

Management of Capture Fisheries Based on the Ocean Justice Principles

Yasser Arafat

Faculty of Law, Universitas Sebelas Maret, Surakarta, Indonesia Ir. Sutami street, No. 36 Kentingan, Jebres, Surakarta, Jawa Tengah, Indonesia 57126 cutvasser@student.uns.ac.id

I Gusti Ayu Ketut Rachmi Handayani

Faculty of Law, Universitas Sebelas Maret, Surakarta, Indonesia Ir. Sutami street, No. 36 Kentingan, Jebres, Surakarta, Jawa Tengah, Indonesia 57126 ayu igk@staff.uns.ac.id

Lego Karjoko

Faculty of Law, Universitas Sebelas Maret, Surakarta, Indonesia Ir. Sutami street, No. 36 Kentingan, Jebres, Surakarta, Jawa Tengah, Indonesia 57126 legokarjoko@staff.uns.ac.id

Abstract— This research aims to analyze the measured fishing policy and management of capture fisheries in Indonesia. It is based on the principles of ocean justice, given the challenges faced by the fisheries sector due to population growth and increasing demand for fisheries products. Using a normative juridical approach, this research evaluates existing legal principles and regulations, and identifies shortcomings to provide recommendations for improvement. The result of this research show that while existing fisheries policies are designed to safeguard the long-term viability of marine resources and support the country's economic development, implementation faces significant hurdles, including inadequate infrastructure readiness and concerns of marine monopolization by large fishing companies. Therefore, upholding the concept of ocean justice is essential to ensure that fisheries policies consider not only economic efficiency but equity and justice for the benefit of small fishing communities and environmental protection.

Keywords-Management of Capture Fisheries; Measured Fishing Policy; Ocean Justice Principles

I. Introduction

Indonesia, with its vast maritime territory and thousands of islands, is rich in fishery resources that are crucial for the well-being of its population. These resources are predominantly utilized through capture fisheries, which not only serve as a cornerstone of Indonesia's economy but also make substantial contributions to food security and employment opportunities for its people.[1] The fisheries sector faces legal challenges as a result of population growth and increasing demand for fisheries products. Fisheries policies built on the principle of "common ownership" raise issues reminiscent of those outlined by Hardin in his article "The Tragedy of the Commons." A commons is a natural resource that is not owned by an individual, allowing unlimited use or exploitation by everyone. This situation encourages competition between individuals to exploit the resource to the maximum for personal gain.[2]

One of the critical issues that arises is overfishing and excessive exploitation, which can threaten the sustainability of marine resources. Additionally, illegal fishing is one of the most crucial legal problems in Indonesia. This activity not only financially harms the country through lost tax and revenue but also damages the sustainability of fish resources and marine ecosystems.[3] Conflicts frequently emerge between small-scale fishers and large fishing industries as they compete for fishing areas, use harmful fishing gear, and face unequal access to fish resources. When policies overlook the interests of all stakeholders, they can exacerbate the situation. Therefore, responsible efforts are necessary to effectively manage fishery resources, particularly in the capture fisheries sector. To accomplish this, the government has established regulations and policies governing capture fisheries.

The House of Representatives (DPR) and the President approved Law Number 6 of 2023, known as the Job Creation Law. This legislation includes amendments to specific sections of Law No. 31 of 2004 on Fisheries, which was previously modified by Law No. 45 of 2009. The alterations aim to streamline the licensing and investment procedures in the marine and fisheries industry. Article 6, paragraph (1) of Law Number 31 of 2004 on Fisheries, as last amended by the Job Creation Law, states that fisheries management is carried out with the aim of optimizing benefits while maintaining sustainability and the preservation of fish resources. To implement this provision, the Government enacted Government Regulation Number 11 of 2023 on Measured Fish Catching (PP 11/2023). Additionally, as an implementing regulation, the Minister of Marine Affairs and Fisheries issued Regulation Number 28 of 2023 on the Implementation of Government Regulation Number 11 of 2023 on Measured Fish Catching (Permen KP 28/2023).

The government has established a quota-based Measured Fish Catching policy to achieve optimal economic utilization in the fisheries sector and to ensure resource sustainability. Balancing economic interests, conservation, and social benefits is believed to optimize the potential of Non-Tax State Revenue (PNBP) in the Marine and Fisheries sector, which has been lower compared to other sectors like oil and gas. In 2022, PNBP in the marine and fisheries sector was only 1.87 trillion rupiah.

The policy allowing foreign investors to engage in measured fish catching has sparked controversy. Some parties are concerned that this policy could threaten the livelihood of Indonesian fishermen, particularly small-scale fishermen. There are fears that the measured fish catching policy could lead to ocean grabbing, where traditional and small-scale fishermen become mere spectators in their own waters.[4] Based on this background, the author aims to further investigate the measured fish catching policy and the management of capture fisheries based on the ocean justice principles.

II. LITERATURE REVIEW

A. State Control over Fisheries Resources

The relationship between the state and natural resources in Indonesia is emphasized in Article 33 paragraphs (2) and (3) of the 1945 Constitution. The provisions contain affirmation of state control over branches of production and natural resources that are important to the state and that control the livelihood of many people for the benefit of the livelihood of many people. The Constitutional Court has interpreted the concept of state control over natural resources that state civil ownership of natural resources must be recognized as a logical consequence of state control which also includes the concept of public ownership by the people collectively. It further explains that the state is mandated by the people to implement policies and administrative, regulatory, management and supervisory actions for the benefit of the people as a whole.

The Constitutional Court's decisions on the Law on Electricity, the Law on Water Resources, the Law on Oil and Gas, and the Law on Investment have confirmed the concept of state control over natural resources. This concept has now become the permanent jurisprudence of the Constitutional Court.[5] The constitutional provision confirms that Indonesia applies the concept of state control over natural resources. This provision is made to prevent a small group of influential individuals or organizations from dominating natural resources. The principle of populist economy affirmed in the constitution emphasizes that authority over natural resources should prioritize the collective welfare of society, rather than focusing on individual prosperity.[6] Article 33 of the 1945 Constitution of the Republic of Indonesia forms the basis for state control rights that regulate the desired economic system and activities in the Indonesian state. This article is not standalone, but is related to social welfare. Therefore, understanding Article 33 must be based on considerations of social welfare.[7]

B. Efficiency Justice Economy Principle

The Constitution emphasizes the responsibility of the state to promote the welfare of the people. This is emphasized in the preamble and Chapter XIV on Social Welfare, containing provisions such as Article 33 paragraph (4), which outlines the principles of the national economy. This article was incorporated into the Indonesian constitution after the fourth amendment, incorporating elements of the liberal economic system with the inclusion of the principle of efficiency. However, the principle of efficiency is juxtaposed with the principle of justice. The concept of efficiency is closely associated with liberalism, but it cannot stand alone. While micro efficiency is important, macro efficiency, or "efficiency with justice," is equally crucial. Similarly, the idea of "progress" in liberal thinking is linked with "economic unity." For progress to benefit all groups in Indonesia, it must be accompanied by "national economic unity," ensuring widespread development across the country.[8]Therefore, to bring about widespread progress throughout Indonesia, "progress" needs to be accompanied by "national economic unity."

The principle of efficiency with justice is interpreted by Jimly Ashiddique similarly to the terms people's economy, fair market economy, or social market economy.[9] In a social market economy or fair market economy, individual interests are balanced with collective interests or social interests. Economic activities are driven by market mechanisms controlled by the government towards an efficient but fair market economy. Such an economic system seeks to maintain individual freedom to pursue while emphasizing the need for the state to

intervene in providing for the welfare of the people. The principle of efficiency with justice is interpreted as a principle that strives to pursue economic growth and income distribution simultaneously and must not prioritize or favor one over the other in its implementation.

C. Blue Economy

When discussing the management of capture fisheries, it's important to take into account the concept of the blue economy. This is crucial due to the fact that billions of people globally, especially those living in poverty, depend on healthy oceans for their livelihoods and food, emphasizing the pressing need to responsibly and sustainably use, oversee, and protect these critical resources. The concept of the blue economy refers to the sustainable optimization of natural resources to enhance economic growth while ensuring business viability. [10] This definition aligns with the World Bank's view, while the European Commission defines it as economic activities related to oceans and coasts, encompassing various established and emerging interconnected sectors. [11] The concept is grounded in efficiency principles that can drive investment and business development in fisheries while preserving the environment. Marleen S. Schutter sees the blue economy as a new iteration of the passive revolution facilitated by the green economy, where the dominance of capitalism is increasingly entrenched in the oceans. [12]

The blue economy is based on four basic principles. Firstly, it prioritizes the efficient use of marine resources, emphasizing optimal use without sacrificing environmental sustainability. Secondly, it strives to reduce waste and create environmentally friendly production systems. Thirdly, it stresses the importance of considering the welfare of coastal communities and fishers in the utilization of marine resources. Lastly, it aims to increase income through the sustainable use of marine resources.

In the presentation "Reflection on 2022 and Outlook for 2023 by the Ministry of Marine Affairs and Fisheries," the Minister of Marine Affairs and Fisheries stated that the direction of marine and fisheries development policy for 2021-2024 is based on the blue economy. The pillars of the blue economy, as outlined by the Ministry of Marine Affairs and Fisheries, include five aspects: 1) expansion of conservation areas; 2) implementation of a quota-based and zonal fishing policy; 3) development of sustainable aquaculture in the sea, coastal, and freshwater areas oriented towards exports; 4) Control of coastal areas and small islands and the sea from destructive economic activities; and 5) Reduction of plastic waste in the sea through the national movement "Love the Sea Month." [13]

III. METHOD

This research methodology uses a normative juridical approach to comprehensively analyze the legal principles and regulations governing capture fisheries. The methodology involves a methodical examination of existing laws, doctrines, and statutes with the objective of identifying shortcomings, proposing legal modifications, and providing valuable perspectives. Additionally, the study utilizes library research and applies a normative juridical perspective to evaluate the regulatory framework related to measured fish catching policies. It also explores the importance of implementing principles of maritime justice in every capture fisheries policy.

IV. RESULT AND DISCUSSION

A. Measured Fish Catching Policy

The government has introduced a Measured Fishing Policy. "Measured" implies controlled, as opposed to uncontrolled or out of control. As stated in Article 1, paragraph (1) of Government Regulation Number 11 of 2023, Measured Fishing refers to fishing activities that are regulated in a controlled and proportional manner in areas designated as measured fishing zones. This approach is based on the allocation of fishing quotas to ensure the sustainability of fish resources and maintain environmental balance, while also supporting equitable national economic growth. From a utilitarian perspective, the measured fishing policy is designed to achieve measurable benefits for national economic growth while preserving environmental sustainability.[14]

The Measured Fishing Policy introduces changes to the current policies in the capture fisheries sector. The main change involves transitioning from input control regulation to output control regulation. Input control regulation manages fishing activities through licensing without assigning quotas per vessel, while output control regulation manages fishing activities through licensing based on quotas. Input control involves limiting the number of fishing vessels that receive permits, restricting the size of vessels, regulating the types of fishing gear used, limiting access to fishing areas, and regulating the time spent fishing.[15] On the other hand, output control includes limiting the quantity, species, and minimum size of fish that can be landed, restricting the number of vessels, types of gear, and fishing time, as well as designating landing ports.[16]

The quota-based Measured Fishing Policy divides the fishing areas into six zones. The PIT zones are as follows:

- 1. Zone 01 includes WPPNRI 711;
- 2. Zone 02 includes WPPNRI 716, WPPNRI 717, and the High Seas of the Pacific Ocean;

- 3. Zone 03 includes WPPNRI 715, WPPNRI 718, and WPPNRI 714;
- 4. Zone 04 includes WPPNRI 572, WPPNRI 573, and the High Seas of the Indian Ocean;
- 5. Zone 05 includes WPPNRI 571; and
- 6. Zone 06 includes WPPNRI 712 and WPPNRI 713.

The government divides the fish catch quota into quotas for local fishermen, industrial quotas, and quotas for non-commercial activities. The determination of fish catch quotas in the PIT Zone is based on calculating the available fishery resources while considering the allowed catch and the utilization rate of fishery resources. The government allocates industrial quotas in each PIT Zone beyond 12 nautical miles. The issuance of these quotas is done by the Minister for individual legal entities (limited liability and cooperatives). Industrial quotas in all zones are intended for domestic investment. As for the allocation of industrial quotas for foreign investment, it is limited to Zones 01, 02, 03, and 04.

The Fishermen's Quota is granted by the Governor to local fishermen, including both small-scale fishermen and those who are not small-scale fishermen, as well as to legal entities such as limited liability companies and cooperatives. The specified limited liability companies include domestic investment within each PIT Zone up to 12 nautical miles. Lastly, the allocation of the quota for non-commercial activity is done in each PIT Zone up to 12 nautical miles and beyond. This quota is intended for individuals, as well as the central and regional governments, for activities in education, training, research, other scientific activities, as well as recreation and tourism. The Governor issues the non-commercial activity quota for each PIT Zone up to 12 nautical miles, while the Minister grants the quota for each Measured Fishing Zone beyond 12 nautical miles. Based on the description, the PIT policy allows corporations to fish extensively across the entire area, opening the door for fisheries industrialization. Certain corporations, through domestic investment (PMDN), have the opportunity to obtain quotas for local fishermen within the entire PIT Zone up to 12 nautical miles and industrial quotas beyond 12 nautical miles in the PIT Zone.

The policy aims to increase Non-Tax State Revenue (PNBP) to support fishing communities. One initiative is the development of advanced fishing villages (Kalaju) to enhance cleanliness, hygiene, and organization, while also improving the productivity and business capacity of fishers. The PIT policy is expected to create socially just fisheries businesses by allocating quotas to regional fishers based on designated zones, with the goal of enhancing the welfare of small-scale fishers.

This policy allows foreign investors to participate in the fishing industry, while also granting special privileges to small-scale fishers for accessing local fisher and industrial quotas. Individual small-scale fishers have the flexibility to fish across different fishing zones, rather than being limited to a single zone, and are entitled to local fisher or industrial quotas. Additionally, small-scale fishers may be allocated Fishing Areas beyond 12 nautical miles. However, this special access privilege is prioritized for small-scale fishers who are members of cooperatives. Based on the description, the policy for measuring fish catch indicates that the state has full regulation over the sea. This includes determining who has the right to catch fish and managing the allocation of fishery

B. Ocean Justice Principles as the Basis of Capture Fisheries Policy

The Indonesian government is working on improving fisheries management policies, with the latest policy being the Measured Fisheries Capture Policy in the capture fisheries sector. However, this policy has sparked public controversy and is facing delays in implementation. Initially scheduled to be implemented in early 2024, the implementation of fish capture quotas and quota certificates has been postponed to 2025 due to the Circular Letter of the Minister of Maritime Affairs and Fisheries Number B.1954/MEN-KP/XI/2023 regarding the Relaxation of Policies during the Transition Period of Measured Fisheries Capture Implementation.

The delay can be interpreted from two perspectives. First, the measured fisheries capture policy was formulated at a time when Indonesia was not yet ready to implement it. Second, this delay is seen as a form of caution on the part of the government in implementing the policy and being willing to listen to input and perspectives from stakeholders.

Both perspectives are accurate. In fact, there is indeed public uncertainty regarding this policy due to perceived suboptimal public outreach and minimal infrastructure readiness. Fishermen, especially small-scale ones, are not ready to face the PIT policy. Many fishermen still use simple fishing gear compared to industrial vessels, and many fishermen are not yet part of cooperatives.[17] However, under this PIT policy, small-scale fishermen who catch fish in waters beyond 12 nautical miles are required to join cooperatives. With this situation, if the PIT policy were to be implemented immediately, many small-scale fishermen would not obtain industry quotas in waters beyond 12 nautical miles. Yet, traditionally, quite a few small-scale fishermen catch various demersal and large pelagic fish species in fishing grounds beyond 12 nautical miles to meet the demands of the export market.[18]

The public is concerned about the PIT policy due to fears that it could lead to the privatization of the sea by wealthy individuals in the large-scale fishing industry. Moreover, sustainable fisheries management has not fully implemented the ecological principles of Pancasila, particularly regarding the fair use of fisheries resources.[19] Economic growth policies often prioritize efficient principles with a liberal capitalist approach. However, according to Article 33, paragraph (4) of the 1945 Indonesian Constitution, the principle of justice must be combined with efficiency to prevent economic inequalities. The principle of efficiency, rooted in a liberal mindset, is believed not to create economic inequality. However, John Rawls argued that liberalism, while promoting justice through basic freedoms, ultimately creates disparities among people.[20] Therefore, John Rawls proposed the principle of "justice as fairness," asserting that every individual should have an equal right to basic freedoms as long as these freedoms are equally available to everyone.

In the context of fisheries, the ocean justice principles needs to be the foundation for the formulation and implementation of a policy. Chris Armstrong, in his book titled "A Blue New Deal: Why We Need a New Politics for the Ocean," offers seven fundamental principles of maritime justice, namely[21]:

First, Our common stake in the ocean. The ocean should be managed to benefit everyone, including the most vulnerable in society. We should all share in the advantages of sustainable marine industries, and it is everyone's responsibility to protect the marine environment. When implementing policies, we need to take into account the needs and preparedness of small-scale fishing communities. Second, Democratic inclusion. It's important to involve all stakeholders in decision-making about the future of the ocean. Even if some parties can't participate directly in political institutions, they have a duty to represent their interests in decision-making. We also need to consider the interests of future generations and listen to the aspirations of small-scale fishing communities. Third, The sea as a space for rights. Human rights protection is essential not only on land but also at sea. In addition to safeguarding human rights, it is imperative to protect marine species' rights.

Fourth, Sustainability and precautionary principle. The ocean is a shared resource that should be used responsibly by current and future generations. Therefore, the use of marine resources should follow the precautionary principle, which means avoiding activities that could harm the environment unless it's reasonably certain that the impacts can be controlled. The government's decision to postpone the PIT policy is a precautionary measure due to existing unpreparedness. Fifth, Fair benefit sharing. In allocating access to marine resources, we must reject the idea that communities should always have equal access to resources in the same amount. One reason is that some individuals may need more than others to enjoy the same natural resources equally. We need to design regulations for access to marine resources that allow the poorest groups to eliminate disparities, even if it means granting them access to more resources than others. Small-scale fishermen need to be given priority in accessing quotas in all fishing zones without being burdened with specific prerequisites. This is necessary so that small-scale fishermen can compete with large-scale fisheries and achieve equality in benefiting from the sea.

Sixth, Fair burden sharing. All individuals should take responsibility for the consequences of their actions. Furthermore, those with the means to make concessions without enduring significant hardships should do so. The more financially secure they are, the more they should contribute, while communities below the basic welfare threshold should not be expected to make sacrifices. Those with the ability to contribute more should do so, and those who are unable to make concessions should not be pressured to do so. In the context of the PIT policy, small-scale fishermen should be exempt from all fees. Seventh, Fair transition. The protection of the marine environment requires the collective effort of many to minimize their impact on marine ecosystems. However, these changes may have an adverse effect on jobs and livelihoods. For example, the shift towards using eco-friendly fishing gear and methods will entail substantial costs. As a result, it is essential to establish policies that ensure the burden of this transition does not unfairly fall on the most vulnerable groups. The impact of this transition should not disproportionately affect impoverished communities. Therefore, a just transition must be accompanied by policies that secure adequate opportunities for underprivileged communities. The authorities should allocate ample time for all involved stakeholders to prepare for these changes.

V. CONCLUSION

The PIT policy has sparked a multifaceted debate within Indonesia's fisheries sector. While it is designed to conserve fisheries resources and bolster national economic growth, its execution is encountering significant hurdles. By adopting a new approach that shifts from input control to output control, the policy seeks to govern fishing activities in a more deliberate and equitable manner, structured across six zones. Nonetheless, delays in the policy's rollout point to inadequate public awareness and limited infrastructure preparedness, impeding effective law enforcement. Furthermore, apprehensions regarding the ocean's privatization by large-scale fishing industries highlight concerns about economic inequality and fairness. In this context, upholding the principles of ocean justice is crucial to ensure that fisheries policies prioritize not only economic efficiency, but also the welfare of small-scale fishing communities and environmental preservation. Consequently, a fair transition must be contemplated to ensure that all stakeholders, particularly small-scale fishers and vulnerable communities, are not sidelined during this intricate policy implementation process.

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