

The Implementation of Blue Economy Concept in Indonesia Marine and Fisheries Governance 2017-2022

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ABSTRACT

The significant potential of marine and fisheries resources has given rise to a new economic development concept focusing on utilizing marine and fisheries resources through effective and sustainable marine governance – also known as the Blue Economy concept. The Blue Economy Concept was introduced by Gunter Pauli in 2009, which gained further prominence and was specifically discussed at the Rio+20 Meeting in 2012. Given with the abundant marine and fisheries resources, the concept has captured the attention of Indonesian government as a means to improve its national marine and fisheries sector while supporting its national economic development. This article is expected analyze and explain Indonesian government implementation of Blue Economy concept, particularly on the governance of Indonesian marine and fisheries sector from 2017 – 2022. It is also expected to deliver a better understanding of policies and strategies undertaken by Indonesia government in comprehending the potential implication and the long-term sustainability of this new economic development concept. This article used a qualitative research method with desk/library research and qualitative interviewing as the data collection method. By critically examining Indonesia government response and implementation of the Blue Economy concept, the article aims to provide insight and recommendations of the potential areas for the improvement to ensure the responsible and sustainable utilization of Indonesia marine and fisheries resources.

Keywords: *Blue Economy; Indonesia National Ocean Policy; Marine Governance*

INTRODUCTION

As oceans cover most of the surface in the earth and constitute more than 95 percent of the earth biosphere, it simultaneously become one of the most essential sectors both for economic development and also for global food resources. Not only become one of the main sources of food and nutrition, but the ocean has also become one of the essential sources of livelihood for millions of people around the world – from the catching/producing sector until the processing sector, particularly on Small Islands Developing States (SIDs). For decades, industrialization and economic development is only focusing on the land-based development and set apart the marine and ocean sectors. However, in the recent years, there is an increasing interest on marine and/or ocean management which then brings the idea of the new initiative and framework called blue economy.

Even though that Blue Economy (BE) framework has been invoked by many countries for the past few years but the framework/concept is relatively new and the clarity on the definition and implementation itself are still vague (Keen et al., 2018). The emerging new framework of Blue Economy brings lots of discourse among the scholars and even stakeholders regarding its definition and how the framework or concept actually works. BE was emerged in diverse discourses and contexts – including the debates and negotiation throughout the preparatory process of Rio+20 meeting, but still there is no clear definition on its term, whereas it is being understood singularly or as the main domain of particular set of actors or to the reference of the particular sets of governance mechanism (Silver et al., 2015).

Principally, BE is originated from Gunter Pauli's book entitled "*The Blue Economy: 10 years, 100 innovations, 100 million jobs inspired by nature*" in 2010. Pauli's vision on the concept of BE is emphasizing on creating more innovation and creativity on the product variations, the maximizing efficiency of production system and arrangement of resources management system (Pauli, 2010). It was then being introduced globally and referred as the extension of the Green Economy on Rio+20 meeting in 2012. Since then, the discourse of BE framework is emphasized in conversing and maximizing marine governance, particularly on ocean resources, for an inclusive and sustainable economic development (UNCSD, 2012).

In addition to this case, with the effort to connect the BE framework with UNCSD's "Green Economy", Small Island Developing States (SIDs) are being put as the essential actors for the framework/concept, as stated in UNCSD's blue economy concept paper (UNCSD, 2012):

"Coastal and island developing countries have remained at the frontline of this Blue Economy advocacy, recognizing that the oceans have a major role to play in humanity's future and that Blue Economy offers an approach to sustainable development better suited to their circumstances, constraint and challenges".

Accordingly, as the biggest archipelago country, Indonesian government – President Susilo Bambang Yudhoyono – has signaled its interest to encourage the implementation of blue economy concept in Indonesia (Dinarto, 2017). In Indonesia, ocean also covers most of its territorial, which is around 70 percent of its territorial (Murniasih, 2012).

Oceans also become a crucial part in providing food consumption, livelihood, and national income in Indonesia. Indonesia is being known as the fourth longest coastline state which approximately reach up to 54.716 km and the second biggest marine fisheries producers after China (FAO, 2016; Smith, 2018). In addition, Indonesia is also being known for its largest tuna fisheries production and the 3rd biggest country which produce

and export shrimp commodity to Europe, United States, and Japan (Oxfam International & Sustainable Seafood Alliance Indonesia, 2018).

The BE concept appeals to Indonesia's desire to develop its domestic marine and fisheries sector in a way that supports the goals of sustainable development (Dinarto, 2017). Since Susilo Bambang Yudhoyono's Administration until Jokowi Dodo's Administration, BE concept becomes an essential influence to the maritime and fisheries policies made by the government, such as COREMAP-Coral Triangle Initiatives (CTI) project, Port State Measure Agreement (PSMA) policy, National Strategic Tourism Area policy and many more. In 2014, President Joko Widodo also declared Indonesia to be the Global Maritime Fulcrum in the speech on the 9th East Asia Summit High Level Conference.

The statement of Joko Widodo actually showed the influence of blue economy concept which puts oceans as the front liner sector in supporting a more sustained economy development and explicitly announced the endorsement of Indonesian government on BE as the concept/framework of Indonesian developing agenda. It also stated in the Presidential Decree of the Republic of Indonesia No. 16 of 2017 on Indonesian Ocean Policy that (Coordinating Ministry for Maritime Affairs Republic of Indonesia, 2017):

“The vision of Global Maritime Fulcrum is to make Indonesia as a sovereign, advance, independent, and strong maritime nation which able to provide positive contribution for peace and security of the region and world in accordance to its national interest”.

However, despite getting lots of international support, environmental activists and civil society organizations also criticized Indonesian government policies and projects, referred to the implementation of the BE framework/concept in Indonesia. Similarly to the “Green Economy” concept, which is actually not “green” for most people, many people think that the BE framework/concept sees the ocean as equivalent to the land-based resourced system, which means it has to be managed, allocated, and developed as property, and governed through market mechanism (Winder & Heron, 2017). Many environmental and human rights activists sees that the implementation of BE in Indonesia will not focus on the sustainable environment – as well as the humans, but only for exploitation and market mechanism of oceans resources.

LITERATURE REVIEW

The BE concept was first introduced by Gunter Pauli in 2009 through his book, but the United Nations Conference on Sustainable Development (Rio+20) mainstreamed the

idea of the BE concept in 2012. Many academicians and researchers sees that the emerging of BE concept was actually motivated by three main factors which are (FAO, 2018; Silver et al., 2015):

- a) Constituting 70 percent of Earth’s surface, ocean holds immense potential in terms of nutritional sustenance and economic growth. Among the globally traded food commodities, fish and seafood stand out prominently, with approximately 35 percent of the world's fish production in 2016 engaged in international trade, serving diverse purposes such as human consumption or other non-edible applications;
- b) Most ocean territories are beyond the confines of national jurisdiction, which effectively rendering their resources as shared assets among all nations and governance by the UN-led mechanism;
- c) A high concern from the state and private sector entities regarding ocean conservation and development which led to rise of the BE initiative to emphasize the environment conservation of ocean and its sustainable development.

For a long time, oceans have been excluded in many developments discourse as people tend to focus more on the land-based development. Oceans have only been seen and perceived as a space which gives human the resource in need and it could be extracted or exploited. However, with the limitation of land-based development and the increasing concern of environmental sustainability, ocean is no longer treated as an only free resource extraction, but instead becomes the center where the integration between economic development and environment conservation happened (UNCSD, 2012). In this concept, oceans have been conceptualized as “Development Space” where spatial planning integrates with conservation, sustainable use of resources, bioprospecting, sustainable energy production and marine transport (UNCSD, 2012).

It can be said that the BE concept constitutes a new sustainable framework of economic development which leads to improve social equity, especially for developing countries, and human wellbeing while significantly address and mitigate the environmental risks/problems, ecological scarcities, endorsing low carbon, social inclusion, and the resources management in a more optimal, sustainable, and in a wise manner (Smith-Godfrey, 2016). In another word is optimizing what we already have efficiently without doing more exploitation.

The core objective of the BE concept is the de-coupling of socioeconomic development from environment degradation. As mentioned before, BE approach is based upon the assessment and incorporation of the real value of natural resources capital – in this case is fisheries, marine and oceans resources, into all aspects of economy activities such as infrastructure development, trade, travel, renewable resources, energy

production and consumptions, and other activities (UNCSD, 2012). Not only restoring the health of the environment, especially coastal and oceans environment, BE concept is expected to bring more opportunities – economic opportunities – for human wellbeing, particularly for the marginal community and small-scale producers.

RESEARCH METHODOLOGY

The research methodology used in this study is descriptive qualitative research method which explores in more depth certain social phenomena – in this context regarding the implementation of BE concept/framework in Indonesia, through data collection. The methodology study will also be an analytical descriptive with the secondary data source and more emphasize on the understanding of social interactions reality which occurred in the world.

For the data collection technique, the author use library-research and desk-research method in this study as the author will collect the findings and data from literatures, official government documents, scientific journals, books, and news site. The author will observe and analyze the findings and data which are obtained through those literatures and documents.

RESULT AND DISCUSSION

Looking through the concept of BE, which put oceans as the centre of the discourse, BE concept offers the opportunity for Small Island Developing States (SIDs), particularly Indonesia, to be the front-liner and develop their ocean economic development while mitigating the environmental risk impact as well as restoring the health of the environment. Since 2012, Indonesia has been interested in implementing and integrating the blue economy concept into its national development agenda (Dinarto, 2017).

For the pilot project of the BE implementation, Indonesian government tried to conduct the blue economy concept/framework in East and Central Lombok, West Nusa Tenggara, Nusa Penida, and Bali (The Jakarta Post, 2014). The pilot project objectives were to integrate the upstream and downstream in the fishery sector, develop a program for tuna fisheries and aquaculture sector, develop marine tourism, which maintains the preservation of the environment, and develop a program for the traditional salt and pearl industries (Dinarto, 2017). These BE projects were expected to create more than 75,000 new jobs for Indonesian people, particularly in coastal communities, and generate around 115 million USD annually (Dinarto, 2017).

Looking deeply during the Administration of SBY, the presence of BE was actually in line with execution of international meetings which focus on the theme of conservation, held both in Indonesia or even in any other countries. These meetings became the framework for the further implementation of interconnected international cooperation, agreements, and conventions on the issues of global ocean governance. These conventions encourage Indonesia to formulate policies in maritime sector combine with conservation efforts as stated in the BE economic development framework/concept.

The commitment of Indonesia to implement the blue economy concept later could be seen in the speech of Joko Widodo – President of the Republic of Indonesia, which stated the ambition of the Indonesian government to make Indonesia the Global Maritime Fulcrum. In the speech, he stated that there are five main pillars of the Global Maritime Fulcrum Policy, which are (Fahmi, 2014):

- a) Rebuilding Indonesian maritime culture
- b) Maintaining marine resources and creating seafood sovereignty by placing fisherfolks as the main pillars and actors
- c) Giving priority to infrastructure development and maritime connectivity by building sea tolls, deep seaports and logistics, the shipping industry, and maritime tourism
- d) Implementing maritime diplomacy through the proposal of increasing cooperation in the maritime sector and in addressing conflict sources - such as fish thievery, violations of a nation's sovereignty, territorial disputes, piracy, and sea pollution – which emphasize that the ocean should unite various nations and states instead of separating them
- e) Building maritime power as a form of responsibility for safeguarding shipping safety and maritime security

From the five main pillars described in the speech, it could be seen that the vision made by Joko Widodo was not only evolving around economic development, which emphasizes only the source and infrastructure development, but also about the sovereignty of its people, particularly fisherfolks, and maritime security.

The more substantial commitment of the Indonesia government to adopt and implement BE concept has been made by including the values and frameworks of the blue economy concept in the principles of Indonesian Ocean Policy agendas towards the Global Maritime Fulcrum which consist of seven pillars (Coordinating Ministry for Maritime Affairs Republic of Indonesia, 2017):

- 1) Marine and human resources development

In the first pillar, there will be twenty-one (21) main policies/regulations, which consist of nine (9) marine resources development policies, and twelve (12) human resources development policies. The marine resources development policies consist of improving processing, marketing, added value standard, safety of fisheries products, sustainable use of energy and human resources, developing of the marine biotechnology industry, and others. In the other side, the 12 human resources consist of labour protection, development marine services, marine-based curriculum, and others.

2) Maritime security, law enforcement, and safety at the sea

In the second pillar, there will be eight (8) main policies/regulation to address the maritime security issue, law enforcement of safety at sea, a solid maritime defence and security, development of the borders area, security and safety navigation, optimization of command system, sovereignty and law enforcement and many more.

3) Ocean governance and institutions

In the third pillar, there will be three (3) main policies to address the ocean governance issues, which are the implementation of good and transparent national ocean governance, implementation of international law, and management of the national legal system.

4) Maritime economy development

In the fourth pillar, there will be twenty (20) main strategies, which consist of eight (8) maritime economy policies, seven (7) maritime infrastructure policies, and five (5) welfare enhancement policies.

5) Ocean territorial management and marine protection

In the fifth pillar, there will be twelve (12) main strategies, which consist of six (6) marine spatial development policies and six (6) marine protection policies, such as job business opportunities in the maritime sector for the small and marginal community, capacity building for fisherfolks and salt farmers, access to science and technology, information technology, land and funding for fisherfolks and salt farmers, marine resources management for sustainable marine tourism, and many more.

6) Maritime culture

In the sixth pillar, there will be five (5) main policies to address the maritime culture, such as the development of maritime wisdom-based technology, inventory of marine cultural values and social system, maritime culture and insight, and many more.

7) Maritime diplomacy

In the seventh pillar, seven (7) main policies/regulations will address the maritime diplomacy issues, such as being active in maintaining world peace and

security, developing international norms, strengthening leadership, and many more.

In 2018, Indonesia once again proved its commitment to implementing the BE concept as the basic principle of its national development program at the negotiation meeting table with the Prime Minister of India. As part of the dedication of the Indonesia government to enforce sustainable marine resources management, Indonesia took an active role in participating in the regional forum, such as the Ocean Rim Association (IORA), which also actively promotes the BE concept as a sustainable economic development (The ASEAN Post, 2018). In this forum, state members believe that the BE initiative will give more benefits for country particularly on the context of economic development and sustainable conservation in the long term, which are (The ASEAN Post, 2018):

- a. Generating employment opportunities, skill sets, and nurturing the capacities
- b. Enabling and facilitating the interconnection and integration of the regional economy
- c. Contributing actively to sustainable development and climate change and/or climate crisis mitigation
- d. Utilizing the vast untapped potential of the Indian Ocean
- e. Promoting and fostering the entrepreneurship in the emerging spheres of economic activity
- f. Catalysing the growth of coastal and national economies

In addition, in this forum, the state members also discussed the concept of the BE itself and how it should be implemented (The ASEAN Post, 2018). There are eight priority areas for IORA BE Initiative cooperation, which are (The ASEAN Post, 2018):

- a. Fisheries and aquaculture
- b. Renewable ocean energy
- c. Seaports and shipping
- d. Seabed exploration and minerals
- e. Marine biotechnology research and development
- f. Tourism
- g. Ocean knowledge clusters
- h. Small Islands Developing States (SIDs) and Least Development Countries (LDCs)

A. Blue Economy Implementation in the Context of Space Commodification

The United Nations Conference on Sustainable Development (UNCSD) envisions incorporating "spatial planning" which integrates with conservation endeavors, the sustainable utilization of resources, and the enhancement of sea transportation infrastructure. Conversely, within the context of the World Bank's perspective, the BE

initiative advocates for the economic expansion as well as social inclusivity, aiming to elevate livelihoods while upholding environmental sustainability. This ideology revolves around the responsible exploration and exploitation of coastal and marine domains, guided by the principles of 'sustainability and conservation' (SNEHA & KIARA, 2019).

With all the sustainability and conservation discourse in the global level, it cannot be ruled out that it has a big impact toward the decision and Indonesia commitment on BE initiative. It was also can be seen in Indonesian government's enthusiasm and dedication to establish marine conservation areas as its unwavering commitment to develop the Marine Protected Area (MPA) as a support for BE initiative (Afif, 2019). According to Nilanto Perbowo as the General Secretary of the Ministry of Marine Affairs and Fisheries in 2018, Indonesian had effectively achieved its goal to design 20 million hectares of marine conservation areas, that was encompassing a total expanse of 20,871,894.61 hectares which distributed across 172 distinct zones (Kumparan, 2018).

During the Our Ocean Conference (OOC) Meeting, Indonesia has been put into a strong commitment to increase regularly its conservation areas within its coastal and ocean spaces. Consequently, it affects to the practice of conservation-based ocean and coastal mapping space in Indonesia. Indirectly, traditional fisherfolks and coastal community are required to know and study the areas which proclaimed by the state through agreements between state and NGOs, so that they won't be biased and violate the practice of utilization and managing coastal and marine resources (Afif, 2019). There are various forms of space zonation which based on conservation mechanism, which is:

Tabel 1. Various Form of Conservation-based Zoning

Institution	Form of Conservation
Ministry of Environment and Forestry	National Waters Protected Areas (KKP-N), and Regional Waters Conservation Areas (KKP-D) which are divided into Marine National Parks, Marine Nature, Park, Marine Wildlife Reserves, and Marine Nature Reserves
Ministry of Marine Affairs and Fisheries	Marine National Park, Water Nature Reserve and Aquatic Tourism Park. In addition, there are also Marine Conservation Area, Regional Marine Conservation Area, Marine Protected Area, and the Zoning Plan for Coastal Areas and Small Islands (RZWP3K)

Source: KIARA (2019) (Afif, 2019)

B. Blue Economy Implementaion in the Context of Marine Tourism

For the recent years, tourism industry is being attractive to drive one country's economic development. Countries around the world compete to attract more visitors – both domestic and foreign tourist, to their tourism site. The same vision also applied to Indonesia. President Joko Widodo has designated tourism as a key focus within the national industrial development plan to foster national economic growth. In addition to the development of tourism projects, The National Medium-Term Development (RPJMN) plan for 2014-2019 also articulates the objectives by emphasizing the need to accelerate the economic development on each island of Indonesia (TEMPO, 2018). The strategy involves harnessing local potential and advantages, particularly in food, energy, maritime activities, tourism, and industry.

The Government has identified tourism sector as a catalyst for development alongside the industrial growth of Indonesia's coastal regions and small islands. In September 2015, the Ministry of National Development Planning (PPN/Bappenas) convened a coordination meeting among various government agencies, which then being agreed on the ten priority tourism destinations. These ten locations have been earmarked for the main tourism development by the Indonesian Government until 2024 and collectively constitute in the KSPN project (TEMPO, 2018).

In order to bolster the potential and advancement of national tourism projects, the President and the Minister of Economic Coordinators were jointly led the national team to coordinate in project development management. As part of this process, the initial designated Kawasan Strategis Pariwisata Nasional (KSPN) were also narrowed down to five (5) priority destinations, which are Lake Toba in North Sumatra, Borobudur Temple in West Java, Mandalika in West Nusa Tenggara, Labuan Bajo in East Nusa Tenggara, and the Likupang area along with its neighboring regions in North Sulawesi.

Tabel 2. The Five Main Areas of KSPN Projects

KSPN Project	Regulation	Description
Lake Toba	President Regulation No. 49 of 2016	Agency in charge of Lake Toba Tourism Area Management Authority
Borobudur Temple	President Regulation No. 46 of 2017	Agency in charge of Borobudur Temple Tourism Area Management Authority

Mandalika	Government Regulation No. 52 of 2014	Mandalika Limited Economics Zone
Labuan Bajo	President Regulation No. 32 of 2018	Agency in charge Labuan Bajo Flores Tourism Area Management Authority
Likupang	Government Regulation No. 84 of 2019	Likupang Limited Economics Zone

Source: KIARA (2019) (Ridwanudin, 2019)

CONCLUSION AND RECOMMENDATION

For a long time, environmental issues and economic development have always been contradictory. As the global rush to achieve high economic growth, countries have been racing to increase their economic status and development. However, most of the time, those economic development activities could only negatively impact the surrounding environment, making the environment degraded daily. It is only about the time when the environment cannot support the development activity again. Environment degradation has continued to grow daily, and in some cases, it has significantly impacted some societies capacity to continue to function. As the effects of environmental degradation become bigger and bigger, stakeholders are increasingly concerned about making a new approach that could balance state interest in economic development and conservation of the environment.

Even though a green economy concept is promoted as an economy development concept which aims to reduce environmental problems and risk, as well as ecological scarcities, the green economy concept has been considered failed as it is expensive to access it and requires investing more, which makes this approach unsustainable in the long term. The idea that oceans cover most of the earth's surface and have an essential role in providing people with food, oxygen, and livelihood with their tremendous natural resources led many multi-stakeholders to design a new sustainable economy development approach called the "Blue Economy."

Almost the same as the Green Economy concept, the Blue Economy concept also pursues economic development without further degrading the environment but instead recovering it. Blue Economy concept was introduced as a new sustainable economic development approach that emphasizes optimizing the existing resources without further degrading the environment. It also envisions to make the oceans become the centre or the core of its economic development framework. It emphasizes using the ocean resources in a sustainable, efficient, and manner-wise way to support sustainable economic

development without degrading the environment, especially the marine and ocean ecosystems.

From the first introduction of the Blue Economy concept, the Indonesian government has already been interested in adopting the blue economy concept to the national economic development plan. Indonesia even conducted a pilot project on the blue economy initiative implementation in Lombok, Bali, and some other regions. It showed the project's success in integrating the development program with the efforts to enforce environmental health restoration in the tuna fisheries sector, marine tourism, aquaculture, and salt and pearl industry.

In committing further, Indonesian government also used the blue economy concept as the main principle of its national ocean policy. Indonesia even took an active role in promoting the blue economy concept and its sustainable economic development on many forums and government meetings. However, the active roles of the Indonesian government in promoting the blue economy concept, which is said to be a sustainable approach, are being implemented in differently.

Contrary in making the economic development in Indonesia more sustainable, almost all economic development activities – which said based on the Blue Economy concept, only further degrading the environment and grabbing the rights and livelihood of Indonesia's coastal community and fisherfolks. The opportunity of the blue economy concept, which will bring more job opportunities and economic revenue, is actually being built by the extractive development in marine sector. It can be said that the blue economy implementation in Indonesia is not prioritizing the environmental conservation but camouflage it to focus on economic growth as the primary objective.

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