



**THE ROLE OF U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT
(USAID) TO INDONESIA'S MARINE CONSERVATION IN NORTH
MALUKU PROVINCE (2017-2020)**

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This thesis entitled **“THE ROLE OF U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT (USAID) TO INDONESIA’S MARINE CONSERVATION IN NORTH MALUKU PROVINCE (2017-2020)”** prepared and submitted by Gina Saodiah in partial fulfilment of the requirement for the degree of Bachelor of Arts in International Relations in the School of Humanities has been reviewed and found to have satisfied the requirement for a thesis fit to be examined. I, therefore, recommend this thesis for Oral Defence.

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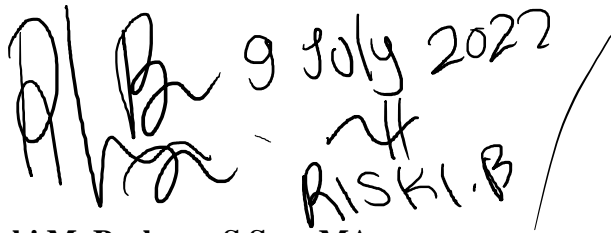
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Title: The Role of U.S. Agency for International Development (USAID) to Indonesia's Marine Conservation in North Maluku Province (2017-2020)

This is a study about the growing problems that threatened the ocean with considerations of the negative impacts of human-induced changes on the marine ecosystems and how the U.S. through the United States Agency for International Development (USAID) deals with these threats specifically in Indonesia. Hence, this study aims to offer comprehensive insights into the role of USAID and management effort conducted in form of marine protected areas (MPAs), which also represents the U.S. and Indonesia development cooperation in bolstering efforts to safeguard marine biodiversity. In this study, a qualitative study is used to review related literature and a descriptive analysis method to analyze the phenomenon. This study applies a green political theory as a main theoretical concept followed by the concept of sustainable development and K.J. Holsti's international cooperation theory. As a result, this study concludes that the role performed by USAID was the implementation of the Sustainable Ecosystems Advanced (SEA) Project for the period 2016 to 2021, with technical and grant assistance to zoning or mapping conservation region in North Maluku Province. Overall, USAID worked with Indonesia through both civil society and the government in order to facilitate and accelerate Indonesia's economic and social development with marine environmental protection in a balanced manner.

Keywords: *USAID, Indonesia, Green Political Theory, Sustainable Development, International Cooperation, Marine Protected Areas*

ABSTRAK

Judul: *Peran Lembaga Pembangunan Internasional Amerika Serikat (USAID) terhadap Konservasi Laut Indonesia di Provinsi Maluku Utara (2017-2020)*

Ini adalah studi tentang masalah yang berkembang yang mengancam lautan dengan pertimbangan dampak negatif dari perubahan yang disebabkan oleh manusia terhadap ekosistem laut dan bagaimana AS melalui Lembaga Pembangunan Internasional Amerika Serikat (USAID) menangani ancaman tersebut khususnya di Indonesia. Oleh karenanya, studi ini bertujuan untuk memberikan wawasan yang komprehensif tentang peran USAID dan upaya pengelolaan yang dilakukan dalam bentuk Kawasan Konservasi Laut (KKL), yang juga mewakili kerjasama pembangunan AS dan Indonesia dalam memperkuat upaya untuk menjaga keanekaragaman hayati laut. Dalam penelitian ini, pendekatan kualitatif digunakan untuk mengkaji tinjauan pustaka terkait dan metode analisis deskriptif untuk menganalisis fenomena tersebut. Penelitian ini menerapkan teori politik hijau sebagai konsep teoritis utama yang diikuti oleh konsep pembangunan berkelanjutan dan K.J. Holsti teori kerjasama internasional. Hasilnya, studi ini menyimpulkan bahwa peran yang dilakukan USAID adalah pelaksanaan Proyek Sustainable Ecosystems Advanced (SEA) periode 2016 hingga 2021, dengan bantuan teknis dan hibah untuk zonasi atau pemetaan kawasan konservasi di Provinsi Maluku Utara. Secara keseluruhan, USAID bekerja dengan Indonesia baik melalui masyarakat sipil maupun pemerintah untuk memfasilitasi dan mempercepat pembangunan ekonomi dan social Indonesia dengan perlindungan lingkungan laut secara seimbang.

Kata kunci: *USAID, Indonesia, Teori Politik Hijau, Pembangunan Berkelanjutan, Kerjasama Internasional, Kawasan Konservasi Laut*

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With love and appreciation, I would like to thank all the people above who have significantly contributed to completing my thesis.

Sincerely,

A handwritten signature in black ink, appearing to read 'Gina Saodiah', with a stylized flourish at the end.

Gina Saodiah

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LIST OF ABBREVIATIONS

AA	Assistance Agreement
ADB	Asian Development Bank
ASEAN	Association of Southeast Asian Nations
AUSAID	Australian Agency for International Development
CBD	Convention on Biological Diversity
CI	Conservation Indonesia
CMT	Customary Marine Tenure
COBSEA	Coordinating Body on the Seas of East Asia
CRMP	Coastal Resources Management Project
CTC	Coral Triangle Center
EEZ	Exclusive Economic Zone
EQI	Environmental Quality Index
FAO	Food and Agriculture Organization
FMA	Fisheries Management Area
GDP	Gross Domestic Product
GEF	Global Environment Facility
GOI	Government of Indonesia
HDI	Human Development Index
IMACS	Indonesia Marine and Climate Support
IUU	Illegal, Unregulated and Unreported
KKP	<i>Kementerian Kelautan dan Perikanan</i> (Ministry of Marine Affairs and Fisheries)
KKPD	<i>Kawasan Konservasi Perairan Daerah</i> (Regional Marine Conservation Area)

MMAF	Ministry of Marine Affairs and Fisheries
MPA	Marine Protected Area
MRP	Marine Resources Program
NGO	Non-Governmental Organization
NOAA	National Oceanic and Atmospheric Administration
NRM	Natural Resource Management
PEMSEA	Partnerships in Environmental Management for the Seas of East Asia
RZWP3K	<i>Rencana Zonasi Wilayah Pesisir dan Pulau-Pulau Kecil</i> (Integrated Coastal Zone Management)
SDG	Sustainable Development Goal
SEAFDEC	Southeast Asian Fisheries Development Center
TNC	The Nature Conservancy
UN	United Nations
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNCLOS	United Nations Convention on the Law of the Sea
URI-CRC	University of Rhode Island, Coastal Resources Center
USAID	United States Agency for International Development
USAID SEA	USAID Sustainable Ecosystems Advanced Project
WCED	World Commission on Environment and Development
WCS	Wildlife Conservation Society
WWF	World Wildlife Fund

CHAPTER 1

INTRODUCTION

1.1 Background of the Study

Ocean is a key ecosystem and largely crucial in sustaining life on the planet. The earth, after all, is over 70% covered by the ocean, and it holds over 99% of the planet's living space by volume by volume.¹ Despite their immense importance, the ocean and marine resources are threatened by a variety of anthropogenic stressors,² such as overfishing, pollution, plastics and marine litter.³ In recent years, marine ecosystems and in particular coastal areas have lost 19 to 35 percent of foundational habitats, such as seagrass meadows, coral reefs, and mangroves around the world.⁴ This situation is aggravated by the increasingly negative effects of global climate change, which jeopardize food security and biodiversity in and of itself.

“*If anything ought to be too big to fail, it is the ocean*” declared by a high-profile article titled “The Ocean sustains humanity. Humanity treats it with contempt”.⁵ In this context, the ocean arguably became in some sense, an immediate issue. Therefore, additional amount of attention should be dedicated to enhance the efforts for environmental marine protection, and thus the role of government becomes pertinent in this area.

One of such efforts is the Marine Protected Areas or abbreviated as MPAs, which is a work program that is implemented in several regions in Indonesia, including the seas of North Maluku Province and its surroundings. To begin with, the law began to emerge in a significant way since the Djuanda Declaration of 1957, in which Indonesia declared to the world that the sea around, between and within Indonesian archipelago constitutes the whole territory of the Unitary State of

¹ Scott Gass, 2013. “Just How Big the Ocean”, *Smithsonian Ocean Portal*. Available at: <https://ocean.si.edu/planet-ocean/seafloor/just-how-big-ocean>

² Defined in Kumar, A., 2022. “Chapter 8: Sustaining Life Below Water”, *Ecosystem-Based Adaptation: Approaches to Sustainable Management of Aquatic Resources*, Amsterdam, Netherlands: Elsevier Science, p. 437.

³ Aswani, S., 2019. “Perspectives in Coastal Human Ecology (CHE) for Marine Conservation”, *Biological Conservation Vol. 236*, p. 223.

⁴ United Nations, 2017. “2017 HLPF Thematic Review of SDG 14: Conserve and sustainably use the oceans, seas and marine resources for sustainable development”, New York: High-level Political Forum, p. 3.

⁵ The Economist, 2017. How to improve the health of the ocean. *The Economist*, 27 May 2017. Available at: <https://www.economist.com/leaders/2017/05/27/how-to-improve-the-health-of-the-ocean>

the Republic of Indonesia.⁶ According to this view, the international community recognized Indonesia as an archipelagic country at the Third United Nations Conference on the Law of the Sea through the United Nations Convention on the Law of the Sea 1982 (UNCLOS 1982) that accordingly ratified with Indonesian Law No. 17 in the year 1985.⁷ On the basis of the adherence to UNCLOS, the jurisdictional waters of Indonesia have been about 5,9 million km² that consists of 3,2 km² of territorial waters and 2,7 km² of Exclusive Economic Zone (EEZ) waters, which bear notably as the largest archipelago in the world.⁸ Against this background of an extensive set of fundamental law relating to the oceans, it is becoming increasingly clear that marine conservation is crucial for an island nation like Indonesia. Hence, it deserves high priority to implement marine protected areas (MPAs) in Indonesia.

North Maluku Province is presently one of the regions in Indonesia which are allocated as rehabilitation zones and marine protected areas while taking into consideration its good marine and ecotourism potential. Later, into the process to safeguard the marine protected areas, the Ministry of Maritime Affairs and Fisheries of the Republic of Indonesia together with the U.S. Agency for International Development or better known as USAID, launched the Sustainable Ecosystems Advanced abbreviated as SEA Project in the North Maluku Province. The reason is to ensure long-term sustainability from its management approaches and financing the implementation to the Government of Indonesia in order to realize the target for establishing a target of thirty million hectares of MPAs.⁹ The Project successfully supported North Maluku province to finalize, legalize and enact Regional Regulation No. 2 of 2018 in regards to the Zoning Plans for Coastal Areas and Small Islands (RZWP3K) of North Maluku Province for 2018-2038.¹⁰ Through this regulation, for example, Rao – Tanjung Dehegila being allocated as MPA in line with a statement in article 22, which concerns an area of approximately 65,520.75 hectare.¹¹ By 2020, the

⁶ Lasabuda, Ridwan, 2013. "Regional Development in Coastal and Ocean in Archipelago Perspective of the Republic of Indonesia", *Jurnal Ilmiah Platax Vol. 1-2*, Manado: Sam Ratulangi University, p. 93-94.

⁷ Ibid.

⁸ Ibid.

⁹ Coral Triangle Center, 2020. "Developing a Roadmap to Achieve Indonesia's Marine Protected Area Vision by 2030", *Coral Triangle Center*, 21 July 2020. Available at:

<https://www.coraltrianglecenter.org/2020/07/21/developing-a-roadmap-to-achieve-indonesias-marine-protected-area-vision-by-2030/>

¹⁰ Regional Regulation of North Maluku Province No. 2 of 2018 on Zoning Plans for Coastal Areas and Small Islands of North Maluku Province on 2018-2038.

¹¹ Ibid, Article 22.

Government of Indonesia officially declared the 65.892,42 hectare of areas that lie within Rao – Tanjung Dehegila as a MPA, which are all part of the Morotai Island in the eastern province of North Maluku.¹² The initial enthusiasm and proactivity of marine protected areas in Rao – Tanjung Dehegila started from the reserve of a regional marine conservation area (*KKPD*) in the east of Rao Island with an area of 330 hectare, which was intended for the conservation of endangered species, such as green and hawksbill sea turtles.¹³ Since then, the marine protected area of Morotai Island is reserved through the Decree of the Governor of North Maluku Number 361/2018.¹⁴ Several other islands in North Maluku have received partial protection through Regional Regulation No. 2 of 2018.

Other relevant legislation includes Law No. 23 of 2014 concerning local government that gave significant changes, especially regarding the licensing authority of marine and coastal management that the regent or mayor previously held is now transferred to the governor.¹⁵ Looking ahead from this point, then, the combination of extraordinary ambition, political commitments, and the resources required for marine and coastal conservation were made at North Maluku Province. Within this context, North Maluku Province as a destination that has not yet been fully developed became a national priority for conservation and ecotourism areas. Accordingly, it represents one of the most significant advances for marine conservation in Indonesia's history that one day could be defined as critical point for navigating transformations in marine habitats and resource management in this globally important area.

1.2 Problem Identification

The Republic of Indonesia is a wide archipelagic state with over 17,504 islands and approximately 95,181 square kilometers of coastline convex to the sea as the fourth longest in the

¹² Decree of Ministry of Marine Affairs and Fisheries No. 67/KEPMEN-KP, 2020. "Rao-Tanjung Dehegila Marine Protected Area and Its Surrounding Waters in North Maluku Province", *Ministry of Marine Affairs and Fisheries*.

¹³ Decree of the Regent of Morotai Island No. 523/42/PM, 2012. "Data Kawasan Konservasi", *Direktorat Konservasi Kawasan dan Jenis Ikan*. Available at: <http://kkji.kp3k.kkp.go.id/index.php/basisdata-kawasan-konservasi/details/1/122>

¹⁴ Decree of the Governor of North Maluku No. 361/KPTS/MU, 2018. *SKPT Morotai*. Available at: <https://kkp.go.id/Morotai/artikel/12697-kerjasama-indonesia-amerika-serikat-maluku-utara-punya-tiga-kawasan-konservasi-perairan-baru>

¹⁵ Law No. 23 of 2014 on the Local Government, Article 27.

world.¹⁶ In this regard, Indonesia's maritime resources and ecosystems are global treasures, making them a priority for global conservation. In 2016, Indonesia's share of gross domestic product (GDP) originating from the fishery sector grew from 8% to 12% in 2019.¹⁷ According to one estimate, the marine tourism sector has the potential to contribute to state revenues up to Rp. 14 billion per km, based on the value of reefs and mangroves for shore protection.¹⁸ All of this means that people, a huge number of individuals, depend heavily on the country's rich marine resources for economic and social benefits.

Communities also derive ecological benefits from coastal ecosystems through protecting beaches from waves, erosion and through preventing the impacts of global climate change and ocean acidification. If properly managed, Indonesia's healthy coastal and marine ecosystems could be worth up to USD 387 million through coastal protection, which provides the promises of improvement in food security that reduced poaching and over-exploitation of the oceans.¹⁹

However, threats to marine ecosystems have caused coastal and marine habitat conditions to decline in the last 10 years.²⁰ Therefore, existing activities need to set aside large areas of marine and coastal waters for protection so that damaged habitats and biodiversity can be restored and continue to provide sustainable ecological with economic and social benefits for the community. Protection of marine areas is actually not a new thing, traditional or indigenous communities have practiced various forms of customary law known as *adat*, where marine resources are managed in a sustainable manner, for example, Sasi in eastern Indonesia, Hading Mulung in Alor, Awig-awig in Bali and Lombok, or the Panglima Laot in Nanggroe Aceh Darussalam.²¹

In circumstances when marine ecosystems begin to suffer from various threats, foreign aid may offer an option. Following this foundation, the United States has long been seen as an important supplier of official development aid, with USAID conducting a substantial mission in Indonesia.

¹⁶ Solihin, A., et al, 2020. "Oceans in the Balance: Indonesia in Focus", *Greenpeace Southeast Asia*, p. 1-2.

¹⁷ MMAF, 2017. "Indonesia Marine and Fisheries Book 2017", *Ministry of Marine Affairs and Fisheries*, Jakarta: JICA Team, p. 5.

¹⁸ Wells, S., et al., 2006. "In the Front Line: Shoreline Protection and Other Ecosystem Services from Mangroves and Coral Reefs", Cambridge: UNEP-WCMC, p. 13.

¹⁹ Burke, L., et al., 2012. "Reef At Risk Revisited in the Coral Triangle", Washington, DC: World Resources Institute, p. 9.

²⁰ Ibid.

²¹ Estradivari, et al., 2017. "Kawasan Konservasi Perairan: Investasi Cerdas untuk Perlindungan Keanekaragaman Hayati Laut dan Membangun Perikanan Indonesia", Jakarta: WWF-Indonesia, p. 3.

To begin with, USAID is the U.S. independent federal government agency that established by President John F. Kennedy as part of the law through Foreign Assistance Act of 1961 pursuant to Public Law 87-195.²² Since then, USAID has played an increasingly prominent role as a donor, partner, and sources of expertise at the international aid architecture.

Along with USAID's activities in Indonesia, one of the key areas in the environmental strategy is the protection of the marine ecosystems by strengthening the management of marine protected areas (MPAs) that cover more than one million hectares in Maluku and West Papua.²³ It should be noted that the conservation efforts have other key non-government Indonesian partners that includes Conservation Indonesia (CI), The Nature Conservancy (TNC), World Wildlife Fund (WWF), Coral Triangle Center (CTC) and the Wildlife Conservation Society (WCS).²⁴ However, this is an important starting point for understanding the relation between the United States and Indonesia over the immediate environmental issues, specifically in the marine and fishery sector. Accordingly, it was primarily a study about the interplay between countries that generate and maintain a mutually beneficial pattern of cooperation in the face of tackling environmental impact by the domestic condition of the country that faces threats.

1.3 Research Question

Based on the primary introduction above, the problem of this thesis would be,

“How did the U.S. Agency for International Development (USAID) contribute to support marine conservation in Indonesia through the Sustainable Ecosystems Advanced (SEA) project in North Maluku Province (2017 - 2020)?”

1.4 Research Objective

The objective of this research is to understand the role of the United States Agency for International Development (USAID) and gain deeper insights into the implementation of their

²² US Department of State Office of the Historian, “USAID and PL-480, 1961-1969”, *Office of the Historian*. Available at: <https://history.state.gov/milestones/1961-1968/pl-480>

²³ Quak, E., 2010. “Promoting Inclusive Growth and Better Trade Relations with Indonesia”, *K4D Helpdesk Report 545*, Brighton, UK: Institute of Development Studies (IDS). p. 24.

²⁴ ANTARA, 2012. “MMAF is Optimistic to Reach 20 Million HA of Marine Conservation Area”, *ANTARA News*, 16 May 2012. Available at: <https://en.antaranews.com/news/82169/mmaf-is-optimistic-to-reach-20-million-ha-of-marine-conservation-area>

project that represents the U.S. and Indonesia development cooperation in bolstering efforts to safeguard marine biodiversity.

1.5 Literature Review

In this section, marine protected areas (MPAs) are explained, their history, benefits, types, and trends in their application. This approach will also lead to the development cooperation between USAID and Indonesia given the marine protected areas values. To study this, the author targeted the National Library of Indonesia and ResearchGate journal database, using search terms related to the integration of MPA and USAID Indonesia. The search yielded more than 50 publications, where each was screened to determine its relevance to the study case.

1.5.1 Marine Protected Areas

Before examining the U.S. and Indonesia development cooperation over the immediate issues of marine ecosystems, consideration will need to be given to what marine protected areas (MPAs) actually entail from previous studies. In recent years, there has been a significant increase in the number of publications on marine protected areas (MPAs) with a concurrent broadening in the scope of research.

According to Agardy & Staub (2006), a marine protected area is a coastal or offshore marine area that is managed to protect natural and/or cultural resources of a particular place.²⁵ Meanwhile, according to Edgar, Russ & Babcock (2007), marine protected areas (MPAs) are spatially-delimited areas of the marine environment that are managed, at least in part, for conservation of biodiversity.²⁶ In another definition explains, marine protected areas (MPAs) defined as any parts of intertidal or subtidal environments, together with their overlying waters and associated flora, fauna historical and cultural features, which have been reserved and protected by law or other effective means to protect part or all of the enclosed environment.²⁷

²⁵ Agardy, M.T. and Staub, F., 2006. "Marine Protected Areas and MPA Networks", Washington, DC: National Science Foundation and United States Fish and Wildlife Service.

²⁶ Edgar G.J., Russ G.R., & Babcock R.C., 2007. "Marine Protected Areas", *Marine Ecology Eds*, Oxford, UK: Oxford University Press, p. 533-534.

²⁷ Kelleher, G. and Kenchington, R., 1992. "Guidelines for Establishing Marine Protected Areas", *A Marine Conservation and Development Report*. Gland, Switzerland: International Union for the Conservation of Nature and Natural Resources (IUCN), p. vii+ 79.

The term of marine protected areas includes intertidal reserves and areas focused on the protection of shipwrecks, archaeological remains, etc., in which some arguing that the term is so broad and vague that it has little value²⁸, and therefore somewhat obscure marine conservation objectives from the generality.²⁹ No wonder there is no unifying definition of this term, but a plethora of definitions used to describe marine protected areas that often mean different things to different groups of interests within the society, depending upon the objectives of the policy, type of designation, and protection level provided by the MPA.

In the context of this study, a wide variety of sites could be considered as marine protected areas (MPAs). However, Agardy (1997) argues that the ultimate goal of any marine protected area is marine conservation where the protection of critical ecological processes which maintain the ecosystem and allow for the production of goods and services beneficial to humankind, while allowing for utilization of ocean space and resources.³⁰ In line with this idea, many scholars and experts believe MPAs that are properly managed can increase fish populations and habitat quality.³¹

The concept of marine protected areas (MPAs) began to be reconsidered again by many parties when the massive exploitation of marine resources, overfishing, and food crises in various parts of the world resulted from flooding in the 1980s.³² In 1982, the United Nations Convention on the Law of the Sea (UNCLOS) provided a legal basis at the international level, followed by the 1992 Convention on Biological Diversity (CBD) with decisions on its conservation and sustainable use dating back to the very first Conference of Parties in 1994. Under the Jakarta Mandate on Marine and Coastal Biological Diversity, adopted by the parties to the CBD in 1995, governments affirmed

²⁸ Ballantine, W.J., 1999. "Marine reserves in New Zealand: the development of the concept and the principles", *Proceedings of International Workshop on Marine Conservation*. Cheju Island, Korea: Korean Ocean Research and Development Institute, p. 3-38.

²⁹ Jones, P.J.S., 1994. "A review and analysis of the objectives of marine nature reserves", *Ocean Coastal & Management Vol. 24(3)*, p. 149-178.

³⁰ Agardy, T.S., 1997. "Marine Protected Areas and Ocean Conservation", San Diego: R. G. Landes Co. (Academic Press), p. 88.

³¹ White, A.T., et al., 2014. "Marine Protected Areas in the Coral Triangle: Progress, Issues, and Options", *Coastal Management Vol. 42(2)*, p. 37-41; Russ, G.R., et al., 2008. "Rapid Increase in Fish Numbers Follows the Creation of the World's Largest Marine Reserve Network", *Current Biology Vol. 18(12)*, p. R514-R515; Gaines, S.D., et al., 2010. "Designing Marine Reserve Networks for Both Conservation and Fisheries Management", *Proceedings of the National Academy of Sciences Vol. 107*, p. 18286-18293.

³² Srinivasan, U.T., et al., 2010. "Food Security Implications of Global Marine Catch Losses Due to Overfishing", *Journal of Bioeconomics Vol. 12(3)*, p. 183-200.

the importance of marine and coastal biodiversity.³³ Therefore, the establishment of marine protected areas (MPAs) is one method for implementing CBD mandate.

In 2008, Indonesia fulfilled its commitment to the Convention on Biological Diversity's Program of Work on Protected Areas to create 10 million hectares of marine protected areas by 2010, with the declaration of the 3.5 million hectares Savu Sea Marine National Park within the Lesser Sunda Ecoregion. Currently, Indonesia has 108 marine protected areas covering 157,841 km², which contributes significantly to the Government of Indonesia's next goal of establishing 20 million hectares of marine protected areas by 2020.³⁴

Nationally, the government has created marine protected areas (MPAs) across the archipelago that includes the area of eastern Indonesia's seas, notably the seas around North Maluku. The characteristics of this region are the unity of large and small islands, which are bordered by the Pacific Ocean to the north, the Seram Sea to the south, the Molucca Sea to the west, and the Halmahera Sea to the east.³⁵ Therefore, it comprises about 76% sea and the remaining 24% is land that eventually make the province dominated by fisheries and marine resources.³⁶ Beside the numerous potential fisheries and marine resources, the province still faces some obstacles in terms of resource management. This means that proper and sustainable production control is required for marine conservation and natural resource management. Therefore, local communities and the government have made efforts to establish marine protected areas (MPAs).

In some cases, the establishment of marine protected areas (MPAs) can come from local initiatives that develop an understanding of local context as community-based conservation management where some coastal communities in eastern Indonesia region, fishermen enacted a fishing moratorium, locally known as *sasi*.³⁷ It is embedded in the local wisdom and practice based on customary law (*adat*), which known as traditional regulation for an open and closed season of fisheries utilization.³⁸ Despite increasing domestic and international awareness and praise of what

³³ Kelleher, G., 1999. "Guidelines for Marine Protected Areas", Gland, Switzerland & Cambridge, UK: IUCN, p. 4.

³⁴ Yudhoyono, S. B., 2009. "Statement at CTI Summit by H.E. Dr. H. Susilo Bambang Yudhoyono, President of the Republic of Indonesia", *Coral Triangle Initiative Summit*, Manado: TNC.

³⁵ Malik, F., Kotta, R. & Rada, M., 2019. "Policy for the Regulation of the Outside Islands in the North Maluku Province in Order to Maintain State Integrity of the Republic of Indonesia", *International Journal of Business, Economics and Law Vol. 20(4)*, p. 7.

³⁶ Ibid.

³⁷ Djumanto, et al., 2021. "The Role of Marine Protected Areas as A Life Support for Fishery Communities: Indonesia Perspective", *Protected Area Management – Recent Advances*, London, UK: IntechOpen, p. 14.

³⁸ Ibid.

is considered by many analysts to be an exemplary indigenous resource conservation tradition, the practice is in decline in parts of Maluku and still have threats such as destructive fishing activities due to a lack of compliance to fishing rules and management capacity.³⁹ With that being said, previous literature works have explained the importance of marine protected areas (MPAs) to safeguard marine biodiversity. Nonetheless, the road to improved management of marine conservation in Indonesia is long and thus local communities across the region find themselves engaged with conservation-oriented agencies that are concerned to support sustainable utilization of marine resources.

The reviewed literature presented a lot of information related to the marine protected areas (MPAs), and its importance in the current global scenarios. However, it was difficult to find substantial study connecting USAID and Indonesia's marine conservation in North Maluku Province. The analysis therefore seeks to fill existing literature gaps to understand the involvement of USAID as a non-state actor and conservation-oriented agency behind the implementation of marine conservation in North Maluku Province, and also examine the various meanings and values that are associated with the conservation program. Consequently, this is where the part of bilateral cooperation comes in.

1.5.2 Cooperation between Indonesia and USAID

Due to Indonesia's standing as the world's greatest repository of marine biological resources and possesses some of the world's most important fisheries,⁴⁰ there are several scientific literatures that has raised many concerned about the current status and policies on marine ecosystems in Indonesia. The research includes the creation of Indonesia's marine conservation zones and the impacts coastal fisheries management have on the nation's social and economic development.

There are various studies concerning the number of issues facing marine biodiversity and coastal fisheries management in Indonesia, such as the problem of over-exploitation of natural resources and the conflict of utilization and management of coastal areas. Both of these problems caused by rapid increase in population density that requires capacity to produce food and

³⁹ Harkes, I., 2001. "An Institutional Analysis of Sasi Laut, A Fisheries Management System in Indonesia", Canada: IDRC, p. 6-8.

⁴⁰ FAO, 2020. "The State of World Fisheries and Aquaculture 2020", *Sustainability in action*, Rome, Italy: FAO. Available at: <https://www.fao.org/documents/card/en/c/ca9229en>

equipment capacity, which leads to unsustainable fishing practices that continue to increase catch but cause fisheries production to decline.⁴¹

The most comprehensive information on marine and coastal management in Indonesia has been provided by Patlis (2007). He introduced the topic by illustrating how the decline of marine resources in Indonesia has become a growing problem and describes the use and development of fisheries management. Patlis also provided specific information on the institutional background of fisheries management in Indonesia and discussed Indonesia's marine capture fisheries strategies, policies, and legislations. He proposed various solutions to the problem, including institutional strengthening, regulatory framework, monitoring and enforcement mechanisms needed to achieve sustainable fisheries management.⁴² With this groundwork laid, it allows for a proper understanding of the way to tackle Indonesia's marine ecosystems problems for the sake of immediate and future uses, to avoid the loss of natural marine resources, which might eventually lead to hunger and non-availability.

In managing its natural marine resources, Indonesia has participated in several mechanism that relevant with regards to development of MPA network designs and regional cooperation to protect marine ecosystems. For instances, the Coordinating Body for the Seas of East Asia (COBSEA), Partnerships in Environmental Management for the Seas of East Asia (PEMSEA), and the Association of Southeast Asian Nations (ASEAN). Indonesia is also a member of the Southeast Asian Fisheries Development Center (SEAFDEC). In addition, there are also numerous donors (i.e., bilateral, multilateral, and private foundations) and international organizations working in the biodiversity sector of marine and fisheries in Indonesia.⁴³ The main donors are the Asian Development Bank (ADB), the United Nations Development Programme (UNDP), the United States Agency for International Development (USAID), the World Bank-IBRD, the Global Environmental Facilities (GEF), and the Australian Agency for International Development (AUSAID).

⁴¹ Nurhidayah, L., 2010. "Integrated Coastal Zone Management in Indonesia: The Implementation and Its Challenges", *SSRN Electronic Journal*, p. 1-3.

⁴² Patlis, J., 2007. "Indonesia's New Fisheries Law Will It Encourage Sustainable Management or Exacerbate Over-Exploitation?", *Bulletin of Indonesian Economic Studies Vol. 43(2)*, p. 201-226.

⁴³ Siry, H.Y., 2006. "Decentralized Coastal Zone Management in Malaysia and Indonesia: A Comparative Perspective 1", *Coastal Management Vol. 34(3)*, p. 273-274.

Specifically with USAID, their activities that include initiative and assistance have been carried out through many new programs in developing and transition economies to help conserve Indonesia's rich marine and terrestrial biodiversity. A notable example is the USAID-sponsored Coastal Resources Management Project (CRMP), known as *Proyek Pesisir*, and the Natural Resources Management (NRM) program in North Sulawesi, which is applying several different approaches in instituting community-based management schemes in their project based upon models developed in the Philippines.⁴⁴ Research result has been written as a formal document and guide that indicates development activities in coastal areas.

In addition, Pradipta & Afrimadona (2020) discussed the role of USAID that further U.S. interests abroad, particularly within the cooperation between Indonesia and the U.S. in strengthening sustainable fisheries management that has the potential economic benefits which not only of importance to Indonesia but also to the U.S., as a major trading partner.⁴⁵ They outlined various problems connected to the sustainable management of marine and fisheries resources that includes over-exploitation of fish stocks, such as shrimp, snapper, grouper, flying fish, bigeye tuna, and albacore tuna. Other problems include the rise of illegal fishing practices, which are internationally known as Illegal, Unregulated, and Unreported (IUU) fishing, destructive fishing practice (DFP), and lack of capacity of relevant stakeholders in law enforcement. In effect, the marine and fisheries sector has been emphasized as a sector which to exploit that ignores sustainability principles. Among other problems, Pradipta & Afrimadona (2020) further emphasized that marine protected areas (MPAs) management, which are not yet optimal, adds to the long list of threats to the marine and fisheries development sector.⁴⁶ Thus, the successful development of the marine fishery sector will remain one of the biggest challenges in Indonesia.

USAID's assistance in seeking to achieve sustainable fisheries management and improved marine biodiversity protection in Indonesia is therefore addressing a sector that is of vital importance to Indonesia, as well as the U.S. from biodiversity conservation, economic, food

⁴⁴ Pet-Soede, L. & Erdmann, M., 1998. "An Overview and Comparison of Destructive Fishing Practices in Indonesia", *SPC Live Reef Fish Information Bulletin #4*, p. 34; Dutton, I. & Crawford B., 2007. "Villagers keep the seas alive", *Inside Indonesia*. Available at: <https://www.insideindonesia.org/villagers-keep-the-seas-alive>

⁴⁵ Pradipta & Afrimadona, 2020. "Implementasi Kerjasama Indonesia-Amerika Serikat dalam Program Sustainable Ecosystem Advanced Periode 2016-2018", *Seminar Nasional Riset Ilmu Sosial dan Ilmu Politik Vol. 1(2)*, p. 39-40.

⁴⁶ Ibid.

security, and trade perspective. In this regard, Indonesia and the U.S. relationship is critical to the interests of both nations, and will continue to grow in the years ahead.

Along with various studies discussing Indonesia and the U.S. strategic bilateral framework for fisheries management and biodiversity conservation, there are also several solutions and programs that have been suggested in literature to support the vulnerable country reduce the threats to natural marine resources. For example, USAID (2013) has proposed various solutions to the marine and fisheries management issues in the country, such as authorized the Marine Resources Program (MRP) and management of marine protected areas system.⁴⁷ The publication goes on to bring numerous reliable and timely information about current situation and the future prospects of not only to Indonesia, but embroil the U.S. as well.⁴⁸ Therefore, it is important to be aware of how both countries have approached the issues of marine and fisheries management sector, as there seem to be very strong path interdependencies involved here. The following analysis present the implications of the recent program as well as policy objectives of Indonesia's fisheries, and further with the U.S. diplomatic & development assistance commitments to support Indonesia's marine conservation through USAID to address gaps in the available research.

1.6 Significance of Study

This research itself will be used as a further study, in this case, it will emphasize the role that has been carried out by the U.S. Agency for International Development (USAID) in assisting the Government of Indonesia in protecting the marine biological diversity, improving Indonesia's precious natural marine resources, strengthen fisheries management and bolster maritime law enforcement. The author chose to do further study on the cooperation between the USAID and the Government of Indonesia (GOI) on the SEA Project in North Maluku Province, which is sought after and also have been interpreted differently by different institutions and individuals.

Moreover, in the USAID roles' literature, most research utilizes international cooperation as a theoretical framework. However, this study focuses on the combination of international cooperation and two other theories. The author also focuses on the role of USAID in Indonesia

⁴⁷ Morgan, G., Darmawan & Taurusman, A.A., 2013. "Evaluation of USAID-MMAF Marine Resources Program (MRP), Indonesia", *USAID*.

⁴⁸ *Ibid*.

with regard to sustainable development whereas most of literature is chosen more on the fisheries management done by USAID's programmes in the country. Thus, the contribution of this research is expected to provide more knowledge about this topic for future studies.

1.7 Theoretical Framework

1.7.1 Green Political Theory

Green political theory has a strong foundation on how important the environment is discussed in international relations, for example, the over-exploitation of natural marine resources. As the concern in threats for natural marine resources become the subject of discussion of a cooperation context, the rationale for marine protected areas (MPAs) can be seen through green political theory.

Green political theory emerged in the field of international politics after the 1970s in the wake of growing concern for the very survival of the whole natural ecosystem of the planet.⁴⁹ However, it was not until the late 1980s that it became an actively researched field with leading researchers, such as John S. Dryzek, Robyn Eckersley, R.E. Goodin, and John Barry.⁵⁰ Unlike traditional theories, green political theory is a theory that aims to understand environmental politics from a critical point of view, rather than explain it without questioning. Although many features distinguish green political theory from traditional international theories, one of the most important is its philosophical stance of not centralizing human and state interests over the interests of the ecological systems.⁵¹ This feature allowed to highlight the importance of ecology in green political theory, therefore it offers an ecocentrism perspective rather than anthropocentric view.⁵² In addition to the ecocentric world-view, the other important features of green political theory is regarding the limits of natural and economic growth on earth. As it has been argued in the Club of Rome's *Limits to Growth* report, everything in the world is finite.⁵³ So, the human population, physical and material needs, and other elements that depend on natural resources, cannot grow

⁴⁹ Vincent, A., 2003. "Green political theory", *Political Concepts 1st edition*, Manchester, UK: Manchester University Press, p. 184.

⁵⁰ Ibid.

⁵¹ Steans, et al., 2010. "Green Perspective", *An Introduction to International Relations: Perspectives and Themes 3rd edition*, Oxfordshire, UK: Routledge, p. 210.

⁵² Ibid.

⁵³ Meadows, D., et al., 1972. "The Limits to Growth: A Report for the Club of Rome's Project on the Predicament of Mankind", New York, US: Universe Book, p. 289.

forever.⁵⁴ In this regard, green political theory tries to explain the impossibility of aspiring to infinite growth in a finite system and why humans have to profoundly change their social and political behavior in order to sustain the ecosystem that enables life on Earth to thrive.⁵⁵ This view is practical as it sees the extent of the relationship between human behavior and environment. Moreover, it has profound implications for putting nature and long-term ecological values rather than short-term human interests.⁵⁶ Therefore, this whole perspective gives green political theory a unique signature.

Example of prior knowledge from a previous scholar who focuses on green political theory is John Barry. He has taught, written and published widely on the normative aspects of green moral and political theory. Interestingly, according to Barry (1993), green politics is based on three main principles, which are a theory of distributive (intergenerational) justice, a commitment to a process of democratization, and the achievement of ecological sustainability.⁵⁷ These principles are used as a means to explain the conception of green political theory, as in understanding the continuity of eco-authoritarianism as one of the sustainability efforts at the cost of democracy and social justice.⁵⁸ In line with the principles expressed by Barry, thus, cooperation between developing and developed countries is needed in dealing with economic, political, environmental, and welfare issues. This was even emphasized by Robyn Eckersley (2007) that environmental problems become transnational issues whose studies can only be applied in green political theory.⁵⁹

It should be clear from the start that the growing significance for green political theory in international relations is because the impact of damage to the environment has spread and extended no longer to one country but to another. Furthermore, and in a way more importantly, the recovery process is not easy and takes a long time. In this way, the state is no longer the only actor that has many implications and as a result the link between nation states in the environmental outcomes domain often remains unclear. These in turn reflect the case of Indonesia and the United States

⁵⁴ Meadows, D., Randers & Meadows, 1993. "Beyond the Limits: Confronting Global Collapse, Envisioning a Sustainable Future", Vermont, US: Chelsea Green Publishing Company, p. 7.

⁵⁵ Dobson, A., 2007. "Green Political Thought 4th Edition", New York, US: Routledge, p. 12.

⁵⁶ Dyer, H., 2017. "Green Theory", *International Relations Theory*, Bristol: E-International Relations, p. 84-89.

⁵⁷ Barry, J., 1993. "Green Political Theory and the State", London, UK: Political Studies Association, p. 1-2.

⁵⁸ Ibid.

⁵⁹ Eckersley, R., 2007. "Green Theory", *International Relations Theories*, Oxford, UK: Oxford University Press, p. 252.

bilateral relations to tackle the obviously transnational dimensions of environmental problems through SEA Project. After all, SEA Project is an attempt to establish a global scale of good environmental governance to enhance marine fisheries resources and ecosystems resilience for sustainable livelihoods and development.

1.7.2 Sustainable Development Concept

Another strand of theorizing that sees more room for green political theory is rooted on the concept of sustainable development. The term of sustainable development was first used in the World Conservation Strategy in 1980 and widely disseminated by the UN-sponsored Brundtland Report in 1987 entitled “*Our Common Future*” at the World Commission on Environment and Development (WCED). To quote the widely influential definition of the Brundtland Report, sustainable development is development that meets the needs of the present without compromising the needs of future generations.⁶⁰ According to this definition, the underlying principles of the concept of sustainable development are an assurance of the human needs, while respecting certain environmental constraints.⁶¹ In this sense, it points out responsibilities for fair use of global natural resources by the present people and among different generations. It is not exactly clear, however, to what extent sustainable development means and this is somewhat vague with the sheer number of definitions that are available.⁶² Even though, the definitions largely follow the core of the concept set out in the basic definition of the World Commission on Environment and Development (WCED). Despite its different interpretations, this concept of sustainable development aims to maintain economic advancement and progress while protecting the long-term value of the environment.

Subsequently, the concept has been widely accepted by the entire world community, and gradually reflected in national and international laws and policies. The following international conventions, such as the 1992 Rio Declaration on Environment and Development, and the 2002 Johannesburg Summit, contain and well represent sustainable development.⁶³ At the regional level

⁶⁰ WCED, 1987. “*Our Common Future*”, *Report of the World Commission on Environment and Development*, Geneva, Switzerland: United Nations, p. 43.

⁶¹ Tomislav, K., 2018. “The Concept of Sustainable Development: From its Beginning to the Contemporary Issues”, *Zagreb International Review of Economics & Business Vol. 21(1)*, p. 74.

⁶² *Ibid*, p. 76.

⁶³ Paul, D.B., 2008. “A History of the Concept of Sustainable Development: Literature Review”, *Economic Science Series Vol. 17(2)*, p. 578-579.

in Southeast Asia, the Association of Southeast Asian Nations (ASEAN) has adopted several resolutions and declarations on sustainable development including the 2006 Cebu Resolution on Sustainable Development and the 2007 ASEAN Declaration on Environmental Sustainability.⁶⁴ For individual countries in ASEAN, they have also adopted plans of actions on sustainable development following the 1992 Rio Declaration and Agenda 21. For example, Indonesia adopted its own Agenda 21 in 1997 and Sectoral Agenda 21 in 2000 as implementing measures in conformity with international requirements.⁶⁵ Unfortunately, these laws do not then make sustainable development easy to interpret, let alone implemented.



Figure I. Interdependence within sustainable development (Mock, T. & Wernke, T., 2011)

The position of the pyramid in the figure above suggests the foundation of sustainable development is the inherent links between the long-term stability of the environment, social and economy. In other words, the concept of sustainable development implements the fundamental

⁶⁴ Keyuan, Z., 2016. "Sustainable Development and the Law of the Sea: An Introduction", Leiden, Netherlands: Brill, p. 3.

⁶⁵ KLH, 2002. "Dari Krisis Menuju Keberlanjutan Meniti Jalan Pembangunan Berkelanjutan di Indonesia: Tinjauan Pelaksanaan Agenda 21", Jakarta: KLH (Ministry of Environment of the Republic of Indonesia).

landmarks that consists of three basic factors, which are the economic activities, the social development, and the environmental mechanism.⁶⁶ The full spectrum of environmental, economic, and social domains is interlinked and to address them will require a concerted international effort beyond independent or specialized programs. For that, the United Nations (UN) formalized 169 targets to gauge progress towards sustainability under 17 Sustainable Development Goals (SDGs), which the General Assembly also adopted in September of 2015.⁶⁷ Those goals serve as blueprints and indicators to achieve a better and more sustainable future for the global community.

Among those goals, there is a goal on the conservation and the sustainable use of the oceans, seas and marine resources with ten targets, four of which are to be achieved by 2020, namely goal 14: Life Below Water.⁶⁸ Although marine ecosystems are highly productive and diverse, they are currently under a lot of human pressure and changes are occurring as a consequence of unsustainable fishing practices, pollution, and the growth of urban infrastructures.⁶⁹ Many of these activities are leading to hardly reversible marine ecosystems degradation, in some extreme cases, to its disappearance.⁷⁰ It is precisely for that reason that the SDG 14: Life Below Water are of particular relevance to ensure the protection and sustainable management of marine areas, thus marine protected areas (MPAs) becomes an even more important tool in order to achieve SDG 14.

According to Friedheim (1999), the sustainable development principle appears to be receiving the most attention internationally in looking to the future development of marine and coastal management systems.⁷¹ After all, the ecosystem is both fertile and fragile. It requires a careful planning and that's where the sustainable development concept comes in handy. Tropical countries, such as Indonesia, are particularly vulnerable marine and coastal ecosystems degradation. Thus, the necessity of the concept of sustainable development is more evident today

⁶⁶ Mosteanu, D., et al., 2014. "The Sustainable Development – Human Development", *Land Forces Academy Journal Vol. 1(73)*, p. 106-107.

⁶⁷ Resolution 70/1 adopted by the General Assembly on 25 September 2015, Transforming our World: the 2030 Agenda for Sustainable Development. Available at: <https://documents-dds-ny.un.org/doc/UNDOC/GEN/N15/291/89/PDF/N1529189.pdf?OpenElement>

⁶⁸ SDG Tracker, n.d. "Sustainable Development Goal 14", *The SDG Tracker*. Available at: <https://sdg-tracker.org/oceans>

⁶⁹ Barbier, E.B., 2017. "Marine Ecosystem Services", *Current Biology Vol. 27(11)*, Amsterdam: Elsevier Ltd, p. R507–R510.

⁷⁰ Ibid.

⁷¹ Friedheim R., 1999. "Ocean Governance at the Millennium: Where We Have Been, Where We Should Go", *Ocean & Coastal Management Vol. 42*, p. 749-765.

due to the issues of environmental degradation in the country. In accordance with the research case, the decision for USAID to engage in Indonesia, especially in North Maluku, help to ensure that Indonesia meets its sustainable development targets, particularly by directly supporting SDG 14: Life Below Water.⁷² It also appears that the Sustainable Ecosystems Advanced (SEA) project in Indonesia not only may contribute to SDG 14, but also had the potential to contribute towards Targets under Goal 8 on decent work and economic growth, Goal 12 on sustainable consumption and production patterns, and Goal 17 on partnerships, among others. Therefore, a sustainable development approach, as suggested by, may well be key to making such a conceptually and theoretically dramatic break in this case.

1.7.3 International Cooperation Theory

It was not an accident that relations among the individual nations and states were more often conducted by war and conflict than by common interest and collaboration. A central proposition in the literature is focused on the problems of whether and how states enter into cooperative arrangements with other states their mutual advantage despite the absence of a central sovereign enforcement in the international realm.⁷³ However, cooperation is supported in repeated settings because of the nature that states cannot stand on their own, so states rely on other states to be able to meet their needs, especially in enhancing the development and progress of their own states. The former United Nations (UN) Secretary-General, Kofi Annan acknowledged that “*In today’s world, no state, however powerful, can protect itself on its own*”⁷⁴ and that “*the threats we face are interconnected*”.⁷⁵ International cooperation is therefore a practical necessity and a moral imperative.

According to K. J. Holsti (1988), international cooperation can be defined as the view of two or more interests, values, objectives meet each other and produce something, promoted or fulfilled by all sides at once through an agreement on specific issues between two or more countries in order to exploit the equation of interests with set of transactional rules about future implementation

⁷² White, A., Gunawan, T. & Green, G., 2018. “USAID Sustainable Ecosystems Advanced (USAID SEA) Project Third Annual Work Plan”, Burlington, US: USAID Indonesia, p. 2.

⁷³ Milner, H., 1991. “The Assumption of Anarchy in International Relations Theory: A critique”, *Review of International Studies Vol. 17(1)*, p. 67–85.

⁷⁴ Annan, K., 2005. “In Larger Freedom: Towards Development, Security, Human Rights for All”, *UN General Assembly 59th*, New York, US: United Nations, p. 7.

⁷⁵ *Ibid*, p. 25.

of the agreement that meet their needs and approval.⁷⁶ The theory outlined here teaches that cooperation happens because each party wants to achieve its own goals. It is to increase the wealth of a country through agreement based on the trust, respect, and appreciations. The forms of cooperation are also varied, it can be an integration between countries, diplomatic relations between countries, or transnational relations that depends on the goals that will be achieved. In the relation between the United States and Indonesia, it happens to be a development cooperation as the purpose is to protect marine biodiversity and support conservation in Indonesia.

Cooperation can happen in many aspects, but this study emphasizes the development cooperation between Indonesia and the U.S. Government through USAID. The strategic planning of USAID and Indonesia cooperation is implemented through, among other instruments, the U.S. foreign assistance (also commonly called foreign aid). Within the framework of international cooperation, foreign aid is a policy instrument that is not rarely used in international relations. Perhaps the simplest and most direct definition of foreign aid is the one written by political scientist K.J. Holsti, where he defines it as “*the transfer of money, goods, technology or technical advice from a donor to a recipient*”.⁷⁷ This insight, so central to international cooperation theory, may explain how foreign aid have been enforced in the past decade.

⁷⁶ Holsti, K. J., 1988. “International Politics: A Framework for Analysis”, *International Politics 2nd edition*, Englewood Cliffs, NJ: Prentice Hall International, p. 652-653.

⁷⁷ Holsti, K. J., 1992. “International Politics: A Framework for Analysis”, *International Politics 6th edition*, Englewood Cliffs, NJ: Prentice Hall International, p. 192.

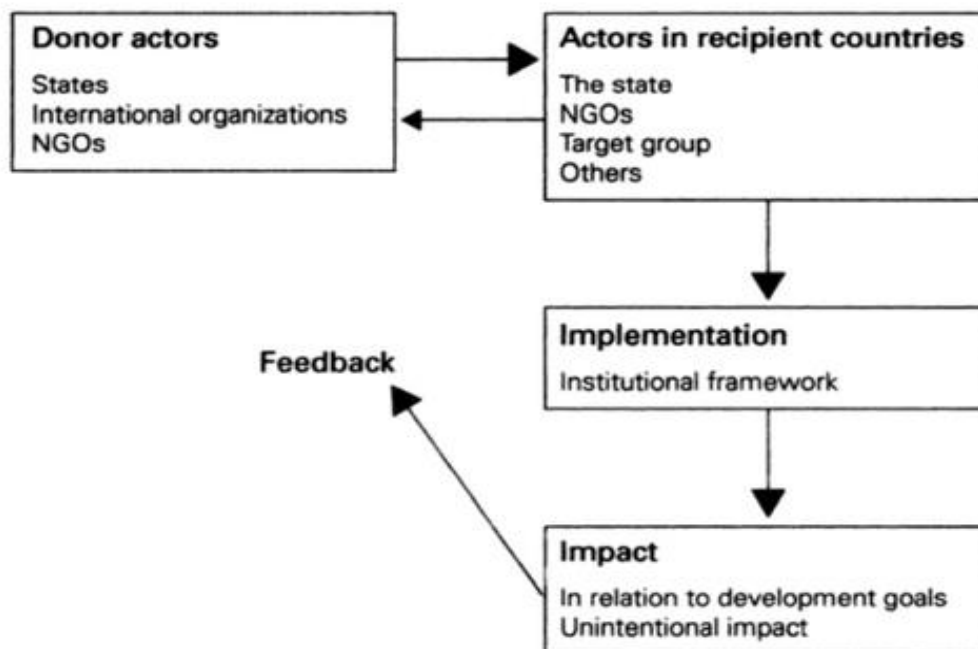


Figure II. Foreign aid as process (Degnbol-Martinussen, J. & Engberg-Pedersen, P., 2003)

The figure above presents an overview of foreign aid understood as a process that begins with the background for involvement by the donor actors.⁷⁸ The process develops further to the implementation of development strategies and the achievement or even lack of achievement of the desired results. In this connection, the donor actors consist of states, but it can also include other actors like international organizations that can be either intergovernmental organizations (IGOs) or non-governmental organizations (NGOs). This may be the case between USAID and Indonesia as they cover both actors in the donor and recipient country variables. Foreign aid also has many forms. According to James E. Anderson, et al. (1984), there are four main forms of foreign aid, which are:⁷⁹

1. Military assistance

Military assistance is assistance that has advantages such as the control of donor countries to recipient countries. Dependence that occurs is not merely in aid recipient countries upon donor countries, but also recipients of assistance will not be able to operate military power

⁷⁸ Degnbol-Martinussen, J. & Engberg-Pedersen, P., 2003. "Aid: Understanding International Development Cooperation", London, UK: Zed Books, p. 1-2.

⁷⁹ James E. Anderson, et al., 1984. "Public Policy and Politics in America Second Edition", Utah, US: Brooks/Cole Publishing Company, p. 390.

effectively unless donor countries provide necessary training assistance, parts and maintenance. Within this way, supervision in the use of weapons provides a guarantee that the recipient country will use its military power in a manner that does not conflict with the interests of the donor country.

2. Technical assistance

This kind of assistance has several people with special expertise from industrialized countries who will be sent to developing countries to provide assistance in various development projects.

3. Grant (commodity import program or grant)

The capital assistance method and the most preferred are grants or gifts that do not require repayment. However, gift giving like this always creates conflict for donor countries and recipient countries. Because the big state government will replace Grant with a long-term loan. Grant in the economic field is often done when recipient countries face emergencies such as sudden military threats, hunger, disease outbreaks and natural disasters.

4. Development loan

Loans are financial assistance in the short term, but recipient countries must repay loans and interest. This request is temporary, only bilateral and multilateral loans given to recipient countries, with lower interest rates than new international financial markets can be considered as assistance.

Based on those four types of foreign aid, in the case study of USAID's assistance strategy to Indonesia as strategy to enhance prosperity is included in the second and third types, technical and grant assistance. In providing development assistance to Indonesia, USAID as a donor country has provided assistance by technical assistance based on the transfer of knowledge in the form of expert advice and training, which is directed toward the solution of an immediate and concrete problem. And also, grant assistance through financial resources, which are granted only in exceptional situations and under specified conditions.

1.8 Research Framework

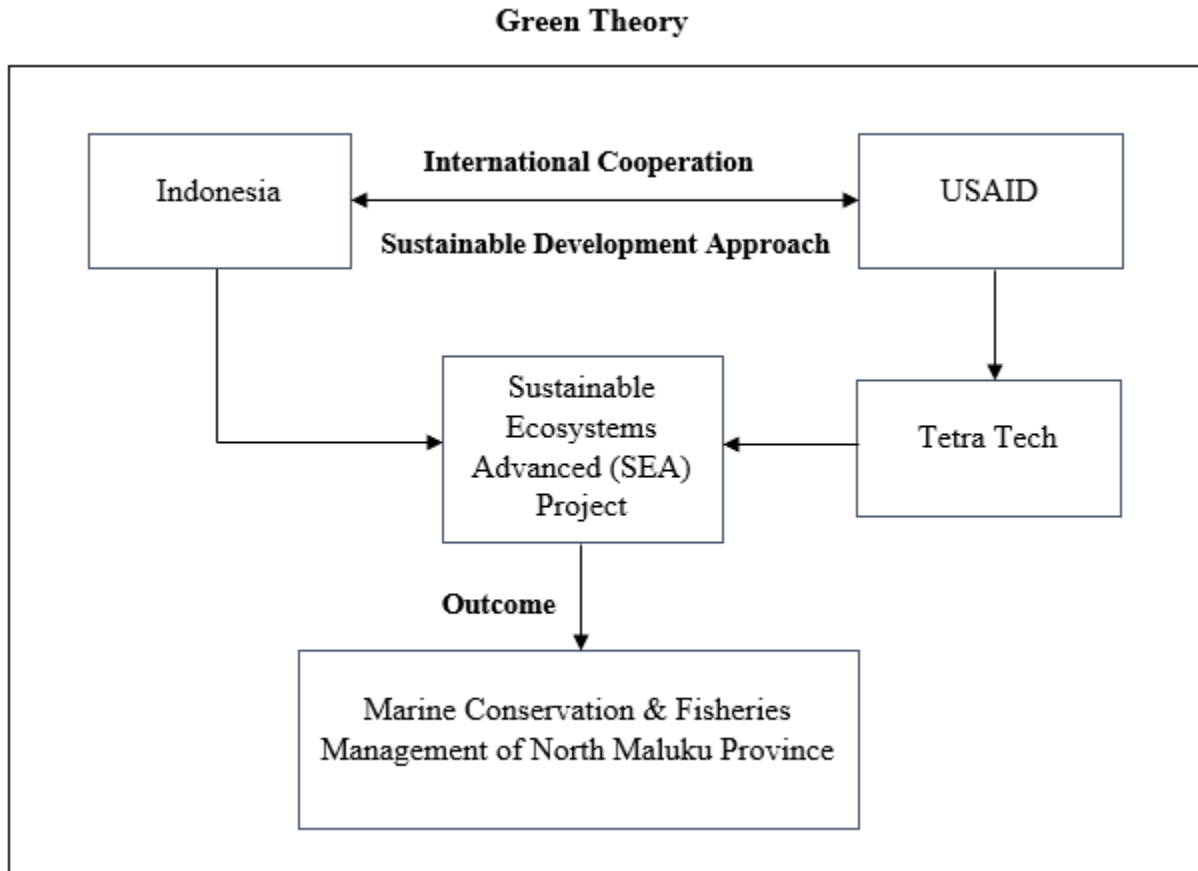


Figure III. Research framework illustrated by the Author

Based on the illustration of the research framework above, green political theory serves as the big umbrella of the whole research. It used to analyze and measure the role of USAID to improve prospects for marine conservation and enhance sustainable management in Indonesia. The process of understanding the way these actors tackle environmental issues including influencing national and regional level will be seen through the broad concept of sustainable development and international cooperation theory. The final outcome of this process will be the Sustainable Ecosystems Advanced (SEA) project as environmental assets of the country are important to be preserved. Furthermore, it will see a firm influence on state policy and also Indonesia's relations with the United States through USAID in the form of green politics cooperation between the two countries. The review of this final outcome will lead back to an effectiveness assessment conducted from the role of USAID to Indonesia.

1.9 Research Method

This research adopts a qualitative method, specifically in the qualitative descriptive studies, which requires explanations and understanding of the research phenomena and their contexts. In line with Creswell (2014), it is applied because qualitative research is an approach that is used in exploring and understanding the meaning of individuals or groups ascribing to a social or human problem.⁸⁰ According to Sandelowski's seminal paper on qualitative descriptive studies, basic or fundamental qualitative description differs from other types of qualitative research, such as grounded theory, ethnography, phenomenology or narrative analysis, in the sense that it is essentially descriptive rather than interpretive in focus.⁸¹ Therefore, the data in this study is analyzed in the form of a description and discusses the status of the current phenomenon.

The data obtained from the results of the literature research in the form of primary and secondary substances which collected by library research. In this research, primary sources consist of original studies and legal materials, such as the UNCLOS 1982, the Broad State Policy Guidelines (*GBHN*), and other related legislations. Secondary data are a description of the primary sources obtained from the literature research that include books, journals, papers, newspapers, and websites on the internet related to the USAID's Sustainable Ecosystems Advanced (SEA) project, state responsibility and damage to marine ecosystems in the North Maluku Province.

According to this line of research, a qualitative method suited this research as it aims to provide a detailed and rich description of the series of policy, reforms process, and the activation of stakeholders and funding that support marine protected areas (MPAs) mechanisms in North Maluku Province. Further, this research situated SEA Project within the political and economic situations that characterize marine conservation and management in North Maluku Province. Eventually, the benefits of this research are theoretically useful in the development of International Relations studies, especially those concerning environmental cooperation.

⁸⁰ Creswell, J. W., 2014. "Research design: Qualitative, Quantitative, and Mixed Methods Approaches", *Research Design 4th edition*, Los Angeles, CA: Sage Publication, p. 4.

⁸¹ Sandelowski, M., 2000. "Whatever Happened to Qualitative Description?", *Research in Nursing & Health Vol. 23(4)*, p. 334-340.

1.10 Scope and Limitation

This thesis intends to understand the roles of the U.S. Agency for International Development through the case of Indonesia's marine conservation. Accordingly, it was primarily a study about the interplay between the United States and Indonesia that generate and maintain a mutually beneficial pattern of cooperation in the face of tackling environmental impact by the coastal region condition of the related country.

The extent of this thesis is illustrated from the year 2017 – 2020. The reason for the chosen period is because USAID support for Marine Protection Areas (MPAs) was established in Indonesia in 2017 that became a focal point for Indonesia national action plan to stop or at least reduce environmental problems through marine conservation within the country until 2020.

1.11 Outline of the Chapter

1.11.1 CHAPTER 1 – INTRODUCTION

The first chapter of this research will narrow down the elaboration of introduction regarding this research flow of explanation and discussion, in which it consists of background of the study, the problem identification, the research question, the objective and significant of the study, theoretical framework, research framework, the scope and limitation of the study and research methodology. These are the foundation of the research for making the arguments and data to be more concrete in accordance with the facts.

1.11.2 CHAPTER 2 – THE URGENCY OF MARINE & COASTAL ENVIRONMENT ISSUES IN INDONESIA

The second chapter of this research will explain about the marine and coastal ecosystems crisis in Indonesia thoroughly and USAID response towards the marine management in Indonesia using sustainable development concept.

1.11.3 CHAPTER 3 – THE COOPERATION BETWEEN USAID AND INDONESIA ON MARINE CONSERVATION

This chapter analyses the interactions between Indonesia and the United States, through USAID pertaining to their development cooperation that concerns marine conservation in Indonesia. The

introduction of the Sustainable Ecosystems Advanced (SEA) project will be explained in advance in this chapter.

1.11.4 CHAPTER 4 – AN ANALYSIS TO THE ROLE OF USAID ON INDONESIA MARINE ECOSYSTEMS THROUGH SUSTAINABLE ECOSYSTEMS ADVANCED (SEA) PROJECT IN NORTH MALUKU PROVINCE

The fourth chapter of this research will explain local initiatives in North Maluku Province, the role of USAID through the SEA Project in accordance with their vision, mission, and achievement in helping the Government of Indonesia to safeguard marine ecosystems within North Maluku Province.

1.11.5 CHAPTER 5 – CONCLUSION

The fifth chapter is the last part of the research that will conclude the findings in the research proposal.

CHAPTER 2

THE URGENCY OF MARINE & COASTAL ENVIRONMENT ISSUES IN INDONESIA

The Republic of Indonesia, herein Indonesia, is an archipelagic nation with diverse natural resources, coastal communities, cultures and customs.⁸² As a result, the country's sea space and resources are very valuable economically, socially, and culturally. This section will introduce the maritime features of the national circumstances, the marine and coastal environment issues, and the emergence of maritime policy and management regimes for protecting the marine and coastal environment that in accordance with sustainable development concept.

2.1 Background and Issues for Indonesia's Marine and Coastal Environment

2.1.1 National Circumstances

Geographically Indonesia, the world's largest archipelagic country, is perched at the crossroads of two big oceans, the Pacific and Indian Oceans, as well as the continent of Asia and Australia, exactly between the 94° East longitude to 141° East longitude and 06 North latitude to 11° South latitude.⁸³ Furthermore, Indonesia's jurisdiction are over 16,056 named, reported, and verified islands.⁸⁴ This condition states itself that Indonesia is clearly an archipelagic country. In addition, the United Nations Environment Programme (UNEP) Geo Data Portal provides data on Indonesia's territorial sea and exclusive economic zone that can be seen in Table 1, making up the country would be considered as a maritime nation.

⁸² Sloan, N. A., & Sugandhy, A., 1994. "An Overview of Indonesian Coastal Environmental Management", *Coastal Management Vol. 22(3)*, p. 215–233; Idris & Siry, 1997. "Indonesian Integrated Coastal Zone Planning and Management: An Institutional Perspective", *Paper prepared at Regional Workshop on Partnerships in the Application of Integrated Coastal Management*, p. 12-15; Tomascik et al., 1997. "The Ecology of the Indonesian Seas", *The Ecology of Indonesian Series, Part One Vol. 7*, Singapore: EMDI and Periplus, p. xiv, 642.

⁸³ Embassy of the Republic of Indonesia, 2017 "Facts & Figures", Embassy of the Republic of Indonesia in Washington, DC. Available at: <https://www.embassyofindonesia.org/basic-facts/#:~:text=Indonesia%20is%20a%20vast%20equatorial,Pacific%20Oceans%20in%20Southeast%20Asia>

⁸⁴ BPS-Statistics Indonesia. 2018. "Statistical Yearbook of Indonesia 2018", Jakarta: BPS-Statistics Indonesia, p. 3.

Table 1. Land and Sea Areas of Indonesia

Land and Sea Areas of Indonesia	Areas			
	km ²	%	km ²	%
Land			1,826,440	23
Sea			6,120,673	77
Territorial Sea	3,205,695	40		
Exclusive Economic Zone	2,914,978	37		
Total			7,947,113	100

As a maritime nation and archipelagic state, Indonesia is highly diverse, with over 17,000 islands, 1,340 ethnic groups, 718 local languages, and inhabited by more than 270 million people, making it the fourth populous nation in the world.⁸⁵ It is projected that this number will rise around 300 million by 2035.⁸⁶ The majority of the population resides on Java and Sumatra, with coastal areas that accounts for approximately 60% of the total population of about 250 million people.⁸⁷ Based on data issued by Indonesia’s Central Bureau of Statistics (BPS) about 7,87 million people or 25,14% of the total population under the poverty line depending on the sea.⁸⁸ In this sense, the country relies heavily on marine resources and coastal activities.

2.1.2 The Importance of Marine and Coastal Environment

Besides having a large population and densely-populated regions, Indonesia possesses a natural area that supports an astounding biodiversity in both its pristine tropical rain forests and marine ecosystems. Up to 3,305 known species of amphibians, reptiles, birds, and mammals, and has over

⁸⁵ Tropilogy, n.d., “About Indonesia: General Facts”. Available at: <https://www.tropilogy.com/plan-your-trip/about-indonesia/>

⁸⁶ Bappenas, BPS, & UNPFA, 2013. “Indonesia Population Projection 2010-2035”, Jakarta: BPS-Statistics Indonesia, p. 12.

⁸⁷ Siry, H. Y., 2007. “Making Decentralized Coastal Zone Management Work for the Southeast Asian Region: Comparative Perspectives”, Division for Ocean Affairs and the Law of the Sea Office of Legal Affairs, New York: The United Nations, p. 42.

⁸⁸ Hartriani, J., 2017. “Potensi Besar Laut Indonesia”, KATADATA, 13 February 2017. Available at: <https://katadata.co.id/adekmediaroza/infografik/5e9a56adcf179/potensi-besar-laut-indonesia>

29,375 species of vascular plants, of which 59,6% are endemic to the islands, all of which makes up around 40% of APEC's biodiversity.⁸⁹ In addition to this diversity, Indonesia is home to extensive coral reef ecosystems.⁹⁰ Almost 18% of the world's coral reefs reside within Indonesia, making it the epicenter of the Coral Triangle, the region with the world's highest marine biodiversity.⁹¹ Together with the most extensive and biologically diverse mangrove forests and seagrass meadows in the region, coral reefs form the ecological basis for spawning and nursery grounds of tuna as well as other species that supports one of the largest marine fisheries in the world.⁹² The United Nations Development Program (UNDP) even calls Indonesian waters a habitat for 76% of coral reefs and 37% of the world's reef fish.⁹³ Another point worth noting is that the country ranked in the top 10 of the most fish-dependent countries in the world, with the share of animal protein derived from fish accounting for 52,68% that consumed by the Indonesian population.⁹⁴ Just as many varieties of marine resources provide people with an essential source of food, so too are many energy and minerals resources like oil, gas, tin, nickel, copper, gold, and coal that have contributed significantly to the development of Indonesian communities.⁹⁵

In addition, Indonesia has enormous potential to further expand its marine wealth that includes maritime tourism. By realizing the existing conditions that Indonesia is one of the big maritime countries, the tourism industry looks promising as a new source of economic growth through the influx of foreign exchange, economic activities, and the high rate of labor absorption. This industry is estimated to have contributed IDR 536,8 trillion to the Indonesian GDP in 2017, accounting for

⁸⁹ The World Bank, 2014. "World Bank and Environment in Indonesia", *The World Bank*, 01 August 2014. Available at: <https://www.worldbank.org/en/country/indonesia/brief/world-bank-and-environment-in-indonesia>

⁹⁰ Irawati, D., 2013. "Potensi Terumbu Karang Indonesia: Tantangan dan Upaya Konservasinya", *Info BPK Manado* Vol. 3, p. 147-148; Dahuri, R., 2003. "Keanekaragaman Hayati Laut: Aset Pembangunan Berkelanjutan Indonesia", Jakarta: Gramedia Pustaka Utama.

⁹¹ Gray, J. S., 1997. "Marine Biodiversity: Patterns, Threats and Conservation Needs", *Biodiversity and Conservation* Vol. 6, p. 153-175.

⁹² Statista, 2022. "Volume of fisheries export in Indonesia from 2014 to 2020", *Statista*, 21 February 2022. Available at: <https://www.statista.com/statistics/1084046/indonesia-volume-of-fisheries-export/>

⁹³ UNDP Indonesia, 2016. "8 facts about Indonesia's ocean", *UNDP Indonesia*, 8 June 2016. Available at: <https://www.id.undp.org/content/indonesia/en/home/presscenter/articles/2016/06/08/8-facts-about-indonesia-ocean.html>

⁹⁴ Bennett, A., et al., 2018. "Contribution of Fisheries to Food and Nutrition Security: Current Knowledge, Policy, and Research", *NI Report 18-02*, Durham, NC: Duke University, p. 33.

⁹⁵ Suryantoro, S., & Mana, H.M., 2002. "The Indonesian Energy and Mineral Resources Development and Its Environmental Management to Support Sustainable National Economic Development", Paper presented in the OECD Conference in Foreign Direct Investment and Environment in Mining Sector, p. 2-5.

4,1% of the country's overall GDP. Furthermore, tourism industry generates 12,7 million jobs, representing 10,5% of total employment in the same year.⁹⁶ Therefore, marine resources and coastal activities formed the basis of support for millions of livelihoods and jobs in Indonesia.

2.1.3 Marine and Coastal Environmental Issues in Indonesia

The previous section demonstrated a wide range of Indonesia's connectivity to the oceans and marine resources. Notwithstanding the above, the growth and destructive actions of people and society have resulted in severe threats to the health of the oceans. Indonesia's experience appears to align with various threats to the oceans and marine resources, such as population growth, urbanization, pollution, and over-exploitation of marine and terrestrial resources or species.⁹⁷ This is significantly due to the natural caused conditions like climate change and unsustainable development that affect the country's natural environment and rich resources.

Those issues have persisted and become more complicated after a decentralized government structure that severely weakened central governments' own ability to enforce the laws. It appears that the implementation of decentralization policy has shaped the attitude of most local governments to become more revenue oriented.⁹⁸ This focus towards local revenue resulted in the exploitation of natural resources, pollution and degradation of ecosystems because each local government considered the generating of income as a top priority.⁹⁹ Efforts should concentrate on improving local capacity to manage natural resources in a transparent, accountable, and equitable manner, which is an essential step to overcoming the barriers to sustainable development.

Other issues affecting Indonesia are rapid population growth and industrialization rates that exert pressure on the environment. In fact, it is forecasted that the country's population will grow to over 305 million at 3 million per year by 2035.¹⁰⁰ Hence, as a great oversimplification, one can

⁹⁶ OECD, 2020. "OECD Tourism Trends and Policies 2020: Indonesia", *OECD iLibrary*. Available at:

<https://www.oecd-ilibrary.org/sites/6c4fc1cd-en/index.html?itemId=/content/component/6c4fc1cd-en>

⁹⁷ Ministry of Environment and Forestry of Indonesia, 2014. "The Fifth National Report of Indonesia to the Convention on Biological Diversity", *Deputy Minister of Environmental Degradation Control and Climate Change*, p. 18.

⁹⁸ Widianarko, B., 2009. "Democratization, Decentralization and Environmental Conservation in Indonesia", *Plenary Presentation at the 9th Asia-Pacific NGO Environmental Conference (APNEC9) and 30th Anniversary of Japan Environmental Conference (JEC)*, Kyoto, 20-21 November 2009, p. 3-4.

⁹⁹ Ibid.

¹⁰⁰ Bappenas, BPS, & UNPFA, 2013. "Indonesia Population Projection 2010-2035", Jakarta: BPS-Statistics Indonesia, p. 23.

say that the relentless population explosion is probably one of the greatest reasons why sustainable development is so important. In addition, growing pressures from the population coupled with inadequate environmental management, are a challenge for Indonesia that can have a detrimental effect on the country's marine and coastal environment.

There are also marine and coastal environmental issues linked to rapid urbanization and economic development that led to a large amount of sewage, industrial pollution, and air pollution. In addition to significant pollution from urbanization and agriculture, pollution from mining copper, nickel, and gold is problematic. This pollution leads to habitation degradation and threatens biodiversity and natural resources. As a result of pollution and inadequate treatment and infrastructure, approximately 30% of the population consumes unsecured and unhealthy drinking water.¹⁰¹ Air quality in Indonesia is also worsening due to pollution from transportation, forest fires, and industry. Based on the aforementioned study results, the emergence of marine and coastal environmental issues is directly and indirectly linked to human activities. Thus, it is imperative that good coastal and ocean management be put in place to address these issues. These are all part of the reason for maritime policy and management regimes required as one measure to manage the coastal and ocean use.

2.2 Overview of National and International Regulatory Frameworks on Marine and Coastal Environment

To deal with the above mentioned past and emerging marine and coastal environmental issues, Indonesia has been reformed numerous times the national regulations and policies to improve governance, as well as set forth in international law concerning marine and coastal protection and management. Accordingly, the following section gives a general overview of major initiatives to enhance protection of the marine and coastal environment in Indonesia.

2.2.1 The 1982 United Nations Convention on the Law of the Sea

The primary source of international law that governs most activities that take place in the oceans is the United Nations Convention on the Law of the Sea (UNCLOS). This convention has been

¹⁰¹ Ibid.

described as a constitution for the oceans,¹⁰² which was subsequently adopted in 1982 after nine years of negotiations at the Third United Nations Conference on the Law of the Sea.¹⁰³ UNCLOS, predominantly in Article 192, sets forth the general principles concerning responsibility and liability with respect to protection and preservation of the marine environment. It reads, “*States have the obligation to protect and preserve the marine environment*” with neither qualification, exception, nor threshold of harm.¹⁰⁴ Article 193 also stipulates that “*States have the sovereign right to exploit their natural resources pursuant to their environmental policies and in accordance with their duty to protect and preserve the marine environment*” with the obligatory language used to demonstrate the overwhelming importance of marine resource protection and preservation.¹⁰⁵ According to UNCLOS Articles 192 and 193, all states have a responsibility to conserve and maintain the marine environment.

The parliament of Indonesia approved Law No. 5 of 1983 on Indonesia’s Economic Exclusive Zone on the sea in a year after UNCLOS,¹⁰⁶ and two years after that approved bill No. 9 of 1985 on fisheries.¹⁰⁷ However, for an archipelagic country like Indonesia, the momentum for management of the marine environment increased substantially after the parliament of Indonesia ratified UNCLOS of 1982 through the Indonesian Law No. 17 of 1985 on 31 December 1985.¹⁰⁸ In 1990, Indonesian government is worried about threats to the marine environment and the need to safeguard it from deterioration., thus enacted Law No. 5 of 1990 on Conservation and Ecosystems of Natural Resources with Ministry of Forestry as the leading agency and authorized to manage Marine Protected Area (in case of relationship between government and local fisherman).¹⁰⁹ That eventually provided a legal basis on which measures for the establishment of

¹⁰² See the “A Constitution for the Oceans”, Remarks by Tommy T.B. Koh, of Singapore, President of the Third United Nations Conference on the Law of the Sea.

¹⁰³ DOALOS, 1998. “The United Nations Convention on the Law of the Sea (A historical perspective)”, Division for Ocean Affairs and the Law of the Sea Office of Legal Affairs, United Nations. Available at: https://www.un.org/depts/los/convention_agreements/convention_historical_perspective.htm

¹⁰⁴ UNCLOS, Article 192.

¹⁰⁵ UNCLOS, Article 193.

¹⁰⁶ PSHK, Barunastra, et al., 2019. “The Legal Framework and Government Institutional Landscape of the Fisheries Sector in Indonesia”, *Indonesian Center for Law and Policy Studies*, Jakarta: PSHK, Barunastra, et al., p. 33-37.

¹⁰⁷ Ibid.

¹⁰⁸ Ibid.

¹⁰⁹ Purwaka, T. H. & Sunoto, 2002. “Coastal Resources Management in Indonesia: Legal and Institutional Aspects”, *Law and Development Studies*, Indonesia: Center for Archipelago, p. 67; Nurhidayah, L., 2010. “Integrated Coastal Zone Management in Indonesia: The Implementation and Its Challenges”, *SSRN Electronic Journal*, p. 12-13.

MPAs and the conservation of marine resources could be developed in areas beyond territorial seas.

2.2.2 The 1992 United Nations Conference on Environment and Development

The contemporaneous development of substantive international environmental law and the negotiation and adoption of UNCLOS provides a good ground for mutually informing and supporting environmental law and law of the sea. This process was further advanced in the United Nations Conference on Environment and Development (UNCED) that was held in Rio de Janeiro in 1992 and also known as Rio Summit, or Earth Summit.¹¹⁰ Among the outcomes of the conference, the Rio Declaration on Environment and Development and Agenda 21 have major provisions that necessary to protect and preserve the marine environment.

The Rio Declaration on Environment and Development contains 26 broad principles that outline the general rights and duties of states, meanwhile Agenda 21 issued a global commitment to environmental policy designed to serve as a foundation for national government activities. The policy for marine matters covered by section 2 chapter 17 through that entitled “Protection of the Oceans, All Kinds of Seas, Including Enclosed and Semi-Enclosed Seas, and Coastal Areas and the Protection, Rational Use Development of their Living Resources.”¹¹¹ In a broad context, Chapter 17 concerns the protection of the oceans directly based on obligations arising out of UNCLOS and the general legal framework for the protection of the marine environment. In particular, section 17.22 of Agenda 21 draws on Principle 21 of the Stockholm Declaration on Chapter XII of UNCLOS which specifies that:

“States, in accordance with the provisions of the United Nations Convention on the Law of the Sea on protection and preservation of the marine environment, commit themselves, in accordance with their policies, priorities and resources, to prevent, reduce and control degradation of the marine environment so as to maintain and improve its life-support and productive capacities”¹¹²

Apparently, Chapter 17.22 proposes using the precautionary principle or approach that in line with the requirements of the UNCLOS 1982, but the provision in reference is not stated clearly.

¹¹⁰ United Nations, 1992. “United Nations Conference on Environment and Development, Rio de Janeiro, Brazil, 3-14 June 1992”, *United Nations*. Available at: <https://www.un.org/en/conferences/environment/rio1992>

¹¹¹ United Nations, 1992. “AGENDA 21”, *United Nations*, p. 172.

¹¹² United Nations, 1992. “Agenda 21, Chapter 17.22, A/CONF.151/26 (Vol. II)”

In addition to the aforesaid, Chapter 17 of Agenda 21 promotes a comprehensive approach to maritime environmental conservation, including biological variety, and serves as a stimulus for the ecosystem approach's ongoing development.¹¹³ To this end, the Rio Declaration on Environment and Development and Agenda 21 were intended to act as a roadmap to sustainable development and closely linked to the importance of oceans and coastal management around the world.

Indonesian governments have passed legislative legislation in order to enforce the Rio Declaration on Environment & Development and Agenda 21, in which reflected in the 1993 Broad State Guidelines (*GBHN*) and National Agenda 21.¹¹⁴ Furthermore, Indonesia ratified the UN Convention on Biological Diversity (CBD) through Law No. 2 of 1995, and the Climate Change Convention through Law No. 6 of 1994.¹¹⁵ Therefore, both of the documents have been implemented by the government, and the law reflects their overall attitudes and aims.

2.2.3 Law of the Republic of Indonesia No. 32 of 2014 on Marine Affairs

After 35 years the 1982 UNCLOS' ratification, Indonesia enacted Law No. 32 of 2014 on Marine Affairs as an umbrella regulation for the Government of Indonesia (GOI) in managing and developing the country's marine resources.¹¹⁶ Law No. 32 of 2014 on Marine Affairs was signed by President Susilo Bambang Yudhoyono and issued to replace Law No. 6 of 1996 on Indonesian Waters.¹¹⁷ Among other things, the Marine Affairs Law mandates the development of a National Marine Spatial Plan and establish the Marine Security Agency (*BAKAMLA*) to strengthen patrols and security.¹¹⁸ The implementation of this Marine Affairs Law is directly linked to the PPLH

¹¹³ Trouwborst, A., 2009. "The Precautionary Principle and the Ecosystem Approach in International Law: Differences, Similarities and Linkages", *Review of European Community and International Environmental Law Vol 18(1)*, p. 26.

¹¹⁴ GOI, 1997. "Implementation of Agenda 21: Review of Progress Made Since the United Nations Conference on Environment and Development, 1992", Department of Economic and Social Affairs, United Nations. Available at: <https://www.un.org/esa/earthsummit/indon-cp.htm>

¹¹⁵ Ibid.

¹¹⁶ Susetyorini, P., 2019. "Kebijakan Kelautan Indonesia Dalam Perspektif UNCLOS 1982", *Masalah-Masalah Hukum Jil. 48(2)*, p. 166.

¹¹⁷ IBP, Inc., 2015. "Important Laws and Regulations: Marine and Fisheries Laws", *Indonesia Fishing and Aquaculture Industry Handbook - Strategic Information, Regulations, Opportunities*, Washington DC, US: International Business Publications. p. 112.

¹¹⁸ PSHK, Barunastra, et al., 2019. "The Legal Framework and Government Institutional Landscape of the Fisheries Sector in Indonesia", *Indonesian Center for Law and Policy Studies*, Jakarta: PSHK, Barunastra, et al., p. 16.

Law, particularly in terms of marine environment sustainability. Furthermore, MMAF becomes responsible for all marine, coastal and fisheries resources with the publication of this law.

Regarding protection efforts on marine environment, Article 1 (10) of the Marine Affairs Law mandates to protect the marine environment with systematic and integrated efforts to conserve marine resources and prevent environmental pollution and damage in the sea.¹¹⁹ Marine conservation, marine pollution control, marine disaster management, prevention control of pollution, mitigation, and damage or disasters are all part of these efforts. Furthermore, Article 43 (1) of this legislation states that marine spatial planning and zoning are the basis for establishing MPAs.¹²⁰ Marine conservation efforts through MPAs are used to preserve, conserve, and use marine resources, such as ecosystems, species, and genetics, in order to assure their survival, availability, and sustainability while conserving and expanding the variety of marine resources. Consequently, according to Article 51 of the Marine Affairs Law, the government can establish marine conservation policies as an integral part of protecting the marine environment.¹²¹ As part of the execution of maritime environmental protection policies, the central and municipal governments have management rights over MPAs. In light of the above, the Law No. 32 of 2014 on Marine Affairs primarily controls maritime activities in line with marine laws and international law, as well as sustainability and national security.

2.2.4 President Jokowi Global Maritime Axis & Indonesian Ocean Policy

Under the leadership of President Joko Widodo, marine policy is gaining greater political influence. In 2014, President Joko Widodo carried out development that intends to optimize the full potential of Indonesia as a maritime country with the vision to become the world's maritime axis. The determination of development programs implemented in marine environment based on the *Nawa Cita* or the Nine Aspirations and the vision of Global Maritime Axis that also known as the Global Maritime Fulcrum (GMF).¹²² The concept of Indonesian maritime axis or fulcrum gives opportunity to create regional and international cooperation for the prosperity of the people as stated by President Joko Widodo at the East Asia Summit (EAS) in Myanmar on November 2014,

¹¹⁹ Law (UU) No. 32 of 2014 on Marine Affairs, Article 1 (10).

¹²⁰ See Also Article 43 (1).

¹²¹ Law (UU) No. 32 of 2014 on Marine Affairs, Article 51.

¹²² Ministry of Defence of the Republic of Indonesia, 2015. "Preface", Indonesian Defence White Paper 2015 3rd Ed, Jakarta: Ministry of Defence of the Republic of Indonesia, p. 2.

*“I chose this forum to convey my ideas about Indonesia as the world's maritime axis, and my hopes about the role of the East Asia Summit in the future.”*¹²³

President Joko Widodo’s strength of vision was in evidence when he released Presidential Decree No. 16 of 2017 on Indonesia’s Ocean Policy (*Kebijakan Kelautan Indonesia* or *KKI*). This new decree serves as the foundation for the Indonesian Ocean Policy document as well as a policy instrument to implement elements of Law No. 32 of 2014 on Marine Affairs.¹²⁴ Under the overall heading of Indonesia as a Global Maritime Axis, the 2017 Maritime Policy were built from 7 main pillars, namely (1) Marine and human resource development, (2) Maritime security, law enforcement and safety at sea, (3) Ocean governance institutions, (4) Maritime economy development, (5) Sea space management and marine protection, (6) Maritime culture, (7) and Maritime diplomacy.¹²⁵ These pillars described a broad policy mandate, which is then transposed into a comprehensive action plan that includes government programs and activities for the period 2016-2019.

Most importantly, the decree also mandates *“the sustainable management of marine resources through biodiversity protection, value-added fish processing, and the development of sectors such as ecotourism, the accelerated development of integrated marine spatial and coastal zoning plans in order to better manage marine resources; measures to increase the prosperity of coastal communities; and an effort to document and integrate existing cultural practices into marine management.”*¹²⁶ Ultimately, the Global Maritime Axis got provided a high-level framing by the Presidential Decree No. 16 of 2017 on Indonesia’s Ocean Policy. That said, it will be interesting to observe how these initiatives will convert into legislation and directives being implemented, also whether the Indonesia’s Ocean Policy implementation will resolve the major problems in marine and coastal environment.

¹²³ Humas, 2016. “Indonesia's Maritime Fulcrum and Tourism Challenges”, *Sekretariat Kabinet Republik Indonesia*, 14 November 2016. Available at: <https://setkab.go.id/indonesias-maritime-fulcrum-and-tourism-challenges/>

¹²⁴ PSHK, Barunastra, et al., 2019. “The Legal Framework and Government Institutional Landscape of the Fisheries Sector in Indonesia”, *Indonesian Center for Law and Policy Studies*, Jakarta: PSHK, Barunastra, et al., p. 40-41.

¹²⁵ Ibid. For details, see National Document on Indonesian Ocean Policy: Presidential Decree No. 16/2017, p. 3.

¹²⁶ Ibid.

2.3 The Concept of Sustainable Development Applied

At its most basic, in order to analyze sustainable development is through the interaction of the three pillars of sustainability, which are social, economic, and environmental development aspects.¹²⁷ Social development represents the opportunity for effectiveness, economic development represents the utility to be attained, and environmental development represents efficiency and the understanding of limited resources. This type of measurement has been used by Nijkamp & Vreeker (2000), and Jesinghaus (2006), while Shmelev & Labajos (2009) and Poveda & Lipsett (2011) did the sustainability evaluation. The section that follows focuses on the current state and changes of sustainable development in Indonesia by looking at those three pillars of sustainability.

2.3.1 Social Development

Based on the BPS-Statistics Indonesia, the Human Development Index (HDI) in Indonesia has been steadily rising. Based on the figure below, the level of human development grows linearly.

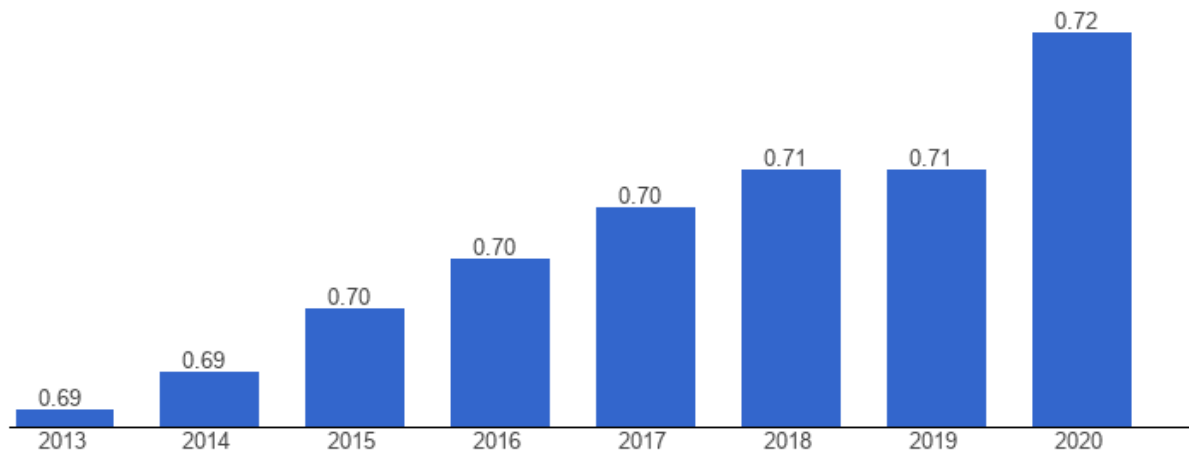


Figure IV. Indonesia's human development index (HDI) 2013-2020 (BPS-Statistics Indonesia)

The dimensions of education, health, and income reflected in HDI affect increasing social development. After all, factors directly related to human development such as education, health, and welfare are the main keys to social development pillar in Indonesia.

¹²⁷ Rustiadi, E., 2016. "Assessment of Regional Sustainable Development in Indonesia", International Journal of Humanities and Social Science Vol. 6(11), p. 191.

2.3.2 Economic Development

Under the cornerstone of economic development, the 1945 Constitution recognized that sustainable development is one of the principles underlying its economic system.¹²⁸ After all, Indonesia has a strong commitment to macroeconomic stability and the financial system appears resilient.¹²⁹ This allows structural transformation from agriculture to industry and services to take place. However, economic development has come at a cost with dependent upon the extraction of natural resources that will likely increase price fluctuations as evident from the persistently slower economic growth after the end of the commodities super cycle in 2011,¹³⁰ albeit this seems to have turned around in 2017.¹³¹ For that reason, Indonesia seems trapped in an interconnected circle that connects ecology and economic decline.

2.3.3 Environmental Development

Environmental quality indicators (EQI) are chosen to be an environmental development variable to measure the main dimensions of achieving sustainable results. According to BPS-Statistics Indonesia, EQI calculation uses three indicators of environmental quality, which are the quality of air, water, and forest cover. It is reported that the 2017 Environmental Quality Index (EQI) reach 66.46, which showed an increase of 0.73 compared to the 2016 Environmental Quality Index (EQI) with 65.73.¹³² However, the Index of Environmental Quality Indonesia was ranked 133 of 163 countries globally and ranked 7 out of 10 countries in Southeast Asia in 2018.¹³³

¹²⁸ Rusli, Z., et al., 2020 "Dynamics Policy of Sustainable Development in Indonesia", *Melayunesia Law Vol. 4(2)*, p. 212.

¹²⁹ Listiyanto, E. & Pulungan, M. A., 2021. "Indonesia's Macroeconomic and Finance Policy Framework for Structural Transformation", *ECIDC Project Paper No.8*, United Nations Conference on Trade and Development.

¹³⁰ OECD, 2016. "OECD Economic Surveys: Indonesia 2016", Paris: OECD Publishing, p. 18-20.

¹³¹ World Bank, 2018. "Indonesia Economic Quarterly, March 2018: Towards Inclusive Growth", Washington, DC: World Bank.

¹³² Ministry of Environment and Forestry of The Republic of Indonesia, 2018. "Indeks Kualitas Lingkungan Hidup Tahun 2017", *Ministry of Environment and Forestry of The Republic of Indonesia*, p. 23.

¹³³ EPI, 2018. "Environmental Performance Index: Indonesia", *Environmental Performance Index*. Available at: <https://epi.yale.edu/epi-country-report/IDN> ; Kameke, V. L., 2021. "Environmental performance index (EPI) of the ASEAN countries in 2018", *Statista*, 9 November 2021. Available at: <https://www.statista.com/statistics/977215/asean-countries-environment-performance-index/>

2.4 Chapter Summary

Indonesia as the world's largest archipelagic country maintains an extraordinary diversity of flora and fauna in pristine rainforests and abundant coastal and marine areas. However, Indonesia faces a dilemma that harms the marine and coastal environment due to rising population pressures combined with inadequate environmental management. Clearly, the marine and coastal environment is an invaluable asset not only for Indonesians but also the world, thus it also encompasses and reflects realities that shape various environmental policy and law. So far, international environmental law has begun to emerge in a significant way since the UNCLOS 1982, in which it emphasized the need of maintaining and protecting the seas, as well as its own biodiversity. After all, the mentioned instruments in this chapter may be used as examples for legal systems that will lead towards more robust and effective environmental laws. In assessing development achievements in Indonesia, the three pillars of sustainability are used as a measure that approach sustainable development concept. The progress of sustainability measures shows that social, economic and environmental development in Indonesia has not been balanced. Although progress has improved in terms of economic and social development, but it still puts pressure on the environment.

CHAPTER 3

THE COOPERATION BETWEEN USAID AND INDONESIA ON MARINE CONSERVATION

3.1 Cooperation between Indonesia and the U.S. through USAID

The relations between Indonesia and the United States had long been forged even before Indonesia's Proclamation of Independence in 1945. Especially significant in that regard was the opening of an embassy in each of the two countries that marked their diplomatic relations. On 28 December 1949, the United States opened its Embassy at Jakarta and appointed H.E. Horace Merle Cochran as the first U.S. Ambassador to Indonesia, whereas Dr. Ali Sastroamidjojo was made the first Indonesian Ambassador to the United States when Indonesia opened its embassy at Washington on 20 February 1950.¹³⁴

In 1960, the United States aid to developing nations became an issue in the presidential election. Upon election, President John F. Kennedy successfully urged the U.S. Congress to pass the Foreign Assistance Act of 1961, and USAID was created under this act.¹³⁵ In the formation of USAID as an independent federal agency in November 1961, President John F. Kennedy delivered in his speech, *"There is no escaping our obligations: our moral obligations as a wise leader and good neighbor in the interdependent community of free nations — our economic obligations as the wealthiest people in a world of largely poor people, as a nation no longer dependent upon the loans from abroad that once helped us develop our own economy — and our political obligations as the single largest counter to the adversaries of freedom."*¹³⁶ Based on this statement, USAID necessarily had to embrace the innate challenges from the achievement of United States' economy and political systemic improvements to address concerns all over the world.

As such, it can be explained that USAID is an independent federal government agency that was formed to develop the notion of democracy through social, environmental, political and others.¹³⁷

¹³⁴ Ministry of Foreign Affairs Republic of Indonesia, 2018. "Indonesia – US Bilateral Relations", *Ministry of Foreign Affairs Republic of Indonesia*. Available at: https://kemlu.go.id/washington/en/pages/hubungan_bilateral/554/etc-menu

¹³⁵ USAID, 2021. "USAID History", *USAID*. Available at: <https://www.usaid.gov/who-we-are/usaid-history>

¹³⁶ *Ibid.*

¹³⁷ USAID, 2021. "USAID History", *USAID*. Available at: <https://www.usaid.gov/who-we-are/usaid-history>

In this context, USAID is an important partner for Indonesia for assistance in various fields. One of them is through assistance to the Government of Indonesia (GOI) in efforts to support a holistic approach and sustainability of marine and coastal environment. As part of a broader U.S. Government effort, USAID programs will establish stronger incentives for both terrestrial and marine biodiversity conservation, as well as strengthen governance and regulatory constraints in order to address the direct drivers of biodiversity loss and habitat degradation. In the context of Indonesia, one of the example programs is the Sustainable Ecosystems Advanced (SEA).

3.2. Sustainable Ecosystems Advanced (SEA) Project

USAID has endowed large conservation trust funds, namely the Sustainable Ecosystems Advanced (SEA) Project. This project is a partnership between the U.S. Government and the Government of Indonesia (GOI) that supporting the Indonesian Ministry of Marine Affairs and Fisheries (MMAF) through a five-year initiative from 2016 until 2021. MMAF and USAID, through the SEA Project aims to improve Indonesian governance of marine fisheries and biodiversity conservation at national, provincial, and local levels, which focused within provinces of West Papua, Maluku, and North Maluku that lie within Indonesia's Fisheries Management Area 715 (FMA-715)¹³⁸ as indicated in Figure V.

Within MMAF's regulation, Indonesian marine waters were divided into several Fisheries Management Areas (FMAs) in order to achieve optimal and sustainable fisheries management that ensures the sustainability of marine resources and the environment throughout Indonesia, one of which is FMA-715.¹³⁹ In FMA-715, there are many seamounts and a wide variety of species on the coral reefs that generally in good condition. Furthermore, it is estimated to have potential fishery productivity of 631,703 tons per year.¹⁴⁰

¹³⁸ White, A., Gunawan, T., & Green, G., n.d. "Indonesia Sustainable Ecosystems Advanced (SEA) Project: Integrated Communication and Coordination Plan", *USAID*, p. 8.

¹³⁹ Ministry of Marine Affairs and Fisheries Regulation PER. 01/MEN/2009 on Management Area

¹⁴⁰ Decree of the Ministry of Marine Affairs and Fisheries No. 82/KEPMEN-KP/2016 concerning Indonesian Fisheries Management Area 715, p. 5.

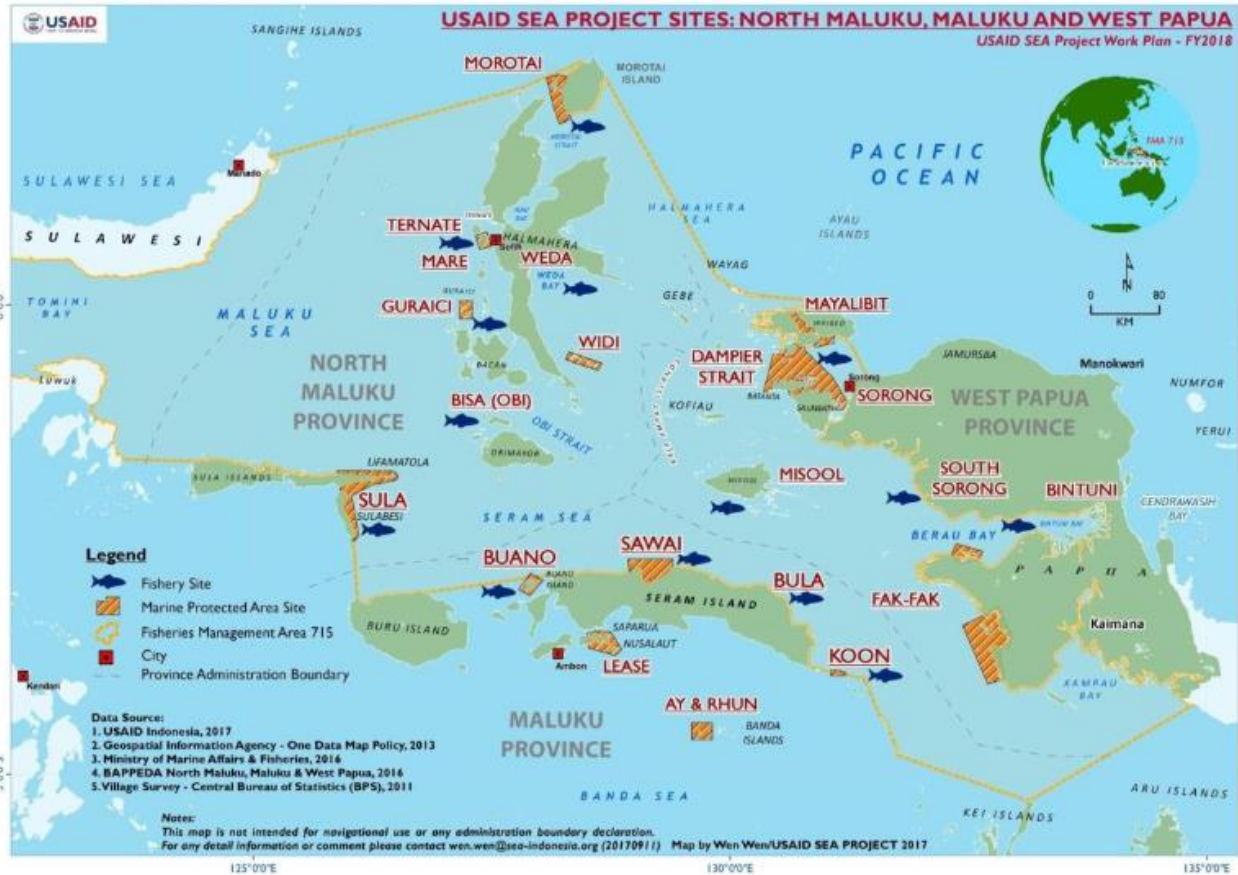


Figure V. USAID SEA Project Area: FMA-715 and Provincial Waters within West Papua, North Maluku, and Maluku (USAID Indonesia, 2017)

FMA-715 is an important area that clearly in need of a management due to problems related to overexploitation of small pelagic fish stocks, destructive fishing activities, and the uncertainty about the effectiveness of catch quotas.¹⁴¹ Studies undertaken from 2005 to 2014 showed that the fishing fleet fish in the FMA-715 became increasingly motorized, indicative of fishers acquiring improved fishing vessels, traveling greater distance, capable of loading greater catch quantities and over-exploitation. The same studies revealed that destructive fishing practices (DFP) were prevalent across the FMA-715, including blast fishing, cyanide (poison) fishing, trawling, and coral mining.¹⁴² In addition, the issue of IUU (Illegal, Unreported, and Unregulated) fishing and

¹⁴¹ White, A., et al., 2021. "Marine Protected Area Networks in Indonesia: Progress, Lessons and a Network Design Case Study Covering Six Eastern Provinces", *Coastal Management Vol. 49 (6)*, Oxfordshire: Taylor & Francis Group, p. 584.

¹⁴² USAID Sustainable Ecosystems Advanced (SEA) Project and the Ministry of Marine Affairs and Fisheries (MMAF), Republic of Indonesia, 2021. "Sustaining Indonesia's Marine Environment: Lessons Learned from the USAID Sustainable Ecosystems Advanced Project", Jakarta: MMAF & USAID, p. 2.

wildlife crimes were also commonly occurring within FMA-715, with the unlawful catch of endangered, threatened and protected (ETP) species being further exacerbated from bad shipping and fishing practices.¹⁴³ As such, the USAID SEA Project is therefore being implemented that promotes conservation and management to reduce declines in critical fishing stocks.

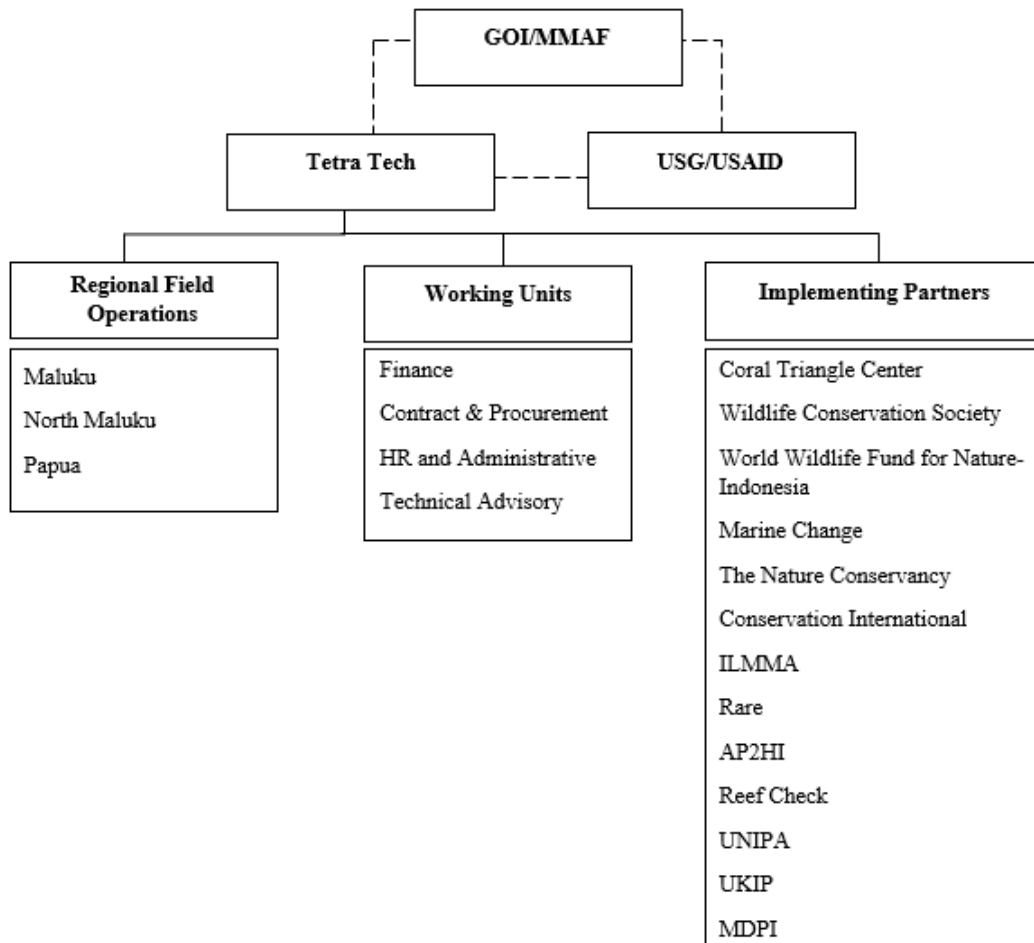
Designed to curb illegal fishing in Indonesia, the SEA Project is targeted to increase conservation and management of Indonesia's marine biodiversity through capacity building and the application of marine conservation and sustainable fisheries management at the end of five years project. Furthermore, USAID assistance through SEA Project will support institutional strengthening of MMAF, which resulting in effective management practices that reduce destruction rate for fisheries and coastal ecosystems with relatively high biodiversity. In terms of expected results by the completion of the project are as follows: (a) As a result of the U.S. Government assistance, at least six million hectares of the target FMA or sub-FMA will be better managed for fisheries, (b) At least six policies, rules, regulations, and/or operational procedures are established, reinforced, communicated, and/or implemented at all levels to promote marine conservation and sustainable fisheries management, (c) key factors influencing marine biodiversity in the target area shows a downward trend.¹⁴⁴

Additionally, the SEA project has organizational structure chart to facilitate management of its implementation in the following illustration table. The solid lines indicate command functions associated with contract responsibilities and dotted lines are primarily program coordination functions.

¹⁴³ Ibid.

¹⁴⁴ Ibid, p. 9.

Table 2. Organizational Structure for Management of the SEA Project



3.2 USAID-Indonesia as an Analysis through K.J. Holsti’s International Cooperation Theory

This part sets out to examine the conceptualization of international cooperation in between Indonesia and USAID development cooperation towards marine and coastal environment issues through the lens of political scientist K.J. Holsti. According to K. J. Holsti, international cooperation is defined as follows:¹⁴⁵

1. A view that two or more interests, value, and the purpose of meeting each other and could result in something, promoted or fulfilled by all parties.

¹⁴⁵ Holsti, K. J., 1988. “International Politics: A Framework for Analysis”, *International Politics 2nd edition*, London: Prentice Hall International, p. 652-653.

With regard to the U.S. and Indonesia cooperation, the beginning of their cooperation concerning sustainable marine ecosystems management are because there are interests that both countries want to achieve, where Indonesia has an interest in being able to sustain its marine biodiversity and improve livelihoods in coastal communities that made and entered into partnerships with the U.S. Government, through USAID. On the other hand, ensuring Indonesia's resilience and prosperity is a core U.S. Government interest.

2. A view or expectation of a country that the policy of a country could help achieve the goals of another country.

In the cooperation between Indonesia and the U.S. Government itself, through USAID, there is an expectation that these decisions will implement the increased marine biodiversity conservation that support the U.S. foreign assistance for environmental issues.

3. Agreements of a certain problem between two or more countries in order to utilize the equality or the difference in an interest.

The agreement that occurred between Indonesia and the U.S. in regards to marine biodiversity conservation can be used by Indonesia to ensure marine and fisheries management that the U.S., through USAID provides to Indonesia.

4. Official or unofficial rules regarding transactions carried out in the future conducted to acquire approval.

In the cooperation between Indonesia and the U.S., there are various policy and regulations in regards to marine biodiversity conservation that have been agreed by the two countries, such as that protecting Indonesia's marine biodiversity through improving existing Marine Protected Area (MPA) management, functions, and benefit.

5. Transaction between countries to fulfill their agreement.

In addition to agreeing on the marine biodiversity conservation in Indonesia, the two countries also agreed on the funding grant sent by the U.S. to Indonesia, which is based on the decision of the two countries that will fulfill both transactions of both countries.

Thus, it can be seen in the explanation above that the development cooperation carried out by Indonesia and the U.S. Government have met the five criteria of international cooperation theory that put forward by K.J. Holsti as a reference for the definition of international cooperation in general.

3.3 Chapter Summary

The U.S. considers Indonesia as a key strategic partner and thus the U.S. Government is ready to work together on various important issues in the region, including environmental issues. The U.S. Government through its agency, implementing activities through global and regional programs in environment to strengthens local management of Southeast Asia countries' oceans, coastal zones, protected areas, and mineral resources. In particular, Indonesia has agreed to cooperate in marine conservation with the U.S. Government, where the U.S. provides assistance to Indonesia through USAID. In doing so, USAID funding a program called Sustainable Ecosystems Advanced (SEA) Project that provided support to establish MPAs as future marine biodiversity conservation.

CHAPTER 4

AN ANALYSIS TO THE ROLE OF USAID ON INDONESIA MARINE ECOSYSTEMS THROUGH SUSTAINABLE ECOSYSTEMS ADVANCED (SEA) PROJECT IN NORTH MALUKU PROVINCE

4.1 Implementation of Marine Conservation in North Maluku Province

4.1.1 *Sasi* for Marine Conservation

By recognizing the importance of social justice and indigenous peoples or local communities' rights, marine conservation and development practices are being implemented through a more decentralized management framework that move progressively away from a top-down system. In Indonesia, provinces and regencies have had the authority to manage and utilize natural resources in their respective region that includes marine resources since the enactment of regional autonomy law in 1999.¹⁴⁶ The existence of regional autonomy law also has implications for local involvement in accordance with applicable customs, namely customary marine tenure (CMT).¹⁴⁷ In the context of this study, the people of North Maluku Province implemented a customary marine tenure (CMT) called *sasi*, which also practiced across other part in eastern Indonesia.

In North Maluku, such as the population of Halmahera, Ternate, Tidore, Jailolo, Bacan, and Obi recognizes *sasi* customs, where the customary regulation is a form of protection and environmental management that limits people on the use of a particular resource or territory in a set period of time.¹⁴⁸ Thus, the marine resources and territory within the boundaries of *sasi* zone will be maintained and become an area of conservation. Nevertheless, in its implementation, it can raise the potential for social conflicts among fishermen and coastal villages in general.¹⁴⁹ In recent decades, more and more fishermen from outside the region make arrests in border areas and even enter the area of *sasi*. However, the application of *sasi* and its sanctions are only applied harshly

¹⁴⁶ Law No. 22 of 1999 on regional autonomy and later through the revised Law No. 32 of 2004 on local government.

¹⁴⁷ Prasetyo, K. C. (2019). Mencegah "Tragedy of The Commons" Di Teluk Sawai dengan Sasi pada Era Otonomi Daerah. *Journal of Governance Innovation* Vol. 1(1), 13-28.

¹⁴⁸ Touwe, S., 2020. "Local Wisdom Values of Maritime Community in Preserving Marine Resources in Indonesia", *Journal of Maritime Studies and National Integration* Vol. 4(2), p. 88.

¹⁴⁹ *Ibid*, p. 89.

to the local village customary community, and weak to the community outside. This causes the legitimacy of *sasi* as a communal property right to be weak when faced with mass commercialization of resources.¹⁵⁰ As a result, the system of *sasi* in areas exceeding one nautical mile was gradually being reduced, and people were arbitrarily entering and exiting.

Sasi provides concrete evidence that the practiced communal property rights by indigenous peoples or local communities in eastern Indonesia, does not guarantee the sustainability of marine and fisheries resources, if the orientation of society is only focused on economic gain. Therefore, small-sized and isolated marine protected areas (MPAs) are no longer effective in a way. There needs to be a structural policy and supervision from the central government to ensure that marine and fisheries resources are managed sustainably.¹⁵¹ By building on this understanding, the central government authority needs to be involved and giving play to state regulation so as to reduce disparities in regional development.

4.1.2 SEA Project in North Maluku

According to Article 33 in the 1945 Constitution of the State of the Republic of Indonesia and Law No. 6 of 1996, it is the responsibility of the government to manage Indonesia's natural resources for the greater benefit of its citizens while ensure the development of long-term sustainability through its methods and techniques of management.¹⁵² A similar concern applies to Indonesia's marine and fisheries resources, such as fish and seaweed. Therefore, MMAF is aware of the importance of marine conservation throughout Indonesian waters, particularly those surrounding North Maluku.

Looking ahead from this point, the Government of Indonesia (GOI) acting through Ministry of Marine Affairs and Fisheries (MMAF) has enter into partnership with the United States of America that acting through the United States Agency for International Development (USAID) by USAID-SEA Project Indonesia in Contract Number: AID-497-C-16-00008 on 21 March 2016. Throughout the SEA Project, USAID supported the Government of Indonesia (GOI) to create 14 new marine

¹⁵⁰ Persada, N. P. R., Mangunjaya, F. M. & Tobing, I. S. L., 2018. "Sasi Sebagai Budaya Konservasi Sumber Daya Alam di Kepulauan Maluku", *Jurnal Ilmu dan Budaya Vol. 41(59)*, p. 6869 – 6900.

¹⁵¹ Latuconsina, H., 2009. "The Existence of "Sasi Laut" in Management Sustainable Fisheries as Local Community Based in Moluccas", *Jurnal Triton Vol. 5(1)*, p. 63-71.

¹⁵² Constitution of the Republic of Indonesia (UUD) 1945, Article 33; Law No. 6 of 1996 on Indonesian Waters, Article 23.

protected areas (MPAs) of over 1,6 million hectares of ocean, in which contribute to the year 2030 benchmark to establish 30 million hectares of MPAs.¹⁵³ The SEA Project itself run in FMA-715 Marine Protected Areas that includes North Maluku, which there are critical marine and fisheries habitats. Below is the table of SEA Project supported establishment of status and zoning of MPAs in North Maluku Province.

Table 3. Establishment of Status and Zoning of MPA in North Maluku

MPA	Type of MPA	Year established	Establishment Status	Area (Ha)	Types of zone
Morotai	KKPD/TWP	2018	Completed: SK Gubernur Maluku Utara: no. 361/KPTS/MU/2018	65,892	
Guraici	KKD / Taman (Park)	2012	Completed: SK Bupati Halmahera Selatan: no. 99 Tahun 2012	91,593	
Mare	KKPD / TWP	2012	Completed: SK Walikota Tidore Kepulauan: no. 72.2 Tahun 2012	7,061	
Widi	KKD / Taman (Park)	2015	Completed: SK Gubernur Maluku Utara: no. 251/KPTS/MU/2015	315,118	Core zone; Tourism utilization sub zone Community use sub zone Fishing sub zone Cultivation fishery sub zone
Sula	KKP3K / TP	2018	Completed: SK Gubernur Maluku Utara: no. 360/KPTS.MU/2018	120,724	Mangrove zone
Makian - Moti	KKD / Taman (Park)	2018	Completed: SK Gubernur Maluku Utara: no. 359/KPTS/MU/2018	67,349	No zonation yet

In table 2, it can be seen that North Maluku only resulting in two MPAs zonation, namely core zone and mangrove zone. This is an impressive result, but is still only the beginning. The division of the zone itself is in accordance with the MMAF Ministerial Regulation Number

¹⁵³ USAID, 2022. "USAID: Environment", USAID. Available at: <https://www.usaid.gov/indonesia/environment>

PER.30/MEN/2010 on Management and Zoning Plans of Marine Protected Areas.¹⁵⁴ Furthermore, the management and zoning plan in North Maluku Province has been determined through the Decree of the Minister of Maritime Affairs and Fisheries of the Republic of Indonesia Number 84/KEPMEN-KP/2016,¹⁵⁵ and Law No. 2 of 2018 on Zoning Plan for Coastal Zone and Small Islands (RZWP-3-K) in the North Maluku Province 2018-2038.¹⁵⁶ The results of the current research, the number of protected areas in Indonesia increased by 667,000 hectares from the establishment of the six conservation areas in North Maluku Province,¹⁵⁷ and these efforts are estimated to benefit the livelihoods of approximately 34,000 households.¹⁵⁸ Additionally, management strategies are intended to build local capacity to monitor and adaptively manage natural resources to support sustainable development and improve socio-economic welfare.¹⁵⁹ It turns out then the relevance of marine biodiversity conservation and sustainable development is critical, based on the data provided and in relation to the demands of development done by the government.

4.2 Technical Assistance

USAID is contributing to achievement of the USAID SEA Project objectives mainly by providing technical assistance to build GOI institutional capacity and implement innovative approaches for effecting change under its four technical approaches i.e. (1) An ecosystem approach to fisheries management (EAFM), (2) Marine protected areas (MPAs), (3) Marine spatial planning (MSP), and (4) Law enforcement.¹⁶⁰

¹⁵⁴ KKP, 2012. "The History of Indonesian Marine Protected Area", Ministry of Marine Affairs and Fisheries of the Republic of Indonesia. Available at: <http://kkji.kp3k.kkp.go.id/index.php/en/informasi-konservasi/87-the-history-of-marine-protected-area-mpa-development>

¹⁵⁵ Decree of Ministry of Marine Affairs and Fisheries No. 84/KEPMEN-KP, 2016. "Management Plan for Fisheries Management Area 717 of Republic of Indonesia", *Ministry of Marine Affairs and Fisheries*

¹⁵⁶ Law No. 2 of 2018 on Zoning Plan for Coastal Zone and Small Islands.

¹⁵⁷ Ceccarelli, D. M., et al., 2021. "Status of Coral Reefs and Reef Fish in 13 Marine Protected Areas in Maluku, North Maluku and West Papua Provinces", Jakarta, Indonesia: USAID & GOI.

¹⁵⁸ Ichi, M., 2019. "Kerjasama Indonesia-Amerika Serikat: Maluku Utara Punya Tiga Kawasan Konservasi Perairan Baru", *Mongabay*, 7 April 2019. Available at: <https://kkp.go.id/Morotai/artikel/12697-kerjasama-indonesia-amerika-serikat-maluku-utara-punya-tiga-kawasan-konservasi-perairan-baru>

¹⁵⁹ White, A., Gunawan, T., & Green, G., 2016. "USAID Sustainable Ecosystems Advanced (USAID SEA) Project", Burlington, US: USAID, p. 77.

¹⁶⁰ White, A., Gunawan, T., & Green, G., 2018. "USAID Sustainable Ecosystems Advanced (USAID SEA) Project Annual Report October 2017-September 2018", Burlington, US: USAID, p. 6.

4.3 Small Grants

In addition to technical assistance, USAID disbursed a grant worth USD 32 million or equivalent to Rp. 425 million (exchange rate of Rp. 13,300) in furthering overall development to designing a network of MPAs for FMA-715 through a subcontract to Tetra Tech and consortium partners in Indonesia.¹⁶¹ All of the SEA strategies, programs and activities will use an adaptive management approach to ensure that project resources are spent effectively.

4.4 Analysis the USAID's Role Through International Cooperation and Green Theory

4.4.1 International Cooperation Theory Applied

USAID provides assistance to Indonesia in the form of materials, experts, as well as technical assistance for the success of their assistance programs. Indonesia has agreed to cooperate in environmental conservation with the United States Government, where the country receives assistance from the U.S., through USAID. The collaboration is listed in USAID Grant Agreement No. 497-AA-030 entitled "ASSISTANCE AGREEMENT BETWEEN THE GOVERNMENT OF THE REPUBLIC OF INDONESIA AND THE UNITED STATES OF AMERICA FOR ENVIRONMENT PROGRAMS IN INDONESIA."¹⁶² The agreement itself involves cooperation in Indonesia's marine and fisheries sector. By using the theory of international cooperation with its instrument of foreign aid, it denotes that the U.S. bilateral assistance supported by USAID able to support marine conservation in Indonesia.

Development assistance from the U.S. to Indonesia to support marine conservation in certain region is in accordance to the form of foreign aid. Firstly, technical assistance that is implemented as its strategy aiming to help to reconstruct on several infrastructure within the help of several people with special expertise in SEA Project.¹⁶³ The SEA Project is expanding the sustainable use

¹⁶¹ Ball, M., 2016. "USAID Indonesia Awards Tetra Tech \$32 Million Marine Resources and Biodiversity Contract", *Informed Infrastructure*. Available at: <https://informedinfrastructure.com/24261/usa-id-indonesia-awards-tetra-tech-32-million-marine-resources-and-biodiversity-contract/>

¹⁶² Ministry of State Secretariat of The Republic of Indonesia, n.d. "USAID Assistance Agreement No. 497-AA-030", Available at: <https://ktln.setneg.go.id/simpuu/file/BILATERAL/AMERIKA/DOKUMEN%20PROYEK/6.%20AA%202014.pdf>

¹⁶³ White, A., Gunawan, T. & Green, G., 2017. "USAID Sustainable Ecosystems Advanced (USAID SEA) Project Annual Report", Burlington, US: USAID, p. 45.

of fish and marine resources along with proper facilities and strengthen law enforcement to Indonesia. Secondly, the U.S. Government assistance through USAID supports to enhance prosperity of Indonesia through grant aid.¹⁶⁴ This grant aid is given to improve the basic living and livelihood in Indonesia and to give adequate basic social services, such as giving the grant aid responding to the transnational environmental crimes. Given this understanding of the nature of USAID and Indonesia cooperation, it is immediately apparent that the theory of international cooperation can be seen from the role performed by USAID that was the implementation of the SEA Project, with technical and grant assistance to zoning or mapping conservation region in North Maluku Province.

4.4.2 Green Political Theory Applied

According to John Barry (1993), green political theory based on three main principles, namely the theory of distribution of justice (international), a commitment to the democratization process, and efforts to create ecological sustainability.¹⁶⁵ All three are used as media in defining green political theory. To complete the analysis case of Indonesia and USAID that fulfilled the objectives stated above, the author gives details on the objectives of each component and the methods used to gather and measure the data.

1. Distribution of justice

In order to socially just allocation of resources, SEA Project implement various forms of sanctions given to those who violate the fishing rules. According to key figures, sanctions for breaking the rules can be in the form of social sanctions, boats being seized and burned being notified or warning and fishing gear taken, fishing gear destroyed and the perpetrator handed over to the police, imprisonment expelled, and others have no sanctions because violations must be reported to the authorities.¹⁶⁶ In this case, the role of SEA Project in the distribution of justice variable is to strengthen advocacy for environmental justice in Indonesia.

2. Democratization

¹⁶⁴ USAID, 2022. "Partnership Opportunities", *USAID*. Available at: <https://www.usaid.gov/indonesia/work-with-us/partnership-opportunities>

¹⁶⁵ Barry, J., 1993. "Green Political Theory and the State", London, UK: Political Studies Association, p. 1-2.

¹⁶⁶ Pakiding, F., 2021. "Social Economic Status of 16 Marine Protected Areas in North Maluku, Maluku and West Papua", Jakarta: USAID, p. 54.

The existence of Indonesia's collaboration with USAID in implementing the SEA Project in Indonesia indicates an effort by the U.S. Government through its development funding assistance agency to socialize that the democratization process must be practiced as well as possible to the roots or to local communities, such as the implementation of the SEA Project which has begun to be implemented in local areas of Indonesia where the people together with the local government and related institutions work together to realize the program. Thus, the welfare of the community through the economy, politics and the environment can be felt equally.

3. Ecological Sustainability

In this context, USAID on SEA Project supported MPA management in North Maluku by encouraging managers to develop and establish a management and zoning plan to improve environmental quality and community well-being. Thus, if applied to SEA Project, it considerably has beneficial ecological effects. Moreover, this variable of green political theory match with the analysis in this research as it agrees with the understanding of the theory as a whole, where SEA Project emphasized environmental assets of Indonesia that are important to be preserved.

4.5 Chapter Summary

In connection with the above, local community that used their traditional tenure management system such as *sasi* across North Maluku seas are reflective of local management systems that provided social and economic order in small areas apart from the formal marine protected areas (MPAs). However, local regulations like fishing seasons and methods may be ineffective because of the lack of social cohesion to respect local regulations. In this regard, it is necessary to implement management plans through engagement with central government and adequate enforcement to stem large and significant declines in marine resources and create livelihoods security for local communities. As a result, North Maluku Province worked to improve biological productivity for marine ecosystems and sustainable livelihoods in the region through the USAID SEA Project (2016–2021), where six marine protected areas (MPAs) were designed for multiple uses, with a zoning system to support marine conservation and sustainable fisheries.

CHAPTER 5

CONCLUSION

According to the analysis done in this research, it can be concluded that the role of USAID as an organization that cares about the future of the world is supporting the Government of Indonesia (GOI) by providing technical assistance and grants for Sustainable Ecosystems Advanced (SEA) project to meet its goal of establishing areas of marine conservation in 2030 to reach 30 million hectares. In this context, the SEA Project is establishing development cooperation between Indonesia and the U.S., through USAID that reflects international cooperation in the forms of foreign aid.

Overall, the research points out the critical importance of marine and coastal environment that has a firm influence on state policies and the establishment of marine conservation in Indonesia. This is in line with green political theory, which in its perspective sees marine and coastal environment issues as a direct consequence of human activities and thus urges environmental protection. Furthermore, and in a way more importantly, the impact of damage to the marine and coastal environment can spread and become transnational problems. Therefore, Indonesia collaborated with USAID, through SEA Project in order to increase the resilience of marine ecosystems, enhance local livelihoods, and achieve sustainable development. The implementation of marine conservation in particular with SEA Project is supported by USAID funding in several regions in Indonesia that include North Maluku Province. This is because North Maluku Province considered to have critical marine and fisheries potential. The things contained in SEA Project related to marine and coastal environment management, such as (a) establishing and managing protected areas, contributing to the efforts to biodiversity conservation and adapting to climate change; and (b) make sustainable policies or enforcement that favor large marine ecosystems approach and cooperation between countries that consider the problem of illegal fishing, environmental control, socio-economic development and governance.

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APPENDICES

APPENDIX 1

Regional Regulation of North Maluku Province No. 2 Of 2018



PERATURAN DAERAH PROVINSI MALUKU UTARA
NOMOR 2 TAHUN 2018

TENTANG
RENCANA ZONASI WILAYAH PESISIR DAN PULAU-PULAU KECIL
PROVINSI MALUKU UTARA TAHUN 2018-2038

DENGAN RAHMAT TUHAN YANG MAHA ESA
GUBERNUR MALUKU UTARA,

Menimbang : bahwa untuk melaksanakan ketentuan Pasal 9 ayat (5) Undang-Undang Nomor 27 Tahun 2007 tentang Pengelolaan Wilayah Pesisir dan Pulau-Pulau Kecil sebagaimana telah diubah menjadi Undang-Undang Nomor 1 Tahun 2014 tentang Perubahan Atas Undang-Undang Nomor 27 Tahun 2007 tentang Pengelolaan Wilayah Pesisir dan Pulau-Pulau Kecil, perlu menetapkan Peraturan Daerah Provinsi Maluku Utara tentang Rencana Zonasi Wilayah Pesisir dan Pulau-Pulau Kecil Tahun 2018-2038.

Mengingat : 1. Pasal 18 ayat (6) Undang-Undang Dasar Negara Republik Indonesia Tahun 1945;
2. Undang-Undang Nomor 46 Tahun 1999 tentang Pembentukan Provinsi Maluku Utara, Kabupaten Buru dan Kabupaten Maluku Tenggara Barat (Lembaran Negara Republik Indonesia Tahun 1999 Nomor 174, Tambahan Lembaran Negara Republik Indonesia Nomor 3895) sebagaimana telah diubah dengan Undang-Undang Nomor 6 Tahun 2000 tentang Perubahan Atas Undang-Undang Nomor 46 Tahun 1999 tentang Pembentukan Provinsi Maluku Utara, Kabupaten Buru dan Kabupaten Maluku Tenggara Barat (Lembaran Negara Republik Indonesia Tahun 2000 Nomor 73, Tambahan Lembaran Negara Republik Indonesia Nomor 3961);

APPENDIX 2

USAID Assistance Agreement No 497-030-AA

ASSISTANCE AGREEMENT

Between

The Government of the United States of America, acting through the United States Agency for International Development ("USAID")

and

The Government of the Republic of Indonesia, acting through the Ministry of Finance (hereinafter referred to as the "Grantee")

Article 1: Purpose.

The purpose of this Assistance Agreement ("Agreement") is to set out the understanding of the parties named above (the "Parties") regarding the achievement of the following jointly agreed-upon Development Objectives described below.

Article 2: Development Objectives and Results.

The Parties enter into this Agreement in pursuit of four jointly agreed upon Development Objectives (DOs.) Each of the DOs is described in detail in Annex 1. For each DO, the Parties agree to measure result against certain indicators of Results, as described in Annex 1 and summarized below:

Section 2.1. DO 1: Democratic Governance Strengthened.

In order to achieve DO 1, the Parties agree to work together to achieve the following Results:

- (a) Community of Accountability Improved.
- (b) Civic Participation Enhanced.
- (c) Protection of Citizen Rights Promoted.
- (d) Sustainable Development in Targeted Districts in Eastern Indonesia Enhanced.

Section 2.2. DO 2: Essential Human Services for the Poorest and Most Vulnerable Improved.