency elements.

The assessment is focused entirely on the availability of information²⁰ provided by Indonesia's national authorities through their own websites and online publications.

This report, the first for Indonesia, does not only seek to provide an overview of what the government publishes regarding a number of key areas of its marine fisheries sector. It also intends to provide a sound basis of information to spark interest among various governmental and non-governmental stakeholders.

The assessment does **not** capture and display the actual underlying information behind each transparency element (e.g. number of vessels), nor does it undertake an independent verification of whether information disclosed online by national authorities is complete or correct. Nevertheless, if compelling evidence of unreliable or contradicting information has been found, it is noted in the Detailed Assessment Report.

Within the scope of this assessment, several different entry points have been utilised to evaluate whether information on Indonesia's marine fisheries sector is published online by national authorities, such as:²¹

- the website of the Ministry of Marine Affairs and Fisheries, <https://kkp.go.id>
- the website of the Ministry of Transportation, <https://portaldata.kemenu.go.id/content/dataset/10463>
- the website of the National Research and Innovation Industry, <https://brin.go.id/orkm/pusat-riset-perikanan/page/publikasi-2>

The assessment was conducted as a **desktop study** without relying on initial input or contributions from Indonesia's national authorities.

The assessment was conducted over a period of 6 months (June – November 2024). The process was officially launched 6 June 2024 when the Directorate General of Capture Fisheries in the Ministry of Marine Affairs and Fisheries was informed about the upcoming assessment, its key parameters and benefits.

The findings and conclusions presented in this report were shared with the relevant national authorities (e.g. Directorate General of Capture Fisheries in the Ministry of Marine Affairs and Fisheries), who were given the opportunity to provide comments or feedback. No comments were received prior to the deadline. Therefore, the report was finalised without government input.

The overall assessment process was conducted under the supervision and responsibility of the FiTI International Secretariat, with significant input from researchers and reviewers.

19 Information on inland fisheries and aquaculture does not form part of this assessment.

20 Kindly note that in the context of this research, the terms '*data*' and '*information*' are used interchangeably. It is acknowledged that while closely intertwined, they differ in meaning and usage (e.g. data is the raw fact, which should be processed to gain information). However, this difference is not of major relevance for this assessment.

21 Information is only considered available online if it is proactively published on a government website and is available without access restrictions (e.g. the need to register online, request the data from a civil servant via email or pay a fee).

As part of this TAKING STOCK assessment, only few transparency elements are considered as not applicable for Indonesia’s marine fisheries:

-	Coastal subsistence fishing	In Indonesian legislation, subsistence fishing is not recognised as a distinct category. Instead, it is classified under the broader small-scale fishing sector.
-	Foreign-fishing access agreements	Indonesia does not have bilateral fishing agreements with third countries.
-	Licences and payments from small-scale fisheries	Small-scale fishers are exempt from paying for fishing licenses.
-	Assistance for foreign fisheries development	Indonesia does not provide development finance to third countries.





Fisheries
Transparency
Initiative

TAKING STOCK

Online Transparency of Fisheries
Management Information



2024 Summary Assessment Report
REPUBLIC OF INDONESIA

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