

A Legal Review of Criminal Offenses Related to Animal Quarantine for Animals Lacking Health Certificates Under Law No. 21 Of 2019

Umar Suryanaga*, Noenik Soekorini, Fitri Ayuningtyas

Universitas Dr. Soetomo, Indonesia

Email: umarsuryanaga@gmail.com*, noenik.soekorini@unitomo.ac.id,
fitriayu@unitomo.ac.id

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ABSTRACT

Animal quarantine is an essential measure to prevent the entry, exit, and spread of quarantinable animal diseases that may endanger public health, food security, and the sustainability of biological resources. In practice, cases still occur involving the transportation and distribution of animals without health certificates, which may constitute legal violations and pose threats to both animal and human health. This study aimed to analyze the legal regulation concerning criminal acts related to animal quarantine involving animals without health certificates under Law Number 21 of 2019 concerning Animal, Fish, and Plant Quarantine, as well as to examine the implementation and law enforcement against offenders based on applicable criminal provisions. The research method used was normative legal research with statutory and conceptual approaches. The legal materials consisted of primary, secondary, and tertiary sources, which were analyzed qualitatively. The legal framework governing animal quarantine is regulated under Law Number 21 of 2019 concerning Animal, Fish, and Plant Quarantine, Law Number 18 of 2009 concerning Animal Husbandry and Animal Health as amended by Law Number 41 of 2014, along with relevant implementing regulations. The results of the study indicate that every importation and transportation of animals must be accompanied by a health certificate issued by an authorized official as proof of animal health and as a measure to prevent disease transmission. Violations of this obligation may result in administrative and criminal sanctions in accordance with the provisions of Law Number 21 of 2019.

INTRODUCTION

Indonesia, as an archipelagic country, has very high animal movement traffic, both between regions and across countries (Hakim et al., 2020; Monika et al., 2022; Nijman et al., 2022). This movement is not only related to trade activities but also mobility for consumption, livestock, research, and hobbies. This condition requires strict supervision of animal health to prevent the entry and spread of dangerous pests and diseases. Therefore, the animal quarantine system plays an important role in maintaining national animal health resilience (Masrukin & Vieta I Cornelis, 2025; Kapoh et al., 2024).

Animal quarantine is a legal and technical instrument that aims to protect the health of animals, humans, and the environment. Certain infectious animal diseases can cause significant losses, not only to the livestock sector but also to public health and the national economy. In this context, the animal health certificate is an important document as proof that the animals

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being transported have met health standards. Without such certificates, the risk of disease transmission is very high (Kurniawan, 2021).

The Government of Indonesia has established regulations regarding animal quarantine through Law Number 21 of 2019 concerning Quarantine of Animals, Fish, and Plants. This law serves as an update of previous regulations to adapt to globalization, international trade, and cross-border disease threats. It comprehensively regulates obligations, prohibitions, supervision, and criminal sanctions for violations of quarantine provisions. One of the key provisions is the obligation to equip animals with health certificates (Jesaja et al., 2025).

Although the legal framework is clearly defined, violations of animal quarantine provisions still frequently occur in practice. One common form of violation is the entry, distribution, or circulation of animals without health certificates. These violations occur due to intentional actions, negligence, and low legal awareness among business actors and the public, indicating ongoing challenges in law enforcement (Alam et al., 2021).

Criminal acts involving quarantined animals without health certificates may have serious impacts. Animals that do not undergo health checks risk carrying infectious diseases that can spread rapidly. The impact is not only borne by animal owners but also by breeders, consumers, and the wider community. Therefore, violations of health certificate requirements cannot be viewed as mere administrative offenses (Sosio et al., 2020).

Law Number 21 of 2019 classifies certain quarantine violations as criminal offenses, reflecting the legislature's view that animal health protection is a significant legal interest. Criminal sanctions are intended as a repressive measure to create deterrence and prevent recurrence. However, the effectiveness of these sanctions in practice still requires further evaluation (Numbers et al., 1990).

In law enforcement practice, differences in interpretation of criminal elements in animal quarantine cases still occur. Law enforcement officers often face difficulties in proving fault elements, particularly regarding intent or negligence. In addition, limited quarantine facilities and infrastructure in several regions also hinder effective supervision, resulting in weak enforcement against violators (Reski et al., 1992).

The rise of online animal trading has also become a new challenge in quarantine law enforcement. Transactions conducted through digital platforms often neglect legal and animal health requirements. Many animals are traded without quarantine procedures and valid health certificates, highlighting gaps in supervision and enforcement that require serious attention (Wulandari et al., 2024).

From a public protection perspective, quarantine regulation is essential because many animal diseases are zoonotic and can be transmitted to humans. If quarantine supervision is not properly implemented, public health risks increase significantly. Therefore, criminal provisions in the Animal Quarantine Law also function as a mechanism for protecting public interest (Irawan, 2023).

From a criminal law perspective, animal quarantine offenses fall within health and environmental crimes. The existence of criminal sanctions demonstrates that the state treats quarantine violations as conduct that threatens broad legal interests. However, further study is needed to ensure consistency between legal norms, punishment objectives, and practical enforcement, so that criminal law is applied proportionately and effectively (Indonesia et al., 2023).

Legal research on quarantine offenses involving animals without health certificates is therefore highly relevant. Such research is needed to understand legal arrangements, elements of criminal acts, and enforcement mechanisms under Law Number 21 of 2019. It also helps identify implementation barriers, providing both academic and practical contributions (Idris, 2024).

Academically, this research contributes to legal scholarship, particularly in special criminal law and administrative law related to quarantine. It enriches limited literature on criminal offenses in animal health regulation and may serve as a reference for future studies using a normative juridical approach focused on legal analysis (Kaph et al., 2024).

Practically, this research is expected to provide input for law enforcement agencies and quarantine authorities. Its findings may serve as evaluation material for improving supervision and enforcement of animal quarantine laws. It may also enhance public and business awareness of compliance with animal health certificate requirements, thereby reducing the risk of disease spread (Kurniawan, 2021).

Animal quarantine crime issues are closely related to the state's role in ensuring effective legal protection. The state is responsible for ensuring that all animal movement complies with health standards. Weaknesses in supervision and enforcement may lead to serious consequences, making legal review in this field essential (Jesaja et al., 2025).

Based on this description, criminal offenses involving animals without health certificates constitute a complex and strategic legal issue. Provisions under Law Number 21 of 2019 require in-depth analysis to assess their effectiveness in preventing and addressing violations. Therefore, this study titled "A Legal Review Of Criminal Offenses Related To Animal Quarantine For Animals Lacking Health Certificates Under Law No. 21 Of 2019" is relevant and appropriate for academic research.

METHOD

Procedure for Collection and Processing of Legal Materials

The collection of all legal materials is obtained from Literature Studies, Literature Studies are used in this research by collecting various kinds of data or literature, laws and regulations, journals and other scientific works, related to the problems and objects of the research.

After the legal materials are collected, then the processing of legal materials is carried out through several stages as follows:

1. Data examination, which is writing to re-examine the legal materials obtained so that completeness can be completed if incomplete legal materials are found and formulate the legal materials that the author finds into simpler sentences.
2. Systematization, that is, the author selects legal materials, then classifies according to the classification of legal materials and compiles the data of the results of the research systematically which is carried out logically, meaning that there is a relationship and relationship between one legal material and another.
3. DeThesis, that is, the author describes the results of research based on the legal materials obtained and then analyzes them.

After the legal materials are processed, it is then continued with the analysis of the legal materials by researching the existing literature materials, namely by discussing and describing

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the legal materials used based on norms, theories and doctrines related to the material being studied.

5. Legal Material Analysis

The legal materials that have been collected and inventoried will then be processed and studied in depth so that pragmatic truth and/or coherence are obtained. Primary legal materials, secondary materials and non-legal materials that have been systematically synchronized are then further studied based on legal principles, theories, concepts, doctrines and other references so that answers to answer the listed legal issues are obtained.

RESULTS AND DISCUSSION

Legal Regulations Regarding the Crime of Quarantine Animals Who Do Not Have a Health Certificate According to Law Number 21 of 2019 concerning Quarantine of Animals, Fish, and Plants

Law Number 21 of 2019 concerning Quarantine of Animals, Fish, and Plants is the main legal basis that regulates the implementation of the quarantine system in Indonesia. This arrangement was formed to prevent the entry, exit, and spread of pests and diseases of quarantined animals, organisms that interfere with quarantine plants, and diseases that can endanger human, animal, and environmental health. In practice, every inter-regional and inter-country animal traffic must meet administrative and health requirements, one of which is in the form of an animal health certificate. (Hehi et al., 2019)

An animal health certificate is an official document that states that the animals that are trafficked have been examined and declared healthy by the authorities. The existence of these certificates is an important requirement in the process of importing or exporting animals because it is directly related to the surveillance of infectious diseases. In the absence of a health certificate, animals are considered to have the potential to carry diseases that can threaten biosecurity and public health. (Dian et al., 2024)

Regulations regarding the obligation of health certificates are regulated in Law Number 21 of 2019, especially provisions regarding quarantine measures requirements for carrier media. The carrier media in question includes animals, animal products, fish, plants, and derivative products that have the potential to carry pests and diseases. Everyone who enters or removes animals is required to complete health documents and report them to quarantine officials at the place of entry or expenditure that has been determined by the government. (Idris et al., 2024)

Violations of these obligations can be categorized as quarantine crimes. This criminal act occurs when a person intentionally or due to negligence traffics animals without fulfilling quarantine provisions, including not having a health certificate. The act is considered unlawful because it is contrary to administrative obligations and can have a wide impact on national animal health as well as the country's economy. (Pramularsih et al., 2020a)

Law Number 21 of 2019 provides a criminal threat against anyone who violates quarantine provisions. The criminal provisions are regulated in Chapter XVII concerning Criminal Provisions. Perpetrators who enter or remove animals without meeting the quarantine requirements can be subject to imprisonment or fines. This sanction arrangement shows that the state views quarantine violations as serious crimes as they relate to the protection of biological resources and national security.

In addition, in the implementation of law enforcement, quarantine officials have the authority to conduct document examinations, physical examinations of animals, detention, rejection, destruction, and legal action against quarantine violations. Civil Servant Investigators (PPNS) in the field of quarantine are also given investigative authority as stipulated in the law to crack down on perpetrators of quarantine crimes. (As et al., 2020)

From the perspective of criminal law, the crime of animal quarantine without a health certificate meets the elements of criminal acts, namely the existence of unlawful acts, perpetrators who can be accounted for, and the threat of criminal sanctions that have been determined in laws and regulations. The element of fault can be intentional or negligent, depending on the facts of the act committed by the perpetrator. (Winarni, 2020)

Thus, the legal regulation regarding the crime of animal quarantine that does not have a health certificate in Law Number 21 of 2019 aims to provide protection for the health of animals, humans, and the environment. The arrangement is also a form of the state's preventive and repressive efforts in maintaining national biosecurity through a strict quarantine law enforcement and supervision system.

Law Number 21 of 2019 concerning Quarantine, Animals. Fish and Plants, regulates the Investigation Function, as stated in Article 83 paragraph:

- (1) In addition to investigators of the National Police of the Republic of Indonesia, certain civil servants within the agency that carry out the Quarantine function are given special authority as investigators as referred to in the Criminal Procedure Law to conduct investigations in accordance with this Law.
- (2) Investigators who carry out the Quarantine function as intended in paragraph (1) are authorized to:
 - a. conduct an examination of the correctness of reports or information related to criminal acts in the field of Quarantine;
 - b. summoning a person to be heard and examined as a suspect or witness in a criminal act in the field of Quarantine;
 - c. arresting, detaining, searching, and confiscating evidence of criminal acts in the field of Quarantine;
 - d. requesting information and evidence from persons or entities in connection with criminal acts in the field of Quarantine;
 - e. create and sign the minutes of the event; and/or
 - f. stop the investigation.
- (3) The investigator as referred to in paragraph (2) notifies the start of the investigation and submits the results of the investigation to the public prosecutor.
- (4) In carrying out the investigation, the investigator as referred to in paragraph (2) may coordinate with the investigator of the National Police of the Republic of Indonesia.
- (5) After conducting an investigation as intended in paragraph (3), the investigator as intended in paragraph (1) submits the case file to the public prosecutor.

The investigation process is an important process in handling a case where in this process the truth that occurred in the case will be revealed, legal elements, in essence the regulations that are the legal basis of the police in conducting investigations, cannot be separated from various other aspects that affect the investigation process, including the supporting factors. (Stuart O'Neill et al., 2022)

The law that regulates the quarantine of animals, fish, and plants as stipulated in the Quarantine Law is promulgated as other laws and regulations have been determined the philosophical, sociological and juridical basis for the formation of laws and regulations. The philosophical foundation is a consideration or reason that describes that the regulations formed take into account the view of life, consciousness and legal ideals which include the spiritual atmosphere and philosophy of the Indonesian nation which originated from Pancasila and the Formation of Law. The philosophical foundation of the Quarantine Law, as one of the reasons that describes the need to establish laws and regulations on quarantine is because the Indonesian homeland has a wealth of natural resources and biodiversity in the form of various species of animals, fish, and plants. These biological resources are the basic capital of national development which is very important in order to improve the standard of living, prosperity and welfare of the people. Therefore, it needs to be maintained and protected for its sustainability. Biodiversity is unevenly distributed on earth. The tropics have a higher level of diversity than any other region on earth. Indonesia and Brazil, for example, are often referred to as mega-biodiversity regions, which are geographical areas that have the highest biodiversity wealth in the world. The biodiversity ecosystem in Indonesia requires adequate attention and protection considering that the biological nature of very vulnerable creatures can have a negative impact on people's lives, including threatening the nation's food security. So philosophically the existence of this quarantine law is also necessary to: Provide legal certainty and provide security to the population in an effort to protect health hazards, epidemics and others. (Nugraha et al., 2024)

Sociological foundation is a consideration or reason that describes that regulations are formed to meet the needs of society in various aspects. The sociological foundation actually concerns empirical facts about the development of problems and needs of society and the state. The Sociological Foundation for the promulgation of the Quarantine Law is that the Quarantine Law was formed to meet the needs of the community for the protection of such large biological resources that Indonesia has. One of the threats that can damage the sustainability of biological natural resources is the attack of pests and animal diseases, pests and fish diseases, and plant pest organisms. This damage is very detrimental to the nation and state because it will reduce the production of animal, fish, and plant cultivation, both quantity and quality or can result in the destruction of certain types of animals, fish or plants that have high economic and scientific value. Even some certain animal and fish diseases can cause disturbances to public health. Various types of pests and animal diseases, fish pests and diseases, as well as harmful plant pest organisms are still freely entering Indonesia. The geographical condition of the territory of the Republic of Indonesia, which consists of thousands of islands and is separated by the sea, has become a natural obstacle for the spread of pests and diseases as well as pest organisms to or from one area to another. With the increasing mobility of humans or goods that can be a medium for carrying pests and animal diseases, fish pests and diseases, and plant pest organisms, as well as the limited ability to carry out supervision, deterrence, and security, the opportunity for the spread of pests and diseases as well as these disturbing organisms is quite large. This will seriously endanger the preservation of biological natural resources and national economic interests. Therefore, high anticipation and preparedness are needed so that the spread of pests and diseases and disturbing organisms can be prevented. Exotic species or types (foreign), can have a detrimental impact without being noticed by the public, because these

species are able to change the structure of the ecosystem and cause the desperation of native species, and can even lead to the extinction of species. In addition, foreign species that enter without filters or quarantines, will be able to be dangerous to health because they can become agents or carriers of disease vectors, so sociologically it will be very detrimental to the nation. (Pramularsih et al., 2020b)

The Juridical Basis for the promulgation of the Quarantine Law with consideration in accordance with international provisions, the Indonesian nation also has an obligation to prevent the release of animal pests and diseases, pests and fish diseases, as well as plant pest organisms from the territory of the Republic of Indonesia. Therefore, the implementation of animal, fish, and plant quarantine is a form of implementation of these international obligations. Efforts to prevent the entry into, and spread from one area to another within the territory of the Republic of Indonesia, animal pests and diseases, fish pests and diseases, and plant pest organisms that have the potential to damage the sustainability of biological natural resources are carried out through the quarantine of animals, fish and plants by the Government. The importance of the role of animal, fish, and plant quarantine requires a clear, firm and comprehensive legal basis to ensure legal certainty in the form of a law as the basis for its implementation. (Efritadewi et al., 2022)

Regulations must also apply to the ruler, there must be a compatibility between the promulgated regulations and their implementation, then outlined in the generally applicable rules. The rules that have been made must be announced to those who are the object of the regulation of the rules, there must be no rules that have retroactive or must be non-retroactive, because they may damage the integrity of the regulations that are intended to apply for the future. Rules should be formulated clearly and easily understood, should not contain rules that contradict each other, should not contain burdens that exceed what can be done, should not be constantly changed so as to cause a person to lose orientation, there should be a compatibility or consistency between the promulgated rules and daily implementation. (Dede Amirudin et al., 2025)

According to Law No. 16 of 1992 concerning Quarantine of Animals, Fish, and Plants, Quarantine is an action to prevent the entry and spread of animal pests and diseases, fish pests and diseases, or plant pest organisms from abroad and from one area to another in the country, or their exit from within the territory of the Republic of Indonesia to abroad. (Medyawati et al., 2024)

Article 3 of Law No. 16 of 1992 concerning Quarantine of Animals, Fish, and Plants explains that the quarantine of animals, fish and plants aims to:

- a. *"Preventing the entry of quarantined animal pests and diseases, quarantine fish pests and diseases, and quarantine plant pest organisms from abroad into the territory of the Republic of Indonesia;*
- b. *Preventing the spread of quarantined animal pests and diseases, quarantine fish pests and diseases, and quarantine plant pest organisms from one area to another within the territory of the Republic of Indonesia;*
- c. *Preventing the departure of quarantined animal pests and diseases from the territory of the Republic of Indonesia to abroad;*
- d. *Prevent the release of certain pests and diseases of fish and plant pests from the territory of the Republic of Indonesia if the destination country desires it."*

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Looking at the terms and definition of criminal acts and quarantine above, it can be concluded that what is meant by the criminal act of quarantine is any act regulated in article 31 of Law Number 16 of 1992 concerning Quarantine of Animals, Fish, and Plants which reads:

- (1) *"Whoever deliberately violates the provisions as referred to in Article 5, Article 6, Article 7, Article 9, Article 21, and Article 25, shall be sentenced to a maximum of 3 (three) years in prison and a maximum fine of Rp. 150. 000. 000, - (one hundred and fifty million rupiah).*
- (2) *Whoever, due to his negligence, violates the provisions as referred to in Article 5, Article 6, Article 7, Article 9, Article 21 and Article 25, shall be sentenced to imprisonment for a maximum of 1 (one) year and a maximum fine of Rp. 50. 000. 000, - (fifty million rupiah).*
- (3) *Criminal acts as intended in paragraph (1) are crimes and criminal acts as intended in paragraph (2) are violations."*

According to Azis Syamsudin, general criminal law is any law listed in the Criminal Code and all laws and regulations that amend and supplement the Criminal Code without any deviation from book 1 of the Criminal Code, while special criminal law is all laws and regulations outside the Criminal Code that have criminal sanctions and there are deviations from the provisions of the Criminal Code (Renggong, 2016, p. 27). So, it can be concluded that the crime of quarantine is basically a general criminal law.

In order to overcome the crime of quarantine that occurs in Indonesian territory, law enforcement officials, especially the police and PPNS, carry out 2 actions, namely Preventive and Repressive Actions. (As et al., 2020)

a. Preventive

Preventive measures are ways that tend to prevent violations. There are two kinds of ways, namely direct methods, which are directly applied to certain violations, specifically indirect methods, in the form of general preventive measures against all kinds of violations or criminal acts. (Bentham, 2010, p. 306)

Every media that carries pests and diseases or disturbing organisms that are brought or sent from the territory to other regions within the territory of the Indonesian state as listed in articles 5, 6 and 7 of Law Number 16 of 1992 concerning the Quarantine of Animals, Fish, and Plants, then whoever wants to do the above must

"1. Equipped with a health certificate from the area of origin for animals, materials of animal origin, products of materials of animal origin, fish, plants and plant parts except for carrier media that is classified as other objects. 2. Through the designated places of entry and withdrawal. 3. Reported and handed over to quarantine officers at entry and exit points for quarantine purposes."

Responding to this for the sake of the implementation of law enforcement is the efforts made by law enforcement officials to realize real legal norms in accordance with laws and regulations. Therefore, the actions taken by the Civil Servant Investigator (PPNS) to prevent the occurrence of quarantine crimes are by conducting socialization, collaborating with other agencies in overseeing quarantine crimes, creating an Agricultural Quarantine Center website, and launching applications that can make it easier for the public to get information and utilize services at the Agricultural Quarantine Center.

b. Repressive

As the preventive method above, if there are irregularities, the perpetrators will be quarantined or sanctioned according to Law Number 16 of 1992. To implement material law, in this case Law Number 16 of 1992 concerning Quarantine of Animals, Fish, and Plants, but it is inseparable from formal law or procedural law. As is known, the criminal justice process in Indonesia is clearly and firmly regulated in Law number 8 of 1981 concerning the generally applicable Criminal Procedure Code.

Based on the above, the procedures for repressive measures against criminal acts are carried out by law enforcement officials in accordance with the stages and authorities possessed, including:

1. The investigation process is carried out by certain Civil Supervisory Investigators (PPNS) within the Department whose scope and responsibilities include fostering animal, fish and plant quarantine in coordination with Police investigators. During the investigation process, in this case, the Police or PPNS will send the SPDP to the Indonesian Prosecutor's Office and after the evidence is collected and considered complete, the suspect and evidence will be handed over to the relevant District Attorney's Office to continue at the prosecution level.
2. The prosecution process is carried out by the Public Prosecutor at the Indonesian Prosecutor's Office and his staff. Agree with Article 2 paragraph (1) Law No. 16 of 2004 which states *"The Prosecutor's Office of the Republic of Indonesia, hereinafter referred to in this Law, is a government institution that exercises state power in the field of prosecution and other authorities based on the law."*
3. The examination in the Court trial is carried out by the Judge. According to Law Number 14 of 1970, the judicial power is tasked with enforcing law and justice based on Pancasila for the implementation of the state in accordance with article 1 paragraph (3) of the 1945 Constitution, namely as a state of law based on justice (*pro justicia*) based on the one Godhead.

Application and enforcement of the law against perpetrators of animal quarantine crimes who do not have a health certificate based on the criminal provisions in Law Number 21 of 2019

The implementation and enforcement of the law against perpetrators of animal quarantine crimes who do not have health certificates is an important part of maintaining biosecurity and public health in Indonesia. Law Number 21 of 2019 concerning Quarantine of Animals, Fish, and Plants provides a firm legal basis for any animal traffic violation that does not meet the quarantine requirements, especially related to the obligation to own an animal health certificate. (As et al., 2020)

In practice, every animal that will be entered, removed, or trafficked between areas must be accompanied by a health certificate from an official or authorized agency. The certificate serves as proof that the animal has passed a health examination and is free from infectious diseases that can harm other animals and humans. If these provisions are not met, then the act can be categorized as a violation of quarantine law and subject to criminal sanctions according to the provisions of the law. (Idris et al., 2024)

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The application of the law against quarantine violations is carried out through supervision by quarantine officials at places of entry and expense, such as ports, airports, and cross-border posts. Quarantine officers have the authority to conduct administrative examinations in the form of checking health certificate documents, physical examinations of animals, and detention if suspected violations are found. Under certain conditions, animals that do not meet the quarantine requirements may be denied entry, returned to their areas of origin, isolated, or culled to prevent the spread of disease. (Hehi et al., 2019)

Criminal law enforcement against the perpetrators of quarantine crimes is carried out if elements of violations are found as stipulated in Chapter XVII of the Criminal Provisions of Law Number 21 of 2019. Perpetrators who introduce or remove animals without a health certificate can be subject to imprisonment and fines. The criminal provisions aim to provide a deterrent effect as well as a means of protection for the public interest, especially in preventing the entry of strategic infectious animal diseases into Indonesian territory. (Dian et al., 2024)

In the law enforcement process, the Quarantine Civil Servant Investigator (PPNS) has the authority to conduct investigations into quarantine crimes. These authorities include examining reports, summoning witnesses, confiscating evidence, examining documents, and handing over cases to the public prosecutor. In addition to PPNS, Indonesian National Police officers can also cooperate in the law enforcement process if the criminal act committed has a wide impact or involves a certain network.

The application of criminal sanctions in quarantine crimes is not only oriented towards punishing the perpetrator, but also on protecting public health and national economic stability. The circulation of animals without a health certificate has the potential to cause an outbreak of animal diseases that can harm farmers, disrupt trade, and even threaten public safety. Therefore, the enforcement of quarantine laws must be carried out consistently and firmly. However, in its implementation, there are still several obstacles, such as low public legal awareness, the practice of smuggling animals through unofficial channels, limited monitoring facilities, and lack of optimal coordination between agencies. These factors can hinder the effectiveness of enforcing quarantine laws in the field. Therefore, it is necessary to increase supervision, education to the public, and strengthen quarantine law enforcement officials so that the implementation of Law Number 21 of 2019 can run optimally.

Thus, the application and enforcement of the law against perpetrators of animal quarantine crimes who do not have a health certificate is a form of state legal protection for national biological security. Through the implementation of criminal sanctions, strict supervision, and coordination between law enforcement, it is hoped that quarantine violations can be minimized and legal certainty is created in the implementation of the quarantine system in Indonesia.

The enforcement of the animal, fish and plant quarantine law in terms of criminal law is based on Law Number 21 of 2019 article 83 paragraph 1 that in addition to investigators of officials of the National Police of the Republic of Indonesia, certain Civil Servant officials within the agency that carry out the Quarantine function are given special authority as investigators as referred to in the Criminal Procedure Code to conduct investigations in accordance with the This Law. In order to carry out his duties, the civil servant investigator is authorized to:

Investigators who carry out the Quarantine function as intended in paragraph (1) are authorized to:

- (a) conduct an examination of the correctness of reports or information related to criminal acts in the field of Quarantine;
- (b) summoning a person to be heard and examined as a suspect or witness in a criminal act in the field of Quarantine;
- (c) arrest, detention, search, and confiscation of evidence of criminal acts in the field of Quarantine;
- (d) requesting information and evidence from persons or entities in connection with criminal acts in the field of Quarantine;
- (e) create and sign the minutes of the event; and/or
- (f) stop the investigation.

The criminal acts in Law Number 21 of 2019 concerning Quarantine of Animals, Fish and Plants for those between areas are in article 88, namely:

Everyone who

- (a) entering or issuing Carrier Media from one Area to another Area within the territory of the Unitary State of the Republic of Indonesia that does not complete the health certificate of the Place of Release determined by the Central Government for Animals, Animal Products, Fish, Plants, and/or Plant Products as intended in Article 35 paragraph (1) letter a;
- (b) entering and/or disbursing not through the Place of Entry and Place of Expenditure determined by the Central Government, as referred to in Article 35 paragraph (1) letter b;
- (c) not to report or not submit the Carrier Media to the Quarantine Officer at the Place of Entry and Exit Points determined by the Central Government for the purposes of Quarantine measures and supervision and/or control as intended in Article 35 paragraph (1) letter c; and/or
- (d) transiting the Carrier Media does not include a Transit certificate as referred to in Article 35 paragraph (4) is punishable by imprisonment for a maximum of 2 (two) years and a maximum fine of Rp.2,000,000,000.00 (two billion rupiah).

Article 89. The owner who does not bear all costs incurred in the execution of the destruction as referred to in Article 48 paragraph (3) shall be sentenced to imprisonment for a maximum of 6 (six) years and a maximum fine of Rp 6,000,000,000.00 (six billion rupiah).

Article 90. Any person in charge of the means of transportation who does not carry out the destruction of the Carrier Media as referred to in Article 54 paragraph (1) shall be sentenced to imprisonment for a maximum of 6 (six) years and a maximum fine of Rp6,000,000,000.00 (six billion rupiah).

Article 91. Every person who without permission opens, removes, disconnects, removes, or damages the Quarantine seal as intended in Article 70 paragraph (2) shall be sentenced to imprisonment for a maximum of 5 (five) years and/or a maximum fine of Rp 5,000,000,000.00 (five billion rupiah).

Quarantine, summoning a person to be heard and examined as a suspect or witness in a criminal act in the field of Quarantine, arresting, detaining, searching, and confiscating evidence of criminal acts in the field of Quarantine, requesting information and evidence from a person or entity in connection with a criminal act in the field of Quarantine, making and

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signing a minutes of events, and/or f. stop the investigation. From article 83, according to the author, the authority given to Civil Servant Investigators in Fish and Plant Animal Quarantine is very broad, it is only a matter of whether or not the investigator is able to carry out article 83 paragraph 2 (two) of Law No. 21 of 2019 concerning Fish and Plant Animal Quarantine. From the results of the research, the Investigator has not fully understood his authority, even though the legal process to carry out its function is to regulate society or life together. In carrying out its function as a regulator of human coexistence, the law must undergo a long process and involve various activities of varying qualities. In general, these activities are in the form of law-making. To be more precise, what is meant by law-making here is the making of laws. Law-making is the beginning of the process of regulation in social life. For this reason, in the legal process there are two important things, namely:

1. Legal Materials

Legal materials start as ideas or ideas that are then further processed so that in the end they really become materials that are ready to be used as legal sanctions. This idea arises from society in the form of a desire for a problem to be regulated by law. Basically, the process in making laws is divided into large stages, namely the socio-political stage, where the initial ideas are processed by the community itself through the exchange of opinions between various groups or forces in society. At this stage, an idea experiences an idea so that in the end the idea will disappear and no longer be a problem in society. However, if the idea succeeds in rolling on, then of course the form and content have changed which makes the form and content sharper. The next stage is the granting of legal sanctions against the material, which involves purely intellectual activities that are juridical in nature and will also be handled by personnel who are specifically educated in law. Broadly speaking, law-making can be detailed in the following stages:

- a. Initiation stage: An idea emerges in the community
- b. Socio-political stage: Maturation and sharpening of ideas
- c. Juridical stage: Preparation of materials into legal formulations and then promulgated.

2. Structure of lawmaking

Without a specific container structure, law-making cannot be carried out. Therefore, it is necessary to create or procure a structure related to the formation of an organization that will regulate institutions for law-making. The organization of law-making is part of a broader constitutional arrangement based on the philosophy of separation of powers that law-making is carried out. That way law-making can run as an executive process. According to Montesquieu in "L'esprit des Loix, 1748" the question of making a good law is how it should be made. The essence of how the law is made includes:

- a) The style should be compact and simple
- b) The terms chosen are as absolute and non-relative as possible.
- c) It should limit from actual things
- d) It should not be complicated because it is made for many people.
- e) Let the underlying issues raised not be obscured by the use of exceptions, restrictions or modifications, unless absolutely necessary.
- f) Don't be reasoning
- g) All of the above should be thought through carefully first and do not confuse the usual thoughts and sense of justice and how things generally work naturally.

Law enforcement with the end of law-making, it is then followed by its implementation concretely in people's daily lives, this is what law enforcement means. The factors that determine the law enforcement process are not only the parties who apply the law, but also the parties who make the law. Parties directly involved in the law enforcement process have a very decisive role for the success of law enforcement efforts in society.(Idris et al., 2024)

The function of law enforcement is to actualize the rules of law in accordance with what the law itself aspires to, namely to realize human attitudes or behaviors in accordance with the frame-work that has been set by a law or law. (Squirt et al., 2020a)

CONCLUSION

Based on the results and discussion presented in the previous chapter, it can be concluded that Law Number 21 of 2019 has explicitly regulated the obligation to possess a health certificate in animal movement as part of the national quarantine system. A health certificate serves as an administrative and preventive requirement to prevent the spread of animal diseases that may endanger public health, the environment, and the national economy. Violations of this obligation are categorized as quarantine offenses and may be subject to criminal sanctions in the form of imprisonment or fines. Therefore, the legal provisions in this law aim to provide legal certainty and strengthen national biosecurity through strict supervision and enforcement of quarantine regulations.

Furthermore, the implementation and enforcement of the law against perpetrators of animal quarantine offenses without health certificates are carried out through supervision, inspection, detention, and the imposition of criminal sanctions by quarantine officials and Civil Servant Investigators (PPNS) in the quarantine sector, in accordance with Law Number 21 of 2019. Such enforcement aims to prevent the entry and spread of animal diseases and to create a deterrent effect for offenders. However, implementation still faces several obstacles, including low public awareness, smuggling practices, and limited supervisory capacity. Therefore, stronger oversight, improved inter-agency coordination, and increased public legal awareness are needed to ensure that quarantine law enforcement operates effectively and provides legal certainty.

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