Pandecta Research Law Journal
ISSN 1907-8919 (Print) 2337-5418 (Online)
Vol. 21 Issue 2 (2026) 309-344
DOI: https://doi.org/10.15294/pandecta.v21i2.59555
Online since: September 1, 2026

Legal Framework for Maritime Museum Development in Coastal Areas: Evidence from Semarang, Indonesia

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Article History

Received: [July 24, 2026] | Revised: [August 31, 2026] | Accepted: [August 31, 2026] | Published: [September 1, 2026]

Abstract

The initiation of establishing a cultural infrastructure in the form of a Maritime Museum by the Semarang City Government manifests a strategic step in optimizing coastal geographic characteristics as an epicenter of maritime education, integrated tourism, and preservation of collective maritime memory. However, this ambitious project with an estimated building site area of five hectares in the northern coastal region faces overlapping spatial regulations, uncertainty of land tenure status, and vulnerability of coastal ecosystem degradation. This study comprehensively analyzes the legal feasibility of land tenure, spatial planning, and environmental management across three alternative locations (Pearl of Java City, Polder Banger, and Tambachlorok). Utilizing a normative-juridical approach, this study evaluates the dynamics of

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foundational licensing post-implementation of the job creation regulations, which shifts the paradigm from traditional administrative permits to risk-based approvals. The comparative analysis recommends Pearl of Java City as the primary priority for construction based on spatial conformity parameters, subject to the mandatory completion of land rights transfer of reclaimed land as a municipal asset (Regional Property). This study concludes that the acquisition of hierarchically structured legal instruments ranging from land rights procurement, marine and terrestrial spatial conformity, to national institutional registration is an absolute prerequisite to ensure the sustainability of public investment, mitigation of administrative litigation risks, and ecological protection of the Semarang City coast.

KEYWORDS: *Maritime Museum; Coastal Law; Spatial Utilization; Right of Use; Building Approval*

Introduction

Semarang has historically held a central position as one of the major port cities on the north coast of Java since the colonial era. To revitalize this maritime identity and stimulate the regional creative economy, the Semarang City Government is planning a large-scale cultural infrastructure development in the form of a Maritime Museum, projected to require five hectares of space in the coastal area. The dynamic and ecologically vulnerable geographical characteristics of the coastal area mean that this development plan cannot be viewed simply as an ordinary physical construction project. This project is intersected by various complex legal regimes, including spatial planning law, national land law, coastal area management law, and environmental protection law. Accelerated development in coastal areas without a solid legal analysis often triggers asset ownership conflicts, spatial planning discrepancies, and even administrative lawsuits. Therefore, an in-depth legal study is needed to map regulatory compliance from the spatial planning stage to the operationalization of the museum institution itself.[1]

[1] See Kenneth R Hall, *A History of Early Southeast Asia: Maritime Trade and Societal Development, 100–1500*, vol. 13 (Lanham: Rowman & Littlefield, 2010), 41; Nanto Sriyanto, "Global Maritime Fulcrum, Indonesia-China Growing Relations, and Indonesia's Middlepowermanship in the East Asia Region," *Jurnal Kajian Wilayah* 9, no. 1 (2018): 4, https://doi.org/10.14203/jkw.v9i1.784; Yety Rochwulaningsih et

The development of the Maritime Museum by the Semarang City Government (Pemkot) is a strategic initiative to develop the coastal area's potential as an educational center, tourism destination, and a vehicle for preserving maritime history. As one of the major port cities on the north coast of Java, Semarang holds historical and cultural value worthy of being highlighted through a maritime-themed museum to strengthen the city's maritime identity and stimulate the regional economy.[2]

The project, planned to be built on approximately 5 (five) hectares of coastal land, requires a complex administrative and regulatory process. The nature of the coastal location requires compliance with various interrelated legal provisions, ranging from compliance with the Spatial Planning (RTRW), environmental permits, coastal area management, and land legality. A comprehensive legal review is needed to ensure spatial planning compliance, provide legal certainty regarding land status, prevent the risk of environmental violations, ensure the validity of all permits, and serve as a basis for planning and overseeing the museum's development as a strategic public asset.[3]

The legal basis for this project is spread across several regulations, including Law Number 26 of 2007 concerning Spatial Planning, Law Number 27 of 2007 in conjunction with Law Number 1 of 2014 concerning Management of Coastal Areas and Small Islands, and Government Regulation Number 18 of 2021 concerning Management Rights, Land Rights, Apartment Units, and Land Registration. More specifically, there are eight mandatory legal instruments that must be fulfilled in stages: proof of land status, Suitability of Spatial Utilization Activities (KKPR), Environmental Impact Analysis (AMDAL), Traffic Impact Analysis (ANDALALIN), Building Construction

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al., "Marine Policy Basis of Indonesia as a Maritime State: The Importance of Integrated Economy," *Marine Policy* 108 (2019), https://doi.org/10.1016/j.marpol.2019.103602.

2 Semarang City Government, "Draf Analisis Pembentukan Museum Maritim," *Internal Report of the Semarang City Government* (Semarang, 2024), 2; Sharon Macdonald, *A Companion to Museum Studies*, *A Companion to Museum Studies*, 2007, 3, https://doi.org/10.1002/9780470996836; Janet Marstine, *The Routledge Companion to Museum Ethics: Redefining Ethics for the Twenty-First Century Museum*, *The Routledge Companion to Museum Ethics: Redefining Ethics for the Twenty-First Century Museum*, 2012, 12, https://doi.org/10.4324/9780203815465; Marjorie Schwarzer, "Routledge Companion to Museum Ethics," *Museum Management and Curatorship* 26, no. 3 (2011), https://doi.org/10.1080/09647775.2011.587275; Rosa Ristawati et al., "Constitutional Protection of Cultural Heritage in Indonesia: The Role of Museums in Preserving National Identity and Public Welfare," *Sriwijaya Law Review* 9, no. 1 (2025): 52, https://doi.org/10.28946/slrev.Vol9.Iss1.3348.pp49-70.

3 Semarang City Government, "Draf Analisis Pembentukan Museum Maritim," 2; Rokhmin Dahuri, *Pengelolaan Sumber Daya Wilayah Pesisir Dan Lautan Secara Terpadu* (Jakarta: Pradnya Paramita, 2001), 142.

Approval (PBG), Certificate of Functional Worthiness (SLF), Museum Registration with the Ministry of Education, Culture, Research, and Technology, and Museum Operational Permit.[4]

To place the urgency of this research within the academic realm, it is important to explore and combine several relevant previous literatures. A comparative study of land ownership and acquisition in reclaimed coastal areas has been extensively analyzed by Urip Santoso, who mapped the legal status of reclaimed land as state land and detailed the mechanisms for transferring rights to private parties and local governments.[5] In essence, the rights to reclaimed land do not arise automatically, but require a determination from the authorized agency for the sake of certainty of land law.[6] In addition, analysis of civil relations in the use of reclaimed land shows that there are variations in rights that can be granted, both in the form of Building Rights and Right of Use above Management Rights, the management of which is subject to public law as well as civil law.[7] In the context of spatial planning, the dynamics of the implementation of the Suitability of Spatial Utilization Activities (KKPR) post-job creation regulation plays a vital role in controlling land ownership spatially.[8] Implementation of these control instruments also faces significant technical and administrative challenges at the district and city government levels, as reflected in the business licensing process.[9]

The importance of integrating spatial planning and ecological protection is also reflected in the management of environmental prevention instruments. The conceptualization of Environmental Impact Analysis (AMDAL) as a preventive

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[4] See Semarang City Government, "Draf Analisis Pembentukan Museum Maritim," 3–4; Juniarso Ridwan and Achmad Sodik, *Hukum Tata Ruang Dalam Konsep Kebijakan Otonomi Daerah* (Bandung: Nuansa, 2016), 56; Ade Fartini et al., *Hukum Tata Ruang: Dalam Konsep Kebijakan Otonomi Daerah*, *Diktum*, vol. 1, 2022; Boedi Harsono, *Hukum Agraria Indonesia: Sejarah Pembentukan Undang-Undang Pokok Agraria, Isi Dan Pelaksanaannya, Cetakan Kesembilan, Edisi Revisi* (Jakarta: Djambatan, 2003), 265.

[5] Urip Santoso, "Perolehan Hak Atas Tanah Yang Berasal Dari Reklamasi Pantai," *Mimbar Hukum* 27, no. 2 (2015): 215, https://doi.org/https://doi.org/10.22146/jmh.15886.

[6] Santoso, "Perolehan Hak Atas Tanah Yang Berasal Dari Reklamasi Pantai."

[7] Santoso, "Perolehan Hak Atas Tanah Yang Berasal Dari Reklamasi Pantai" 218.

[8] Berliyan Erika Putri and Sri Setyadji, "Prinsip Hukum Hak Guna Bangunan (HGB) Di Atas Hak Pengelolaan (HPL) Pada Tanah Hasil Reklamasi Dalam Perspektif UUPA," *IBLAM Law Review* 4, no. 3 (2024): 12, https://doi.org/10.52249/ilr.v4i3.415.

[9] Santoso, "Perolehan Hak Atas Tanah Yang Berasal Dari Reklamasi Pantai," 220; Urip Santoso, *Hukum Agraria Kajian Komprehensif*, *Kencana*, 2012, 121; Mahendra Faris and Nur Adhim, "Legitimasi Hak Kepemilikan Tanah Reklamasi," *Gorontalo Law Review* 6, no. 1 (2023): 205, https://doi.org/10.32662/golrev.v6i1.2729; Iwan Muri Susanto, Inge Dwisvimiar, and Rani Sri Agustina, "Status Tanah Hasil Reklamasi: Studi Empiris Pasca Pengesahan Peraturan Cipta Kerja," *Yustisia Tirtayasa : Jurnal Tugas Akhir* 3, no. 3 (2023): 327, https://doi.org/10.51825/yta.v3i3.21897.

planning tool for potential coastal environmental damage following the Job Creation Law plays a crucial role in limiting the negative impacts of large-scale physical development.[10]The repositioning of environmental permits into environmental approvals in national legislation has broad legal consequences for administrative and criminal law enforcement and oversight mechanisms.[11]Finally, the technical-operational aspects of the physical construction of public buildings are based on the regulatory transformation from Building Construction Permits (IMB) to Building Construction Approvals (PBG), which emphasize technical standards for the reliability and safety of building structures.[12]

Although previous studies have addressed land, spatial planning, environmental issues, and building permits separately, no research has integrated all of these legal instruments into a specific and comprehensive feasibility analysis for public infrastructure development projects in coastal areas. This theoretical and practical gap is what this study fills. The uniqueness and novelty of this research lies in the multidisciplinary synthesis of eight mandatory legal instruments to develop structured regulatory guidelines for local governments in establishing a Maritime Museum in the coastal area of Semarang City.[13]

Building upon that review, the research gap addressed by this article can be stated precisely. Existing scholarship examines each licensing instrument in isolation, namely spatial suitability, environmental approval, traffic impact analysis, or building approval, and does so largely for commercial or residential projects situated on land whose status is already settled. Adiningsih and colleagues examine spatial suitability at the level of business licensing but do not

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[10] Hadi Arnowo, "Assessing the Potential Suitability of Spatial Utilization Activities (KKPR) for Spatial Utilization Control and Land Order," *Widya Bhumi* 3, no. 2 (2023): 101, https://doi.org/10.31292/wb.v3i2.59.

[11] Hadi Arnowo, "Assessing the Potential Suitability" 105.

[12] Dyah Fitriani Adiningsih, Sutaryono Sutaryono, and Wahyuni Wahyuni, "Penyelenggaraan Perizinan Kesesuaian Kegiatan Pemanfaatan Ruang Pada Sektor Berusaha Di Kabupaten Pati Jawa Tengah," *Tunas Agraria* 6, no. 1 (2023): 15, https://doi.org/10.31292/jta.v6i1.198; Takdir Rahmadi, *Hukum Lingkungan Di Indonesia* (Jakarta: RajaGrafindo Persada, 2015), 108; N H T Siahaan, *Hukum Lingkungan Dan Ekologi Pembangunan* (Jakarta: Erlangga, 2004), 72.

[13] See Oloan Sitorus, Mitra Wulandari, and Eri Khaeruman, "Ketidakefektifan Pengaturan Penguasaan Tanah Di Wilayah Pesisir Dan Pulau-Pulau Kecil," *BHUMI: Jurnal Agraria Dan Pertanahan* 7, no. 1 (2021): 9, https://doi.org/https://doi.org/10.31292/bhumi.v7i1.475; Endah Pertiwi, "Status Hukum Tanah Dan Hak Masyarakat Pesisir Pantai Atas Kebijakan Reklamasi Pantai Dan Laut Serta Implikasinya Berdasarkan Pulau-Pulau Kecil Yang Ada Di Indonesia," *Jurnal Rechten : Riset Hukum Dan Hak Asasi Manusia* 5, no. 1 (2023): 11, https://doi.org/10.52005/rechten.v5i2.115.

extend the analysis to public facilities, while Arnowo assesses spatial suitability as an instrument of land control without addressing its interaction with environmental approval. Fatchullah and colleagues analyse environmental licensing procedures in isolation from spatial planning, and Situngkir examines the transition from building permit to building approval without connecting it to the preceding instruments. None of these studies establishes the sequential dependency among the instruments, and none applies that sequence to a public cultural facility constructed on reclaimed land whose status has not been settled.[14]

This article therefore contributes an integrated feasibility framework in which the eight mandatory instruments are arranged according to their legal dependency rather than presented as parallel requirements. The remainder of the article proceeds in three parts. The first compares the legal feasibility of the three candidate locations against explicit weighted criteria, so that the recommendation rests on a traceable assessment rather than on narrative impression. The second examines the foundational instruments, namely spatial suitability, environmental approval, and traffic impact analysis, and assesses whether each operates as a substantive safeguard or has been reduced to a procedural formality. The third examines construction and institutional approvals, namely building approval, functional worthiness certification, museum registration, and operational permission, and identifies the accountability gaps arising from the shift from permit to technical approval.[15]

Method

The statutory approach was operationalised through three successive steps. First, all norms governing the eight instruments were inventoried and arranged according to their hierarchy under Law Number 12 of 2011. Second, each norm was tested for consistency against the norms situated above it and against norms of equal rank governing adjacent sectors, so that overlaps between the spatial

[14] Untung Sri Hardjanto and Eko Sabar Prihatin, "Pengelolaan Benda Cagar Budaya Di Museum Ronggowarsito Menurut Undang-Undang Nomor 11 Tahun 2010 Tentang Cagar Budaya," *Diponegoro Law Journal* 5, no. 2 (2016): 8, https://doi.org/https://doi.org/10.14710/dlj.2016.11044.

[15] See Lyndel V. Prott and Patrick J. O'Keefe, "'Cultural Heritage' or 'Cultural Property'?," *International Journal of Cultural Property* 1, no. 2 (1992): 312, https://doi.org/10.1017/S094073919200033X; Craig Forrest, *International Law and the Protection of Cultural Heritage*, *International Law and the Protection of Cultural Heritage*, 2012, 332, https://doi.org/10.4324/9780203865194.

planning, environmental, coastal, and building regimes could be identified. Third, the norms were arranged according to their sequential dependency, that is, according to which instrument constitutes a legal prerequisite for the issuance of another. The conceptual approach was operationalised by deriving the working meaning of spatial suitability, land control, and functional worthiness from legal doctrine, and then applying those meanings as the analytical criteria against which the positive norms were assessed.[16]

Legal materials were selected according to three explicit criteria, namely direct regulatory relevance to one of the eight instruments, currency in the sense that the norm remains in force following the enactment of Law Number 6 of 2023, and authority in the sense that primary materials are drawn from statutes, government regulations, and ministerial regulations, while secondary materials are confined to peer-reviewed journal articles and academic monographs. Materials originating from news portals, non-governmental organisation reports, and institutional websites were excluded because their evidentiary weight cannot be tested through the ordinary criteria of legal scholarship.[17]

The deductive-inductive flow of reasoning employed here operates in two directions. Deductively, general norms contained in the statutes were applied to the specific circumstances of the proposed museum in order to determine the legal consequences attaching to each candidate location. Inductively, the technical characteristics of each location, namely land status, hydrological function, and vulnerability to tidal inundation, were abstracted into general criteria of legal feasibility that can be applied to comparable coastal projects in other municipalities.[18]

Two limitations are acknowledged. First, the study is confined to normative materials and does not include field verification of administrative practice, so that findings concerning the duration of licensing procedures rest upon the periods stipulated in the regulations rather than upon observed practice. Second, the selection of secondary materials is necessarily bounded by accessible peer-reviewed literature in Indonesian and English, which may under-represent studies published in other languages. To limit the bias arising from source selection, every proposition concerning land status and licensing

[16] Soerjono Soekanto and Sri Mamudji, *Penelitian Hukum Normatif: Suatu Tinjauan Singkat* (Jakarta: Rajawali Pers, 2015), 13; Peter Mahmud Marzuki, *Penelitian Hukum* (Jakarta: Kencana, 2010), 133.

[17] Ida Nurlinda, *Prinsip-Prinsip Pembaruan Agraria: Perspektif Hukum* (Jakarta: RajaGrafindo Persada, 2009), 75.

[18] Mochtar Kusumaatmadja, *Konsep-Konsep Hukum Dalam Pembangunan* (Bandung: Alumni, 2002), 14.

sequence is grounded in a primary legal instrument, with secondary literature used only for interpretation.[19]

The comparison of the three candidate locations was conducted systematically against five criteria, namely the clarity of land status, the availability of a legal mechanism for acquiring rights, conformity with the spatial plan and the coastal zoning plan, environmental and hydrological risk, and the estimated duration of the licensing process. Each criterion was assessed on a three-point scale, and the criteria concerning land status and spatial conformity were assigned double weight because a deficiency in either forecloses the project entirely, whereas deficiencies in the remaining criteria can be mitigated through technical measures.[20]

This research uses a normative legal research method (doctrinal legal research). According to Soerjono Soekanto and Sri Mamudji, normative legal research focuses on the analysis of library materials or secondary data, including legal principles, legal systematics, levels of vertical and horizontal synchronization, and comparative law. The approaches used in this research are the statute approach and the conceptual approach. The statutory approach is carried out by examining agrarian, spatial planning, and environmental regulations, while the conceptual approach is used to dissect coastal land doctrines and state administrative law.[21]

The type of data used is secondary data obtained through literature studies, which are divided into primary, secondary and tertiary legal materials.[22] Primary legal materials consist of Law Number 5 of 1960 concerning Basic Agrarian Principles, Law Number 26 of 2007 concerning Spatial Planning, Law Number 32 of 2009 concerning Environmental Protection and Management, Law Number 1 of 2014 concerning Management of Coastal Areas and Small Islands, Law Number 6 of 2023 concerning Job Creation, Government Regulation Number 16 of 2021, Government Regulation Number 18 of 2021, Government Regulation Number 22 of 2021, and Regulation of the Minister of Agrarian Affairs and Spatial Planning Number 3 of 2024. Secondary legal materials are obtained from legal textbooks, reputable scientific journal articles, and related research reports.[23]

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[19] Roni Hantijo Soemitro, *Metodologi Penelitian Hukum Dan Jurimetri* (Jakarta: Ghalia Indonesia, 2018), 35; Satjipto Rahardjo, *Ilmu Hukum* (Bandung: Citra Aditya Bakti, 2012), 41.

[20] Philipus M. Hadjon, *Pengantar Hukum Administrasi Indonesia* (Yogyakarta: UGM Press, 2008), 127.

[21] Soekanto and Mamudji, *Penelitian Hukum Normatif: Suatu Tinjauan Singkat*.

[22] Soekanto and Mamudji, *"Penelitian Hukum Normatif: Suatu Tinjauan Singkat"* 12.

[23] A P Parlindungan, *Pendaftaran Tanah Di Indonesia* (Bandung: Mandar Maju, 2009), 34.

Data collection was carried out through library research, namely reviewing laws and regulations, books, journals and other relevant written sources as a theoretical basis.[24] Data processing techniques use qualitative descriptions because the primary data are not in the form of measurable numbers; normative legal research emphasizes speculative-theoretical steps and normative-qualitative analysis.[25] The analysis was carried out using a deductive-inductive flow, starting from the national legal framework which was then made relevant to the local implementation context (Semarang City Spatial Plan and detailed project plan) to identify regulatory gaps, the legal consequences of three alternative locations, and the formulation of structured licensing recommendations.

Results & Discussion

A. Legal Comparative Analysis of the Feasibility of Alternative Locations

The location for the Maritime Museum must be determined by considering the legal dynamics inherent in each area proposed by the Semarang City Government. The three alternative locations subject to comparative study are the Pearl of Java (POJ) City area, the Banger Polder, and Tambaklorok.

The POJ City area is a coastal reclamation area that is geographically strategically located near the port and has been accommodated in the Semarang City Spatial Plan (RTRW) as a tourism and maritime history zone. From the perspective of national land law, reclaimed land has a specific legal character.1 Based on the principles of agrarian law, new land formed as a result of human intervention (reclamation) is automatically controlled directly by the state and has the status of state land. The legal relationship between the private developer (in this case PT Indo Perkasa Utama as the holder of the historical location permit) and the land is based on the permit for the use of marine space and the implementation of reclamation issued by the Central Java Provincial Government.[26]

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[24] Bambang Waluyo, *Penelitian Hukum Dalam Praktek* (Jakarta: Sinar Grafika, 1991), 50.

[25] Soemitro, *Metodologi Penelitian Hukum Dan Jurimetri*.

[26] Santoso, "Perolehan Hak Atas Tanah Yang Berasal Dari Reklamasi Pantai," 216; Muhammad Bakri, *Hak Menguasai Tanah Oleh Negara: Paradigma Baru Untuk Reformasi Agraria* (Malang: Universitas Brawijaya Press, 2011), 58.

To establish a Maritime Museum on this land, the Semarang City Government must undergo procedures for obtaining legal land rights in accordance with the provisions of Article 49 of Government Regulation Number 18 of 2021. Local governments can obtain land rights in the form of Right of Use or Management Rights (HPL). The acquisition of these property rights (zakelijk recht) is obtained through a government determination mechanism in the form of a Decree on the Granting of Rights (SKPH) issued by the Head of the National Land Agency of the Republic of Indonesia upon the applicant's request. Considering that the POJ City land is being developed by a private party, the Semarang City Government is recommended to implement a scheme to hand over part of the reclaimed land for public interest in order to fulfill its obligation to provide social facilities and public facilities (public utilities). Through this handover mechanism, the museum site land can be certified de jure with the status of Right of Use in the name of the Semarang City Government, thus being recorded as legitimate Regional Property (BMD) and protected from third-party ownership claims in the future.[27]

The second alternative location is the Banger Polder, located in East Semarang. Functionally, this area was designed and built as a technical infrastructure for flood control and macro-drainage management. In the Semarang City Spatial Plan (RTRW), the Banger Polder area is designated as a strategic water resources infrastructure area. If the Semarang City Government forces the physical construction of the Maritime Museum in this location, a very serious regulatory conflict (conflict of norms) will arise. Based on the provisions of Law Number 26 of 2007 concerning Spatial Planning, all spatial use must comply with a hierarchically established spatial plan. The construction of a permanent museum building covering five hectares on a water catchment area has the potential to damage the region's micro and macro hydrological systems.[28]

Administratively, construction without a Spatial Utilization Activity Conformity Approval (PKKPR) that is in accordance with the land use

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[27] Santoso, "Perolehan Hak Atas Tanah Yang Berasal Dari Reklamasi Pantai"; Urip Santoso, "Pendaftaran Dan Peralihan Hak Atas Tanah," *Kencana*, 2019, 88; Bella Krisita Alviola and Ana Silviana, "Jangka Waktu HGB Di Atas HPL Pasca PP No 18 Tahun 2021," *Notarius* 16, no. 2 (2023): 770, https://doi.org/10.14710/nts.v16i2.41477.

[28] Hensi Novelly Irwan and Sukirno Sukirno, "Keadilan Restoratif Sebagai Alternatif Dalam Penyelesaian Pelanggaran Tata Ruang," *Notarius* 16, no. 2 (2023): 961, https://doi.org/10.14710/nts.v16i2.50236; Muh Aris Marfai and Lorenz King, "Coastal Flood Management in Semarang, Indonesia," *Environmental Geology*, 2008, 1512, https://doi.org/10.1007/s00254-007-1101-3.

constitutes a serious violation of Article 37 of Law Number 26 of 2007, which can have implications for the cancellation of construction permits and the imposition of administrative sanctions in the form of building demolition. Furthermore, cross-agency coordination with the Pemali-Juana River Basin Center (BBWS) as the river basin management authority will be very difficult to provide technical recommendations due to the potential for a significant reduction in the polder's capacity.[29]

Tambaklorok is a fishing village area designated as a coastal use zone for fisheries and marine tourism in the Central Java Province Coastal Area and Small Islands Zoning Plan (RZWP3K). Most of the potential land in Tambaklorok is classified as uncertified coastal accretion. Legally, coastal land is directly controlled by the state, under the supervision of the Governor. The Semarang City Government could apply for a Right of Use (Hak Pakai) on this state land for the construction of non-commercial public service facilities such as a museum.[30]

However, the Tambaklorok location faces two fundamental legal and ecological constraints. First, the coastal setback: based on the provisions of Article 1 number 21 of Law Number 1 of 2014 concerning the Management of Coastal Areas and Small Islands, the coastal setback is defined as land along the edge whose width is proportional to the physical shape of the coast, with a minimum limit of 100 (one hundred) meters from the highest tide point towards the land.13 Consequently, the construction of a permanent museum building is strictly prohibited within the 100 (one hundred) meter zone in order to maintain public safety and the balance of the coastal ecosystem.[31]

Second, the doctrine of vanished land: the Tambaklorok area is extremely vulnerable to tidal flooding and land subsidence. Based on Regulation of the Minister of Agrarian Affairs and Spatial Planning/Head of the National Land Agency Number 3 of 2024, land that has suffered permanent physical damage due to natural events that cannot be identified, used, or legally reused is classified as vanished land. If the museum site area is permanently submerged due to tidal flooding, then the ownership status of the Right to Use or Right to Manage over the land is automatically legally revoked (ipso jure). This poses the

[29] Irwan and Sukirno, "Keadilan Restoratif Sebagai Alternatif Dalam Penyelesaian Pelanggaran Tata Ruang"; Ridwan HR, *Hukum Administrasi Negara* (Jakarta: Rajawali Pers, 2014), 217.

[30] Dikdik Mohamad Sodik, *Hukum Laut Internasional Dan Pengaturannya Di Indonesia* (Bandung: Refika Aditama, 2014), 104.

[31] See Dhiana Puspitawati, *Hukum Laut Internasional* (Depok: Kencana, 2017), 118; Malcolm N Shaw, *International Law* (Cambridge: Cambridge University Press, 2017), 420.

risk of the loss of high-value public investment assets sourced from the Regional Revenue and Expenditure Budget (APBD).[32]

The determination of the most suitable location is carried out by considering three alternatives proposed by the Semarang City Government, namely Pearl of Java (POJ) City, Polder Banger, and Tambaklorok.[33]

*First*The POJ City area is located near the port and falls within the strategic tourism and maritime history zone within the Semarang City Spatial Plan (RTRW). The main challenge lies in the status of the reclaimed land, managed by a private developer under a permit from the Central Java Provincial Government. Reclaimed land has a special legal status: its status is state land, as its ownership stems from a permit for the use of marine space, not conventional land rights.[34] For district/city governments, the rights to reclaimed land that can be obtained are Right of Use or Right of Management, which are obtained through a government decision in the form of a decree granting rights.[35] The recommended mechanism is to grant a Right of Use (Hak Pakai) to the Semarang City Government in accordance with Article 49 of Government Regulation No. 18 of 2021, or to hand over the reclaimed land for public use, so that the museum is registered as a certified Regional Property (BMD) in the name of the City Government. Accompanying critical permits include KKPR approval, AMDAL documents, and a recommendation from the Governor of Central Java as the reclamation permit issuer; failure to obtain any of these could render the development administratively invalid.[36]

Second, Banger Polder functions as a water management and flood control infrastructure in East Semarang, and in the RTRW is classified as a strategic area for water resources infrastructure. The main legal risk is violation of hydrological and spatial planning functions, because the main function of the area is not tourism or culture; utilization of part of the area is only possible as

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[32] Irwan and Sukirno, "Keadilan Restoratif Sebagai Alternatif Dalam Penyelesaian Pelanggaran Tata Ruang"; Muh Aris Marfai and Lorenz King, "Tidal Inundation Mapping under Enhanced Land Subsidence in Semarang, Central Java Indonesia," *Natural Hazards* 44, no. 1 (2008): 101, https://doi.org/10.1007/s11069-007-9144-z; Muh Aris Marfai and Lorenz King, "Monitoring Land Subsidence in Semarang, Indonesia," in *Environmental Geology*, vol. 53, 2007, 655, https://doi.org/10.1007/s00254-007-0680-3; Yossi Giovanie et al., "Land Subsidence in the North Coastal Semarang City for Socioeconomic Activities," *TEMALI : Jurnal Pembangunan Sosial* 6, no. 1 (2023): 19, https://doi.org/10.15575/jt.v6i1.21935.

[33] Semarang City Government, "Draf Analisis Pembentukan Museum Maritim," 4–5.

[34] Santoso, "Perolehan Hak Atas Tanah Yang Berasal Dari Reklamasi Pantai."

[35] Santoso, "Perolehan Hak Atas Tanah Yang Berasal Dari Reklamasi Pantai" 221.

[36] Maria S Sumardjono, *Kebijakan Pertanahan: Antara Regulasi Dan Implementasi* (Penerbit Buku Kompas, 2007), 91.

long as it does not disrupt the flood control function and is coordinated with the Pemali-Juana River Basin Center, while development without KKPR approval has the potential to violate Article 37 of Law No. 26 of 2007.[37]

Third Tambaklorok is included in the coastal utilization zone for fisheries and marine tourism according to the Central Java Province RZWP3K, in line with the development of a coastal economy based on local culture. Most of the land is state land that has not been certified or emerging land, so the mechanism that can be taken is the granting of Use Rights or the establishment of Management Rights; Use Rights are more appropriate for museums as non-commercial public facilities. The biggest challenge is the vulnerability to tidal flooding and abrasion which requires a strict environmental assessment and building design mitigation.[38]

Regulatory Aspects	POJ City	Banger Polder	Tambaklorok
RTRW Compliance	Appropriate (Tourism/Maritime History)	Less suitable (Flood Control)	Suitable (Coastal & Marine Tourism)
Land Status	Reclaimed land (requires Right of Use)	BMD infrastructure assets	State land does not have a certificate (requires Right of Use/HPL)
Major Legal Risks	Legal relationship with developers and provincial authorities	Violation of hydrological and spatial planning functions	Rob/abrasion and determinatio n of land status

[37] Semarang City Government, "Draf Analisis Pembentukan Museum Maritim," 11–13; Philipus M. Hadjon, *Perlindungan Hukum Bagi Rakyat Di Indonesia: Sebuah Studi Tentang Prinsip-Prinsipnya, Penanganannya Oleh Pengadilan Dalam Lingkungan Peradilan Umum Dan Pembentukan Peradilan Administrasi Negara* (Surabaya: Bina Ilmu, 1987), 84.

[38] Semarang City Government, "Draf Analisis Pembentukan Museum Maritim," 15–17; Sukanda Husin, *Penegakan Hukum Lingkungan Indonesia* (Jakarta: Sinar Grafika, 2009), 55.

Recommendation	Top priority	Not recommended	Second priority alternative

TABLE 1. Comparison of Legal Feasibility of Alternative Locations

Applying the five weighted criteria set out in the methodology yields a traceable ordering of the three candidate locations. POJ City scores highest because its land status can be settled through a defined legal mechanism, its spatial designation conforms to the applicable plan, and its hydrological risk is manageable through engineering measures, notwithstanding that the duration of its licensing process is not the shortest. Tambaklorok scores in the middle range because its spatial designation is favourable while its exposure to tidal inundation is severe. Banger Polder scores lowest because its hydrological function as a retention area constitutes a deficiency in a double-weighted criterion, which forecloses the location irrespective of its performance on the remaining criteria.[39]

Three practical obstacles attach to the recommended location and must be addressed at the planning stage rather than discovered during implementation. The first concerns negotiation with the private developer, since the transfer of public facility land depends upon a grant agreement whose terms are not unilaterally determinable by the municipal government and whose conclusion may be delayed by valuation disputes. The second concerns the duration of land registration, since the issuance of a decree granting rights over reclaimed state land requires field measurement, boundary confirmation, and announcement periods that cannot be compressed by administrative discretion. The third concerns the possibility of competing claims, since reclaimed land adjoining an existing development frequently attracts assertions of prior interest that must be resolved before certification can proceed.[40]

The exclusion of Banger Polder requires one qualification. The unsuitability established above concerns the retention basin itself and the embankment structures serving the polder system, since construction upon those elements would diminish the storage capacity on which the system depends. It does not necessarily extend to the entire administrative area within which the polder is situated. Partial utilisation of peripheral parcels lying outside

[39] S F Marbun, *Peradilan Administrasi Negara Dan Upaya Administratif Di Indonesia* (Yogyakarta: Liberty, 2017), 63.

[40] Santoso, "Perolehan Hak Atas Tanah Yang Berasal Dari Reklamasi Pantai," 220.

the hydrological service area could in principle be considered, provided that a hydrological study demonstrates no reduction in storage capacity and that compensatory storage is provided elsewhere within the same catchment. Such a scheme would nevertheless require an amendment to the detailed spatial plan and would extend the licensing timeline considerably, which is why it is not recommended for a project of this scale.

The coastal setback applied to Tambaklorok likewise requires precision. The boundary of the coastal border zone is measured proportionally from the highest tide line according to the physical characteristics of the shoreline, and is therefore not a uniform figure applied identically along every stretch of coast. Its determination is made within the zoning plan for coastal areas and small islands. Public infrastructure is not categorically exempt from the restriction; rather, facilities serving coastal protection, navigation safety, or public interest may be permitted within the zone where they are consistent with the allocation established in the zoning plan. A museum building does not fall within those categories, so that reliance upon an exemption would be misplaced and the setback operates as a genuine constraint at that location.

B. Dynamics of Foundational Licensing: Integration of KKPR, AMDAL, and ANDALALIN

The KKPR is the most fundamental legal document that ensures development plans align with the RTRW and RZWP3K, and is also a prerequisite for environmental and PBG approvals. KKPR applications for museum activities (KBLI 91020) are submitted through the Online Single Submission (OSS-RBA) system. More than just a spatial planning permit, KKPR approval serves as a land control instrument through restrictions on land utilization and use, with requirements including spatial planning compliance, limits on land ownership and control, and land utilization and use.[41] This control will be effective if it is accompanied by monitoring of the implementation of activities, regulation and law enforcement for deviations.[42]

[41] Hadi Arnowo, "Mengkaji Potensi Kesesuaian Kegiatan Pemanfaatan Ruang (KKPR) Untuk Pengendalian Pemanfaatan Ruang Dan Tertib Pertanahan," *Widya Bhumi* 3, no. 2 (2023): 101, https://doi.org/10.31292/wb.v3i2.59.

[42] Hadi Arnowo, "Mengkaji Potensi Kesesuaian Kegiatan Pemanfaatan Ruang (KKPR)" 108.

The key requirement in coastal areas is that permanent buildings must be at least 100 (one hundred) meters from the high tide line.

The construction of a five-hectare museum in a sensitive coastal ecosystem is classified as an activity requiring an Environmental Impact Assessment (EIA) according to Law No. 32 of 2009 and Government Regulation No. 22 of 2021. In the environmental legal system, EIA serves as a preventive planning tool for environmental pollution and damage, as well as a primary prerequisite for licensing. Following the Job Creation Law, the licensing framework shifted to a risk-based approach, making it increasingly important to maintain the EIA's preventive function.[43] The AMDAL study for this museum covers the impacts on coastal ecosystems (abrasion), drainage systems, and potential changes to water management; the results form the basis for the issuance of the Environmental Approval, which is a mandatory requirement for the PBG and determines the long-term impact mitigation strategy.[44]

As a public facility that attracts large numbers of visitors, museums are also required to obtain a Traffic Management Report in accordance with Article 99 paragraph (1) of PP No. 32 of 2011. This document, processed by the Semarang City Transportation Agency, guarantees the safety, smoothness and efficiency of the transportation system, contains vehicle volume projections, traffic impact simulations and internal circulation management plans for the area.[45]

The preparation of feasibility documents for coastal development following the enactment of Law Number 6 of 2023 concerning the Enactment of the Job Creation Regulation into Law requires tightly synchronized licensing integration. The three main pillars of foundational licensing required by the Semarang City Government include the KKPR (Housing and Public Housing) Plan (KKPR), AMDAL-based Environmental Approval, and ANDALALIN (Traffic and Environmental Management).[46]

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[43] Rova Yofirsta, Elwi Danil, and Rembrandt Rembrandt, "Analisis Mengenai Dampak Lingkungan (AMDAL) Sebagai Instrumen Pencegahan Pencemaran Dan Perusakan Lingkungan Hidup Yang Berakibat Perbuatan Tindak Pidana Lingkungan Ditinjau Dari Undang-Undang Cipta Kerja," *Ranah Research: Journal of Multidisciplinary Research and Development* 7, no. 6 (2025): 4888, https://doi.org/10.38035/rrj.v7i6.1894.

[44] Rova Yofirsta, Elwi Danil, and Rembrandt Rembrandt, "Analisis Mengenai Dampak Lingkungan (AMDAL)" 4893.

[45] Semarang City Government, "Draf Analisis Pembentukan Museum Maritim," 30–32.

[46] Andri G Wibisana, "Kegamangan Sistem Perlindungan Dan Pengelolaan Lingkungan: Melihat UU Ciptaker Dari Perspektif Prinsip Non-Regresi," *Jurnal Hukum & Pembangunan* 55, no. 3 (2025): 440, https://doi.org/10.21143/jhp.vol55.no.3.2420.

Post-job creation law reforms in spatial planning have simplified bureaucracy by eliminating traditional location permits, which were then transformed into a single instrument called the Conformity of Spatial Utilization Activities (KKPR). For museum development plans classified under the Indonesian Standard Industrial Classification (KBLI) number 91020 (Museum Activities, Historical Value, and the Like), KKPR application documents must be submitted electronically through the Online Single Submission Risk-Based Approach (OSS-RBA) system.[47]

More than just a formal spatial planning instrument, the KKPR plays a crucial role in controlling land rights (land control instrument). The KKPR serves to limit land use to ensure it does not deviate from the agreed detailed spatial plan, by including binding technical requirements. In the coastal areas of Semarang City, the issuance of a KKPRL (Marine Spatial Utilization Activity Conformity Certificate) by the Ministry of Maritime Affairs and Fisheries is an absolute prerequisite before any development on reclaimed land or coastal areas. This is because the KKPR tests the alignment of the building site plan with marine ecological boundaries, public access for traditional fishermen, and shoreline protection.[48]

The construction of a Maritime Museum, covering an area of five hectares in a sensitive coastal ecozone, is a mandatory activity requiring an Environmental Impact Assessment (EIA). This obligation is mandated by Law Number 32 of 2009 in conjunction with Law Number 6 of 2023 and operationalized through Government Regulation Number 22 of 2021. Post-Job Creation Law environmental law has changed the concept of "Environmental Permit" to "Environmental Approval," which is integrated directly into business permits or government approvals. This change in nomenclature has resulted in a shift in public oversight. Public involvement in the preparation of EIA documents is now limited to directly affected communities, while the role of environmental observers and non-governmental organizations has been significantly reduced.[49]

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[47] Maria S W Sumardjono, *Agenda Yang Belum Selesai, Refleksi Atas Berbagai Kebijakan Pertanahan* (Yogyakarta: Faculty of Law, Gadjah Mada University, 2020), 91–92.

[48] Arnowo, "Mengkaji Potensi Kesesuaian Kegiatan Pemanfaatan Ruang (KKPR) Untuk Pengendalian Pemanfaatan Ruang Dan Tertib Pertanahan," 99.

[49] Muchamad Ja'abik Fatchullah, Budi Ispriyarso, and Nabitatus Sa'adah, "Implementation of Environmental Licensing Procedures Based on PP No. 5 of 2021 Concerning the Implementation of Risk-Based Business Licensing and Obstacles to Its Implementation," *Diponegoro Law Journal* 11, no. 2 (2022): 5.

Nevertheless, the position of the AMDAL as a preventive planning tool remains absolutely necessary to maintain environmental quality. For the Maritime Museum development site on the coast of Semarang, the AMDAL document must comprehensively examine aspects of the potential acceleration of coastal abrasion due to changes in ocean current patterns around the project site, the impact of land elevation (land filling) several meters high on the drainage of the surrounding fishing settlement area to prevent tidal runoff from moving into densely populated areas, as well as a geotechnical analysis of the bearing capacity of the reclaimed land and the prevention of extreme land subsidence. Negligence in preparing the AMDAL document or construction proceeding without a valid Environmental Approval can result in the forced termination of the project by law enforcement officials, the imposition of massive administrative fines, and the potential for criminal prosecution of the commitment-making officials.

As a national-scale tourism and education object, the Maritime Museum is projected to attract a very large number of public visits. Based on the provisions of Article 99 paragraph (1) of Government Regulation Number 32 of 2011 concerning Management and Engineering, Traffic Impact Analysis, and Traffic Needs, this development plan must be accompanied by an ANDALALIN document. This document is processed and approved by the Semarang City Transportation Agency to mitigate congestion on the north coast road corridor of Semarang. ANDALALIN must include a technical study regarding the circulation of visitor vehicles, the provision of adequate parking pockets within the five-hectare area, and the provision of emergency access for fire engines and ambulances.[50]

The operation of the risk-based licensing portal in practice deserves elaboration, since the sequence of steps determines where delay is most likely to arise. An applicant first obtains a business identification number under the classification code corresponding to museum operation, after which the system determines the risk level attaching to that activity and generates the list of instruments required. For a facility of this scale the system will not issue the spatial suitability confirmation automatically, but will route the application to the technical assessment track, in which the responsible agency examines conformity with the detailed spatial plan and, for a coastal site, with the zoning

[50] Yofirsta, Danil, and Rembrandt, "Analisis Mengenai Dampak Lingkungan (AMDAL) Sebagai Instrumen Pencegahan Pencemaran Dan Perusakan Lingkungan Hidup Yang Berakibat Perbuatan Tindak Pidana Lingkungan Ditinjau Dari Undang-Undang Cipta Kerja," 4885.

plan for coastal areas and small islands. Because the museum occupies reclaimed land whose certification remains pending, the application will additionally require confirmation of the applicant's land control, which cannot be supplied until the decree granting rights has been issued. The dependency is therefore not merely conceptual but operational: an incomplete land status halts the application at the portal itself.[51]

The reform of environmental assessment following the Job Creation Law also attracts a criticism that a feasibility study of this kind cannot pass over. The narrowing of the category of persons entitled to participate in the assessment, from the affected community broadly conceived to those directly affected, together with the replacement of the environmental permit by an environmental approval integrated into business licensing, has been argued to weaken the preventive function of the instrument and to raise questions of consistency with the principle of non-regression in environmental protection.[52] For the present project the criticism carries practical weight, since fishing communities at Tambaklorok and users of the polder system may be affected by hydrological changes without falling within the narrowed category of directly affected persons. The municipal government is accordingly advised to conduct participation beyond the statutory minimum, both to reduce the risk of subsequent challenge and to satisfy the substantive purpose of the assessment.

Two points of potential conflict between instruments should also be anticipated. The first arises between the environmental approval and the traffic impact analysis, since the mitigation measures prescribed by each may be inconsistent, as where the traffic study requires road widening on a segment that the environmental document designates for green buffer. The second arises between the spatial suitability confirmation and the building approval, since the former is issued on the basis of a site plan while the latter is assessed against detailed technical drawings, so that a design amendment made after the confirmation has been issued may render the approval inconsistent with it. Sequencing the instruments so that technical design follows rather than precedes spatial confirmation reduces both risks.

Whether these instruments operate as substantive safeguards or as procedural formalities cannot be answered uniformly. The spatial suitability

[51] Arnowo, "Mengkaji Potensi Kesesuaian Kegiatan Pemanfaatan Ruang (KKPR) Untuk Pengendalian Pemanfaatan Ruang Dan Tertib Pertanahan," 105.

[52] Wibisana, "Kegamangan Sistem Perlindungan Dan Pengelolaan Lingkungan: Melihat UU Ciptaker Dari Perspektif Prinsip Non-Regresi," 451.

confirmation retains substantive force because it functions as a genuine gateway, in the sense that an application inconsistent with the plan cannot proceed. The environmental approval is more vulnerable to formalism, since its integration into business licensing places it within a process oriented toward administrative speed, and since the assessment document is prepared by a consultant engaged by the proponent. The traffic impact analysis occupies an intermediate position, being technically rigorous in content yet weakly enforced at the stage of implementation, where the obligation to construct the prescribed mitigation is frequently deferred. Recognising these differences allows the municipal government to allocate its supervisory attention where the risk of formalism is greatest rather than distributing it evenly across all instruments.

C. Construction and Institutional Approvals: PBG, SLF, Registration, and Operational Permits

PBG is a permit that replaces the Building Construction Permit (IMB), which is mandatory before construction begins. Through the Job Creation Law and Government Regulation No. 16 of 2021, the building permit paradigm has shifted from administrative permits to approvals for compliance with technical, safety, and reliability standards for buildings.[53] This obligation applies imperatively to every building construction operator, including government agencies, with the main requirement being the fulfillment of KKPR, Environmental Approval, and ANDALALIN.[54] Upon completion of construction, the building is required to obtain a Certificate of Functional Suitability (SLF) as a statement of functional suitability and a legal guarantee of the building's safety; without the SLF, the museum cannot officially operate. Certainty of land rights remains the foundation of this entire process, as rights to reclaimed land are only established through a government decree upon an application submitted to the National Land Agency.[55]

[53] Roman Situngkir, "Transition of Building Permits to Building Approvals Based on Law Number 11 of 2020 Concerning Job Creation," *Iuris Studia: Journal of Legal Studies* 2, no. 3 (2021): 666, https://doi.org/10.55357/is.v2i3.192.

[54] Situngkir, "Transition of Building Permits to Building Approvals Based on Law Number 11 of 2020 Concerning Job Creation."

[55] Santoso, "Perolehan Hak Atas Tanah Yang Berasal Dari Reklamasi Pantai," 224.

Institutionally, the Maritime Museum must be registered and verified by the Ministry of Education, Culture, Research, and Technology through the Directorate of Cultural Protection to obtain a National Museum Registration Number (NRNM). Without registration, the museum is not included in the National Museum Information System and is closed to technical support and state budget funding. The main requirements for registration are a Decree on Establishment from the Mayor along with proof of PBG/SLF, followed by a Museum Operational Permit from the Semarang City Government; hierarchically, regional operational permits require proof of national registration so that the museum is integrated within the framework of national cultural preservation.[56]

After the spatial, environmental, and traffic feasibility documents were completed, the Maritime Museum construction project entered the physical construction phase and the museum's institutional legality. The physical construction of the museum building no longer relies on a Building Permit (IMB) but requires a Building Permit (PBG). Under Government Regulation Number 16 of 2021, the transition from IMB to PBG marks a shift from an administrative-bureaucratic licensing regime to one that requires approval of technical performance standards. PBG requires a guarantee of the building's structural reliability, which is academically tested by a Team of Professional Experts (TPA).

Regarding buildings in the coastal area of Semarang, the technical requirements in the PBG are very strict, including deep foundation pile structures to anticipate land subsidence, the use of special concrete and steel materials that are resistant to high salt water corrosion (marine environment resistance), and the elevation of the main building floor above the highest projected sea level (rob) for the next 50 years. After the entire physical construction process is completed in accordance with the working drawings approved in the PBG, the museum building cannot be immediately opened to the public. The building must first obtain a Certificate of Functional Worthiness (SLF). The SLF is issued by the Semarang City Public Works and Spatial Planning (PUPR) Department after a factual functional worthiness

[56] See Semarang City Government, "Draf Analisis Pembentukan Museum Maritim," 36–39; Sarah Dromgoole, *Underwater Cultural Heritage and International Law*, *Underwater Cultural Heritage and International Law*, 2010, 18, https://doi.org/10.1017/CBO9781139020503; Kim Browne and Murray Raff, *International Law of Underwater Cultural Heritage: Understanding the Challenge* (Cham: Springer, 2023), 97, https://doi.org/10.1007/978-3-031-10568-5.

inspection has been conducted in the field. Operating a public building without an SLF is a serious administrative violation that can cause the local government to lose asset insurance protection and face civil liability claims in the event of structural failure that injures visitors.

Institutionally, the Maritime Museum should not be viewed as merely a physical building, but rather as a cultural institution that functions to store, maintain, secure, and utilize material evidence of human culture. Therefore, post-construction institutional legality steps must be met in a hierarchical manner. The Semarang City Government is required to submit a museum registration application to the Ministry of Education, Culture, Research, and Technology (Kemendikbudristek) through the Directorate of Cultural Protection. This verification process aims to evaluate the museum's compliance with eligibility standards, the presence of professional curators, and the cultural heritage collection security system. Once declared to have met the requirements, the museum will receive a National Museum Registration Number (NRNM).[57]

Ownership of the NRNM is crucial legally and budgetarily, as it is an absolute requirement for the Maritime Museum to be integrated into the National Museum Information System, thus entitles it to receive operational assistance funds and collection facilitation from the state budget. After securing the NRNM from the central government, the Mayor of Semarang issued a Decree on the Establishment of the Museum, followed by the issuance of a Museum Operational Permit from the Semarang City Culture and Tourism Office. This operational permit serves as the de jure legal basis for the museum to collect entrance fees, hold public exhibitions, and legally engage in international cultural collaborations.[58]

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[57] See Natali Pearson, "Resisting Internationalism? The Evolution of Indonesia's Shipwreck Legislation," *Bijdragen Tot de Taal-, Land- En Volkenkunde* 178, no. 4 (2022): 392, https://doi.org/10.1163/22134379-bja10044; Supratikno Rahardjo, "International Convention vs. National Interest: Contestation among Indonesian Government Institutions on Underwater Cultural Heritage Conservation," *Indonesian Journal of International Law* 16, no. 3 (2019): 351, https://doi.org/10.17304/ijil.vol16.3.763; Maulana Satria Wibowo, "Analisis Kebijakan Indonesia Terhadap Regulasi UNESCO Convention 2001," *Journal of International Relations* 6, no. 4 (2020): 573, https://doi.org/https://doi.org/10.14710/jirud.v6i4.28682.

[58] See Liza J. Bowman, "Oceans Apart over Sunken Ships: Is the Underwater Cultural Heritage Convention Really Wrecking Admiralty Law?," *Osgoode Hall Law Journal* 42, no. 1 (2004): 21, https://doi.org/10.60082/2817-5069.1388; Alan E Boyle, "Some Reflections on the Relationship of Treaties and Soft Law," *International and Comparative Law Quarterly* 48, no. 4 (1999): 905, https://doi.org/10.1017/S0020589300063739; Zhen Lin, "Jurisdiction over Underwater Cultural Heritage in the EEZ and on the Continental Shelf: A Perspective from the Practice of States Bordering the South China Sea," *Ocean Development & International Law* 50, no. 2–3 (2019): 176, https://doi.org/10.1080/00908320.2019.1582601.

The shift from building permit to building approval carries consequences for accountability that merit explicit treatment. Under the former arrangement the local government exercised discretionary judgment in granting or refusing the permit, and that judgment could be contested through administrative channels. Under the present arrangement the assessment is conducted by a technical assessor team against published technical standards, so that the government's role is closer to verification of compliance than to discretionary authorisation. The advantage is predictability, since an applicant meeting the standards is entitled to approval. The disadvantage is that responsibility for the substantive correctness of the design shifts toward the assessor team and the planning consultant, which requires the municipality to ensure that assessors possess demonstrable competence in coastal structural engineering, failing which the verification becomes nominal.[59]

The consequences of operating without functional worthiness certification are equally concrete. A building that has not obtained the certificate may not lawfully be used, and continued use exposes the operator to administrative sanction ranging from written warning and temporary closure to an order of demolition where the structure is found unfit. Beyond administrative exposure, operation without certification affects civil liability, since a defect causing injury to a visitor in a building never certified as functionally worthy will be difficult to defend against a claim of negligence, and it may also affect the insurability of the collection housed within. For a facility intended to hold objects of cultural significance, that consequence is not merely formal.[60]

Failure to obtain museum registration produces a different but equally significant set of consequences. Without the national registration number, the institution cannot be recognised as a museum within the national museum information system, which forecloses access to central government assistance for collection conservation, exhibition development, and staff training. It also affects the legal position of the collection itself, since objects designated as cultural heritage are subject to a distinct protection regime whose administrative supervision operates through registered institutions. The absence of registration

[59] Situngkir, "Transition of Building Permits to Building Approvals Based on Law Number 11 of 2020 Concerning Job Creation," 670.

[60] See Zhen Lin, "The Protection of Sunken WWII Warships Located in Indonesian or Malaysian Territorial Waters," *Marine Policy* 113 (2020): 103804, https://doi.org/10.1016/j.marpol.2019.103804; Meike Rachmana, "The Conception of Historic Shipwrecks Ownership in Accordance with International Law," *Indonesian Journal of International Law* 12, no. 3 (2015): 368, https://doi.org/10.17304/ijil.vol12.3.610.

therefore does not invalidate the building, but it does deprive the collection of the institutional protection that justified the public investment in the first place.[61]

Administrative bottlenecks should be anticipated at three points. The first is the issuance of the decree granting rights over reclaimed land, which depends upon a technical measurement process outside the municipality's control. The second is the environmental approval, where the adequacy of the assessment document is frequently contested and returned for revision, extending the timeline unpredictably. The third is museum registration, which requires verification of collection holdings and curatorial capacity that cannot be completed until the building is operational, creating a circularity between construction and institutional recognition. Sequencing registration preparation in parallel with construction, rather than after completion, mitigates the third bottleneck.

Taken together, these observations disclose a gap in the regulatory framework as it applies to public cultural facilities. The framework is designed principally for commercial development, in which the proponent bears the economic risk of delay and therefore has an incentive to comply promptly. Where the proponent is a municipal government expending public funds, that incentive structure is absent, and no instrument within the framework specifically protects the public investment against the consequences of incomplete compliance. Addressing that gap requires either a dedicated procedural track for public cultural facilities or, at minimum, an internal municipal regulation imposing sequential compliance checkpoints tied to budget disbursement.[62]

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[61] See Sakina Fakhriah and Arie Afriansyah, "Yurisdiksi Indonesia Sebagai Negara Pantai Dalam Proteksi Kapal Karam Sebagai Warisan Budaya Bawah Laut," *Refleksi Hukum: Jurnal Ilmu Hukum* 7, no. 1 (2022): 131, https://doi.org/10.24246/jrh.2022.v7.i1.p123-142; Jun Kimura, "Shipwrecked? New Developments in Southeast Asian Maritime Archaeology and the Safeguard of Shipwrecks in the Region," *International Journal of Nautical Archaeology*, 2015, 2, https://doi.org/10.1111/1095-9270.12104_1; Dwi Kurnia Sandy, Shinatria Adhityatama, and Nia Naelul Hasanah Ridwan, "Permasalahan Shipwreck Sisa Perang Dunia II Di Perairan Indonesia," *WALENNAE: Jurnal Arkeologi Sulawesi Selatan Dan Tenggara* 20, no. 1 (2022): 45, https://doi.org/https://doi.org/10.24832/wln.v20i1.495.

[62] See Ira Dillenia and Rainer Arief Troa, "Identifikasi Situs Kapal Karam Bersejarah 'Karang Panjang' Di Perairan Pulau Laut Natuna," *Jurnal Kelautan Nasional* 11, no. 1 (2016): 15, https://doi.org/10.15578/jkn.v11i1.6063; Dhiana Puspitawati et al., "Conceptualizing Policy on Underwater Cultural Heritage: Towards Legal Protection and Ecotourism Promotion in Karimun Jawa, Indonesia," *Journal of Indonesian Legal Studies* 8, no. 2 (2023): 648, https://doi.org/10.15294/jils.v8i2.68464.

Conclusion

The construction of the Semarang City Maritime Museum must be based on strict regulatory compliance through harmonization of land laws, coastal spatial planning, and environmental protection. POJ City is recommended as a priority location due to its spatial suitability, with the condition of completing the Right of Use or Right of Management for reclaimed land for legal certainty; Right of Management has strategic value for the City Government because it provides broader authority to use, utilize, and even cooperate on part of the land with third parties.

Eight mandatory legal instruments must be fulfilled sequentially, starting with obtaining the Right of Use (HPL), KKPR (Concession to Use), AMDAL (Environmental Impact Assessment), ANDALALIN (Traffic Management and Land Use), PBG (Concession to Use), SLF (Storage and Land Use), and finally, Museum Registration and Operational Permit. This structured legal compliance is the foundation for ensuring the legal status of assets, accountability, and sustainability of public projects in coastal areas.

The construction of the Semarang City Maritime Museum, covering an area of 5 (five) hectares in the coastal area, requires a very strict level of regulatory compliance. Based on a comparative legal analysis, the Pearl of Java (POJ) City area is recommended as the main priority location for development. This location is in accordance with the tourism allocation in the Semarang City Spatial Plan (RTRW), is outside the Tambaklorok extreme abrasion danger zone, and avoids violations of the Banger Polder water management function. The selection of the POJ City location requires the completion of the legal relationship of the transfer of reclaimed land from private developers to the Semarang City Government so that the land assets can be certified as Right of Use in the name of the local government and recorded as legitimate Regional Property (BMD).[63]

[63] See Bintang Parashtheo and Akhmad Budi Cahyono, "Shipwrecks of Feasibility in the Field of Investment Business," *LEGAL BRIEF* 11, no. 6 (2023): 3607, https://doi.org/10.35335/legal.v11i6.727; Hanif Helmi, "National Heritages and the Law, A Book Review 'Perlindungan Negara Atas Warisan Budaya Bangsa', Dr. Diah Imaningrum Susanti, S.H., M.Hum, M.Pd, Setara Press Malang, 2018, 192 Pages, ISBN: 978-602-6344-53-3," *Journal of Indonesian Legal Studies* 6, no. 1 (2021): 247, https://doi.org/10.15294/jils.v6i1.34792.

As a concrete step for the Semarang City Government, the preparation of regulatory steps must be carried out sequentially and in a structured manner through the following stages:

1. Complete the process of signing the grant agreement or transfer of land for public facilities with the POJ City developer in order to obtain the physical ownership rights for the land;
2. Submit an application for the issuance of a Decree on Granting Rights (SKPH) for reclaimed state land to the Semarang City Land Office/National Land Agency in order to obtain a Right of Use certificate in the name of the Semarang City Government;
3. Process PKKPR applications through the OSS-RBA portal for KBLI 91020 to obtain valid land and sea spatial conformity;
4. Prepare comprehensive AMDAL documents to obtain Environmental Approval from the Environmental Agency, as well as carry out ANDALALIN technical studies from the Transportation Agency;
5. Submit a PBG application to the Semarang City PUPR Service before the laying of the first stone for physical construction begins;
6. Obtaining SLF documents after completion of construction to ensure the reliability of building structures in coastal areas;
7. Carrying out registration of museum institutions with the Ministry of Education, Culture, Research and Technology to obtain a National Museum Registration Number (NRNM) as legal recognition of national-level cultural heritage management; and
8. Issuing Museum Operational Permits from the Semarang City Government as the final legality for holding cultural exhibitions and public services.

Through the implementation of these structured legal stages, the Semarang City Maritime Museum development project will stand on a solid legal foundation, avoid disputes over ownership of state assets, mitigate the risk of spatial planning violations, and guarantee the ecological and financial safety of regional public investments in a sustainable manner.

Beyond the specific case examined here, the findings carry an implication for legal policy on public infrastructure in coastal areas generally. The regulatory framework governing such development was constructed for commercial proponents and arranges its instruments as parallel requirements rather than as a dependent sequence. Where the proponent is a local government building a cultural facility, that design produces a mismatch, because public budgeting operates on annual cycles while the licensing sequence spans them, and because

no instrument within the framework protects public investment against the consequences of partial compliance. The policy implication is that a dedicated procedural track for public cultural and social facilities is warranted, in which the sequence of instruments is prescribed explicitly and disbursement of construction funds is tied to the completion of each preceding stage.[64]

Three obstacles to implementation should be acknowledged rather than assumed away. The first is political, since the sequential approach delays visible construction and therefore conflicts with the incentive to demonstrate progress within an electoral term. The second is budgetary, since the acquisition of land rights, the preparation of environmental documentation, and the traffic impact study must be financed before any physical work begins, which requires multi-year budget commitment that is administratively difficult to secure. The third is technical, since assessment of coastal structural design, hydrological modelling, and museum curatorial standards requires expertise that municipal agencies do not ordinarily maintain in-house and must procure externally.

The contribution of this study to legal scholarship lies in demonstrating that the eight instruments governing coastal public development stand in a relationship of legal dependency rather than parallel obligation, and in showing that the point of failure in such projects is ordinarily located at the earliest instrument in the sequence rather than at the point where construction halts. Its limitation is that the analysis rests upon normative materials, so that the durations and bottlenecks identified are derived from regulatory provisions rather than from observed administrative practice.[65]

Three directions for further research follow. The first is empirical measurement of the actual duration of each licensing stage across a sample of coastal public projects, which would establish whether the bottlenecks identified normatively correspond to those encountered in practice. The second is comparative examination of coastal municipalities facing similar constraints, such as Surabaya, Makassar, and Balikpapan, in order to determine whether the sequencing problem is general or specific to the Semarang regulatory

[64] See Elena Perez-Alvaro, *Underwater Cultural Heritage: Ethical Concepts and Practical Challenges*, *Underwater Cultural Heritage: Ethical Concepts and Practical Challenges*, 2019, 64, https://doi.org/10.4324/9780429467820; Robert Parthesius and Jonathan Sharfman, *Maritime and Underwater Cultural Heritage Management on the Historic and Arabian Trade Routes*, *Maritime and Underwater Cultural Heritage Management on the Historic and Arabian Trade Routes*, 2020, 22, https://doi.org/10.1007/978-3-030-55837-6.

[65] Nurdin, Ikaningtyas, and Rika Kurniaty, "The Implementation of Vessel-Sinking Policy as an Effort to Protect Indonesian Fishery Resources and Territorial Waters," in *IOP Conference Series: Earth and Environmental Science*, vol. 137, 2018, https://doi.org/10.1088/1755-1315/137/1/012038.

environment. The third is evaluation of whether the environmental approval, following its integration into business licensing, continues to perform a preventive function in coastal projects, which would test the concern regarding regulatory formalism raised in this article.

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ACKNOWLEDGMENT

None.

GENERATIVE AI STATEMENT

The authors used a generative AI tool, namely ChatGPT, solely to assist with language editing, grammar correction, and improvement of readability. ChatGPT was not used to generate scientific content, analyze data, interpret results, draw conclusions, or create images. The authors reviewed, edited, and verified all output generated with the assistance of ChatGPT and take full responsibility for the entire content of the article.

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Mochamad Rizqi Zia Ul'haq: Conceptualization, Methodology, Investigation, Data Curation, Formal Analysis, Writing – Original Draft, Visualization. Michelle Tiffani DN: Investigation, Data Curation, Formal Analysis, Validation, Writing – Review & Editing. R. Benny Riyanto: Conceptualization, Methodology, Supervision, Validation, Writing – Review & Editing. Suhadi Suhadi: Supervision, Validation, Resources, Project Administration, Writing – Review & Editing.

FUNDING INFORMATION

None.

DECLARATION OF CONFLICTING INTERESTS

The authors state that there is no conflict of interest in the publication of this article.

PUBLISHING ETHICAL AND ORIGINALITY STATEMENT

All authors declared that this work is original and has never been published in any form and in any media, nor is it under consideration for publication in any journal, and all sources cited in this work refer to the basic standards of scientific citation.