



Indonesia's Economic Diplomacy toward the United States to Increase Tuna Exports

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Abstract

Tuna is fisheries commodity ranked 2nd as a contributor to Indonesia's gross domestic product after shrimp. Indonesian tuna has competitiveness in international trade, also the trade between countries in the export and import of tuna. Many countries have tied their choices to Indonesian tunas, such as the United States. Throughout 2016, there were cases of rejection of Indonesian tuna in the United States because they were considered filthy and untraceable. The United States is increasingly tightening the food that enters the country. It is a non-tariff barrier for Indonesian tuna exports and affects the image of tuna from Indonesia. Based on these conditions, this article is trying to assess the Indonesia's economic diplomacy toward the United States in the period of 2016-2020. This article employs descriptive qualitative, which is sourced by interview and research results. This article also shows Indonesia's economic diplomacy efforts to maintain its tuna exports to the United States, such as standard adjustment for fishery products from Indonesia to the United States, bilateral meetings between the countries, trade promotions, and international conferences.

Keywords: *Economic Diplomacy; Non-Tariff Barrier; Indonesian Tuna; Export; United States of America*

Introduction

The rejection of fishery products by the United States often occurs every year, with different intensities. In addition to the United States, rejection also occurred in Japan and the European Union. The United States Food and Drug Administration (USFDA) states that there are 4 (four) categories of rejection of United States imports, including bacterial pathogens, chemicals used excessively, foreign substances that should not be in the product or called filthy, and packaging or packaging errors. In 2016, 79 cases of rejection of Indonesian fishery commodities by the United States, namely 35% of tuna commodities, were rejected by the United States. In addition, in 2017, there were 29 cases of the United States' rejection of Indonesian tuna and shrimp.

Indonesian tuna with HS code 160414, the most massive commodity in the United States, has fluctuated from 2016 to 2020. In 2016, where there was a filthy case, the volume of tuna exports was at 10,816 tons but then increased in 2017 to 12,450 tons. In 2018, the volume of tuna export decreased to 11,141 tons. As recorded by the performance report of the Ministry of Maritime Affairs and Fisheries of

the Republic of Indonesia, the policy of tightening imports of food products carried out by the United States during 2016-2020 often became a barrier to Indonesian tuna exports, and it showed by the fluctuation in value and volume of exports.

The fluctuations of export also occurred due to the Seafood Import Monitoring Program (SIMP) carried out by the United States to track its imported food products. The United States in 2020 will also implement the Marine Mammal Protection Act (MMPA). There are provisions for importing products from partner countries by providing conditions for exporting countries to make regulations according to the United States. Through this provision, exporting countries, including Indonesia, must obtain equivalence approval from the United States, otherwise there will be a ban on the export of fishery products to the United States.

International trade often faces barriers, both tariff and non-tariff. Tuna exports to the United States are still experiencing non-tariff barriers on fishery commodities, especially tuna. Including product quality, packaging standardization, and environmental issues such as unsustainable fishing. The concept of economic diplomacy will provide a perspective on the form of diplomacy carried out by Indonesia in increasing tuna exports to the United States in the midst of tightening imports of food products. Indonesia's economic diplomacy and negotiations through international meetings are basically to achieve economic interests to maintain the value of Indonesian tuna exports to the United States.

On the word of Rana (2007), economic diplomacy is a process in which the state creates maximum profits in all activity in trade, investment, and economically profitable activities. The actors involved are not only monopolized by the government but also by the involvement of non-state actors. Based on that book, there are four stages in economic diplomacy such as economic salesmanship, which promotes exports; networking is a stage by involving partnerships with chambers of commerce, companies, think-tanks, and other non-state actors in economic diplomacy activities; image building, namely promoting the image or good name by involving cooperation with the public-private sector; regulation management, involving planning activities and negotiating trade regulations.

International trade brings benefits to the Indonesian economy. Moreover, Indonesia is the United States' most potential tuna importer. Exports are part of international trade. According to Amalia (2007), exports need to pay attention to several things such as product quality. Meanwhile, according to Salvator (1990) exports are a driving tool for economic growth. In increasing their economic growth, developing countries will take advantage of international trade. In this case, the Indonesian tuna trade experienced non-tariff barriers. The concept of non-tariff barriers will look at how non-tariff trade barriers in the fisheries sector are resolved in a dialogue or diplomatic process. According to Fakhruddin (2008) non-tariff barriers include requirements for local content, import licenses, import state trading enterprises (STEs), technical barriers in trade, the precautionary principle and sanitary and phytosanitary (SPS).

Because of the non-tariff barriers, it is necessary to carry out economic diplomacy to the United States so that the value of Indonesian tuna exports is maintained and even exceeds the annual target. The economic diplomacy carried out included negotiations between the two countries, and Indonesian tuna exports to the United States remained and increased every year, then held a meeting between countries to discuss the standardization of imported food products in the United States. The international conference is also one of the efforts to discuss non-tariff barriers between two countries, which will result in the conclusion and resolution of these barriers.

There are a lot of literatures that discussed export barriers in the fishing sector, such as Sunorita & Tjarsono (2014), Laksani & Jati (2017) that only discuss about the anticipation regarding the rejection of fishery exports, Pramoda & Putri (2017) discuss the security extent carried out by the Government of Indonesia, Saptanto, Rahadian & Tajerin (2017) discussed the non-tariff barriers for tuna and shrimp exports to Japan's market. From those literatures, there are no literature that specifically discusses the form of economic diplomacy in overcoming those export barriers. Meanwhile, this research focuses on diplomatic efforts and on tuna exports to the US. Tuna exports are an essential commodity for state

income, but they face various challenges, so that fishery exports also tend to not reach the target every year.

This research focuses on diplomatic efforts within economic diplomacy in the fisheries sector to deal with non-tariff barriers. The focus of this research is tuna exports to the United States by looking at the economic diplomacy efforts carried out by Indonesia Government. The conclusion of this article is used for further discussion, especially in the field of international political economy regarding the handling of barriers to Indonesian trade of tuna commodities.

Research Method

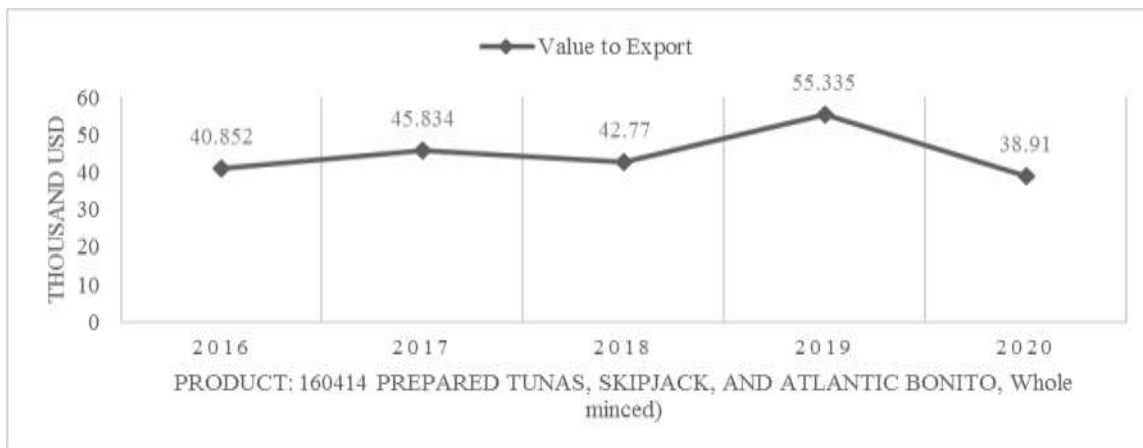
The type of research method in this article is a qualitative descriptive. The qualitative descriptive chose to explain the phenomenon that occurred, the process of Indonesia's economic diplomacy to the United States in increasing tuna exports amid non-tariff barriers imposed by the United States from 2016-2020. Data collection techniques using interviews and document review. Interviews were conducted with three informants, the Directorate General of Strengthening the Competitiveness of Marine and Fishery Products (informant 1), the Fish Quarantine Agency for Quality and Safety Control of Fishery Products (informant 2), and the Indonesian Pole & Line and Handline Fisheries Association (informant 3). The data in the study was supported by interviews and document review. The technique used in this article is a technique from Miles & Huberman (1994), including data reduction, data display, and drawing conclusions or data verification.

Discussion

Indonesian Tuna Exports to the United States

The United States is one of the potential countries as a market for Indonesian tuna because it contributes quite well to the state's income and fishers and exporting companies. The United States itself is also benefiting from the increased demand for tuna. On the other hand, the United States seas are less producing tuna.

Figure 1. Indonesian Tunas Export to USA in 2016-2020



Source: Compiled by author on the basis data from Trade Map, 2022

Indonesia's tuna exports from 2016 to 2020 showed fluctuating numbers. In 2020, tuna exports decreased. The type of tuna indicated to be declining is frozen tuna from West Sumatra, for August 2020, and lasts at 100.396 kilograms or equivalent to Rp. 13.45 billion (KKP, 2020). In 2016, Indonesian tuna exports were rejected from the United States. In the same year, SIMP from the United States is still being discussed and has not been fully implemented for Indonesian fishery commodities. Indonesian tuna

exports to the United States decreased in 2016 compared to 2015. It was because dozens of containers of Indonesian tuna could not enter the United States. After all, they did not pass laboratory tests.

From January to June 2016, approximately 46 containers of Indonesian tuna were returned from the United States (Sulistiowati, 2016). The return of Indonesian fisheries was because Indonesian tuna was indicated by salmonella and filthy. Due to these obstacles, Indonesian exporters also suffered losses of around Rp. 92 billion, each container worth around Rp. 2 billion. With various existing barriers, the Indonesian government in 2016 began to focus on health and food safety issues. The Indonesian government also discussed the SIMP scheme in 2016.

United States Regulations on Fishery Imports

Standardization of food imported products from a country is a connection for consumers and business actors or producers. The standardization applied can fulfill the interests of both parties to get the right product on the standard. Countries that import food products, of course, use standardization for the entry of commodities. It is enforced to ensure quality, safety, environment, health, etc. The exporting country will, of course, make efforts to comply with quality standards with the provisions set by the export destination country.

Indonesian products are still experiencing problems with the non-fulfillment of product standards in export destination countries. According to data from the United States Food and Drugs Administration (FDA), since 2002, there have been cases of rejection of Indonesian food products in the United States market (Resnia, Wicaksana, & Salim, 2015). The national standards that Indonesia has set have several shortcomings compared to the United States standards. Strict requirements imposed by the United States itself are still actively applied to Indonesian tuna commodities. Especially for HACCP from the FDA, it is still a warning for Indonesian seafood entering the United States. The rules regarding food safety are still enforced by the United States today.

In 2017 and 2018, HACCP still provides strict rules regarding food safety. It is known that in December 2017 and January 2018, the FDA issued several warning letters to seafood companies from Indonesia regarding food safety (Mackin, 2018). Meanwhile, for SIMP, which requires all fishery commodities entering the United States to be traceable, it also applies to Indonesian tuna products. Some of the fishery commodities included in this SIMP are abalone, shrimp, grouper, sea cucumber, red snapper, shark, and several types of tuna.

Indonesia is a country that has the potential to experience SIMP implementation. The Ministry of Marine Affairs and Fisheries has also undertaken a series of collaborations to help support SIMP compliance. Indonesia also has some problems with licensing small boats, and Indonesian fishers often do not keep a record of the fish caught. The US Trade Representative (USTR) indicated a disruption in trade in the Indonesian aquaculture industry. USTR has also given a deadline for compliance with SIMP, which is April 2019 (STIMSON, 2020).

Implications of Non-Tariff Barriers on Exports

Indonesian tuna exports to the United States from 2016 to 2020 are considered volatile. In addition to the United States being the number one Indonesian tuna market country globally, the United States also provides restrictions to secure its food imports. In other words, the non-tariff barriers imposed by the United States have a significant effect on the performance of tuna exports from Indonesia.

The increasingly complex regulations are felt by exporters, especially after the issuance of SIMP. As claimed by the interview with informant 2 and informant 3, it is increasingly difficult for small-scale fishers to conform to US standards. Therefore, Ministry of Marine Affairs and Fisheries provides a technical guideline to make it easier for exporters to meet the traceability criteria from the US. In addition to technical instructions, tuna to be exported must also obtain a certificate indicating that the product is safe for consumption. However, it encountered obstacles because it was considered problematic. Many

exporters also complain about this and refuse to apply for certificates. It creates a dilemma because the US enforces the rules as an importing country. If the exporter does not take care of the certificate, it will close the export opportunities.

The tightening of food imports by the US has also resulted in export barriers, namely the rejection of several fishery products, including tuna. Changes in the system carried out by the US, namely by using a non-sensory test, resulted in the assessment of tuna products from Indonesia, which was declared filthy. 82% of fisheries rejections were filthy, the rest due to salmonella contamination, chloramp and histamine (Sari, 2017). In addition to the content contained in fish, obstacles also occur in container holding, resulting in high costs.

Another export constraint faced was that 46 containers of Indonesian tuna returned from the US because they were considered to contain salmonella and filthy. This, of course, shipment Indonesia's exports to the US by buying time so that the quality of fish also declines. The returned container causes significant losses. As stated by the interview with informant 2, if there is a rejection of a container, then the rejection is not one container but only a few products that are carried in the container. Despite the rejection of the container, there are still some products that pass into the US.

Fishery Product Standardization Adjustment to Expand the Market in USA

Before 2016, in 2015, a Memorandum of Understanding (MoU) was signed between Indonesia and the United States. It responds to existing non-tariff barriers, namely requirements from the United States. With the existence of the MoU, it becomes an understanding between the two countries to cooperate with the scope of maritime security, maritime economy, fisheries protection, etc.

The standardization of fishery products posted by the United States includes HACCP. HACCP is a food safety system to prevent the biological, chemical, and physical hazards of fishery products that humans will consume. Through HACCP, identifying hazards in fishery products will appear in the processing or in-process inspection. HACCP application is also a mandatory requirement that must be complied with at the Fish Processing Unit. Certification for HACCP implementation is already contained in the Regulation of the Head of the Quality Control Fish Quarantine Agency (BKIPM) No. PER.03/BKIPM/2011 (BKIPM, 2017). Through this regulation, the implementation of HACCP is also measured by calculating the number of realized HACCP certificates issued in the recent year.

Fish Quarantine Agency, Quality Control and Safety of Fishery Products issued a regulation to improve health certification, namely Decree of the Head Fish Quarantine Agency, Quality Control and Safety of Fishery Products Number 59/KEP-BKIPM/2016, concerning Technical Guidelines for Health Certification of Fishery Products. Then, certification regarding HACCP application is also discussed in the Regulation of the Minister of Maritime Affairs and Fisheries of the Republic of Indonesia Number 51/PERMEN-KP/2018 concerning Requirements and Procedures for Issuing HACCP Certificates and Implementation of the Quality Management Program.

As claimed by informant 1, the Ministry of Maritime Affairs and Fisheries continues to adjust to standardization in the United States. It is a significant effort so that Indonesian tuna products are not banned by the United States, considering that Indonesian tuna has excellent potential in the United States market. Implementing a quality control system is essential because the United States emphasizes the safety of food entering its country. The Health Certificate (HC) applied by Fish Quarantine Agency, Quality Control and Safety of Fishery Products has two aspects: fish or veterinary health and food safety or sanitation. A health certificate issued by Fish Quarantine Agency, Quality Control and Safety of Fishery Products shows that the fishery commodities to export have guaranteed health and safety. Until the end of 2019, the number of HC issued by Fish Quarantine Agency, Quality Control and Safety of Fishery Products was 176,573 copies, which predicted to increase every year (Maryadi, 2020).

Certification is critical to provide a guarantee that the fish to be sold is safe and meets the standards of the destination country. A total of 371,770 certificates were successfully certified by Fish Quarantine Agency, Quality Control and Safety of Fishery Products in 2017 (BKIPM, 2017). For tuna itself, 19.35 thousand tons have successfully transported. Ministry of Marine Affairs and Fisheries builds Fish Processing Unit, which has integrated with partner countries, to overcome the hampered exports due to standardization from partner countries. For example, as of August 2018, Indonesia already has 201 integrated Fish Processing Units in Canada, 177 in the European Union, 15 in Russia, and 351 in Vietnam (BKIPM, 2018). The entire process chain must comply with the standards demanded by the importing country. Starting from cultivation, enlargement ponds, harvesting, processing at Fish Processing Unit, testing in the laboratory to shipping must be with the request of the importing country.

The workshop, held between the United States through the National Oceanic and Atmospheric Administration (NOAA), is expected to provide in-depth information to fishery exporters, especially tuna, regarding the implementation of SIMP. The workshop was held on 9-10 August 2018 at the Jakarta Ministry of Marine Affairs and Fisheries Office. The workshop was attended by fisheries associations and Indonesian fishery exporters, not only from the government. The Indonesian government, through Ministry of Marine Affairs and Fisheries provided input and recommendations that the United States could consider improving the SIMP requirements scheme.

Indonesia takes a neutral stance to secure its fishery market in the United States. In overcoming product traceability in the SIMP scheme, Directorate General of Strengthening Competitiveness of Marine and Fisheries Products issued a Guide to Filling in SIMP Forms for fishery exporters with the United States' destination country. After the guidelines for filling out the SIMP form from the Directorate General of Strengthening Competitiveness of Marine and Fisheries Products, it was recorded that the overall value of Indonesia's fisheries exports to the United States was declared positive for 2018-2020. The positive export results are also due to implementing policies through the Fish Catch Certificate (SHTI), which is a requirement for fish traceability. Through the efforts made by Indonesia in securing its tuna market, Indonesia always provides updates on policies that have been carried out in response to provisions from the United States.

The adjustment of fishery standards carried out by Fish Quarantine Agency, Quality Control and Safety of Fishery Products and Ministry of Marine Affairs and Fisheries by the economic diplomacy strategy according to Rana (2011), namely regarding management regulations, which usually form a domestic issue between ministries/agencies in setting a new domestic standard/policy. This step aims to determine the number of regulations that are no longer relevant compared to partner countries so that the new regulations can be said to be more effective in achieving national goals. The regulations established are a preventive measure and a response to the problems to be discussed.

Indonesian Economic Diplomacy to the United States

The United States also regularly holds discussions on its country's requirements. Several diplomatic meetings also discussed the longstanding cooperation between the two countries.

1) Indonesia-US Trade and Investment Framework Agreement (TIFA)

The framework created by the US is a platform for expanding cooperation in trade and investment. Trade and Investment Framework Agreement (TIFA). The first TIFA Indonesia-US forum was held on 12-13 June 2016. The safety of fishery products was also included in the 2016 TIFA discussion, which was why the rejection of Indonesian tuna to the US. The Indonesian delegation at the forum also held meetings with buyers from the US in a Business Engagement. In addition to discussing the adjustment of fisheries standards, the meeting also discussed increasing investment in trade in fishery commodities.

The second Indonesia-US TIFA meeting was held on May 15, 2018. The meeting was chaired by the US Trade Representative (USTR), Karl Ehlers as USTR Acting Assistant and the Director-General of

International Negotiations at the Ministry of Trade, Iman Pambagyo. The Indonesian delegates attending the meeting included the Ministry of Trade, Ministry of Agriculture, Ministry of Foreign Affairs, Ministry of Law and Human Rights, Ministry of Communication and Information, Ministry of Maritime Affairs and Fisheries, Ministry of Manpower, Coordinating Ministry for Economic Affairs, and the Financial Services Authority.

At the meeting, Indonesia again conveyed several points of objection regarding the US policy in importing fishery products such as tuna from Indonesia. In the previous TIFA discussion in 2016, trade barriers such as the filthy criteria of Indonesian tuna products. At the forum, Indonesia discussed discussions between the two countries to determine the quality parameters of free fishery products from the filthy category. As of 2016, US regulations are still layered and overlapping regarding this filthy. Therefore, Indonesia adjusted fishery quality standards to be free from the filthy category.

The creation of the meeting between Indonesia and the US at TIFA alluded to the filthy issue imposed on tuna products from Indonesia. In line with the concept presented by Rana (2011), regulation management is carried out to negotiate trade regulations until the regulations are implemented on a national scale. The TIFA meeting became an event for Indonesia to discuss the filthy category sent from the US. Filthy cases, often found in Indonesian tuna to be exported to the US, become a trade barrier because it is not uncommon for Indonesian tuna to be rejected and sent back.

2) The Meeting between Minister of Marine Affairs and Fisheries and US Ambassador Regarding to SIMP Implementation

The meeting between Ministry of Marine Affairs and Fisheries Minister Edhy Prabowo and the United States Ambassador to Indonesia Joseph R Donovan at the Ministry of Marine Affairs and Fisheries Office to discuss maritime and fisheries cooperation between the two countries. During the meeting, the two countries discussed the potential for cooperation that the two countries would develop in the future. The cooperation that has been established between the two countries, namely the Marine Biodiversity and Sustainable Fisheries Program (MBFSP) between Ministry of Marine Affairs and Fisheries and USAID and Maritime Domain Awareness (MDA) (KKP, 2019).

Discussions on SIMP were also mentioned in the meeting. Joseph R Donovan said that the SIMP that the United States has implemented guarantees traceability of fisheries that will enter the United States market. Joseph R Donovan also stated that the United States had assisted the Indonesian government and Indonesian fishery exporters so that fishery products, especially tuna, could meet the requirements. The Minister of Marine Affairs and Fisheries at the meeting also emphasized that the Indonesian side would welcome all cooperation with regard to Indonesian fisheries. US programs that have been implemented will continue to be developed to impact the Indonesian side positively. One of them is cooperation regarding the safety of fishery products and eradicating illegal fishing.

The economic diplomacy carried out by Indonesia at the meeting was in line with the theory that economic diplomacy could be carried out bilaterally to maximize national profits (Rana, 2011). In this case, the bilateral meeting touched on regulation management, in which the US assisted in the implementation of SIMP. Previously, Indonesia objected to the implementation of SIMP, which was not by the capacity of small fishers in Indonesia. Through the meeting, the US Ambassador stated that the US assisted in implementing SIMP.

3) The Meeting between Minister of Marine Affairs and Fisheries and National Fisheries Institute (NFI) Regarding to SIMP Implementation and Trade Promotion

In discussing the continuation of the SIMP application rules in tuna exports to the United States, Indonesia talked with John Connelly as President of the National Fisheries Institute (NFI). The meeting was held in the middle of a seafood exhibition held by Indonesia in the United States. As stated by informant 1, besides having seafood exhibitions in the United States as a form of trade promotion, Indonesia also occasionally holds meetings to discuss import-export rules between the two countries and the obstacles faced by the two countries.

Minister of Ministry of Marine Affairs and Fisheries Susi Pudjiastuti was accompanied by the Directorate General of Strengthening Competitiveness of Marine and Fisheries Products and several delegates from Indonesia. The meeting was intended to discuss the implementation of SIMP by the United States Government and discuss various opportunities for fishery cooperation with several officials and senior officials of fishing companies from the United States. Minister Susi also held a meeting with the National Oceanic and Atmospheric Administration (NOAA), John Henderschedt. The meeting also discussed the implementation of SIMP. Henderschedt emphasized that countries affected by SIMP should prepare themselves and take anticipatory steps. During the meeting, NOAA also stated that it would provide appropriate assistance and advice for Indonesia to implement SIMP.

The meeting between the Minister of Ministry of Marine Affairs and Fisheries Susi Pudjiastuti with NFI and NOAA is a form of economic diplomacy by the management regulations (Rana, 2011). Regulation management here talks about negotiating activities regarding trade regulations. At the meeting, Indonesia conveyed several points regarding the implementation of SIMP, which was considered ineffective for small fishers because the system used was inadequate and did not meet the criteria from the US. The Minister of Marine Affairs and Fisheries conveyed his objection points to the application of SIMP. If you want to improve standards from the US, then the US as an importing country is also expected to be involved in technical assistance for fisheries to be exported.

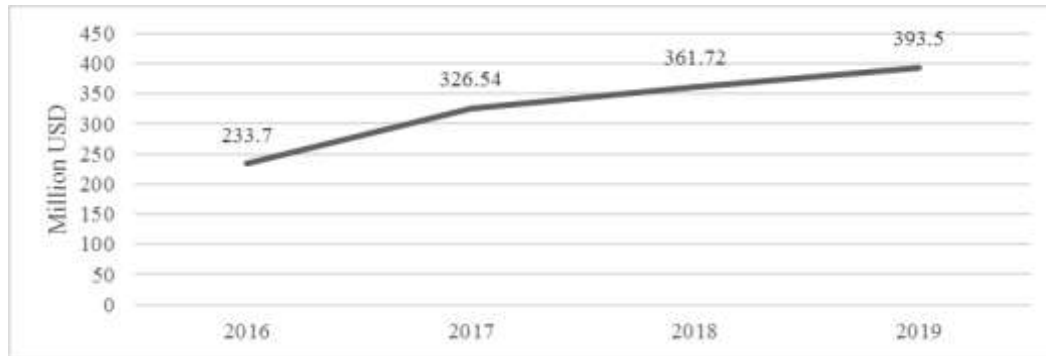
4) Trade Promotion

Trade promotion activities carried out on an international scale aim to introduce Indonesian fishery products, especially for Indonesian seafood, which is the dream of the global market. In addition to getting buyers, trade promotions can also provide good branding for the included fishery products. Participation in international exhibitions will usually expand the potential export market and is expected to contribute to the fishery export market through contracts and trade transactions at the time of the exhibition or after. According to author sources from Directorate General of Strengthening Competitiveness of Marine and Fisheries Products, usually, you will get new buyers whose purchases will be gradually made every month when holding an exhibition.

The international exhibition that Indonesia participated in was Seafood Expo North America (SENA) in 2017. The exhibition was held in Boston, the United States of America, on 18-22 March 2017 (PDSPKP, 2018). Tuna is one of the fishery commodities lined up at the exhibition. Besides tuna, several other fishery products include shrimp, mahi-mahi, grouper, octopus, red snapper, and others.

At the exhibition, Indonesia has a big theme: traceability of fishery products or traceability. SENA is one of America's most prestigious exhibition events, with thousands of participants participating. As claimed by the interview with informant 1, Ministry of Marine Affairs and Fisheries acts as a facilitator for fisheries entrepreneurs, especially tuna commodities, to participate in the exhibition. Ministry of Marine Affairs and Fisheries, as a delegate in the exhibition brought several fishery entrepreneurs to join SENA.

Fisheries entrepreneurs who participated in the exhibition included, PT Siger Jaya Abadi, PT Bahari Biru Nusantara, Multi Monodon Group, PT Intimas Surya, CP Prima, PT Wironton Baru, PT Wahyu Pradana Binamulia, PT Alam Jaya, PT Permata Marindo Jaya, Mina Kencana Mulya, PT Nusantara Alam Bahari, PT Sharma Samudera Fishing Industries, PT Sekar Bumi Tbk, PT Inti Lautan Fajar Abadi, PT Indu Manis (Chaidir, 2017).

Figure 2. Transaction Value from International Trade Promotion

Source: Compiled by author on the basis data from Ministry of Marine Affairs and Fisheries Report, 2022

In 2018, SENA was held in Boston on March 11-13, 2018. The exhibition was attended by 15 fishery exporters and one fishery association from Indonesia. The international exhibition, which was held to encourage the export of fishery commodities, including Indonesian tuna, resulted in a transaction of USD 361.72 million from all exhibitions attended by Indonesia, also the value exceeded the Directorate General of Strengthening Competitiveness of Marine and Fisheries Products target in 2018 of USD 250 million, and achieved 144.69% in transactions generated from international exhibitions (PDSPKP, 2018). On that occasion, Minister Susi also witnessed the signing of cooperation contracts with Harbor Seafood Inc and North Atlantic Inc. The company from Indonesia that managed to get the cooperation contract was Perum Perikanan Indonesia. Indonesia will supply to North Atlantic Inc the raw material for frozen mix fish for 1 year, and a contract worth USD 5.4 million (News KKP, 2018).

The SENA exhibition, which Indonesia also attended, was on March 17-19 2019, in Boston, USA. Indonesia's active participation in the international exhibition has resulted in several fishery products that are in demand by buyers. Tuna products are one of the most sought-after commodities at the exhibition, and there are other products such as shrimp, octopus, crab, squid, red snapper and value-added products. SENA 2019 was quite prestigious because more than 22,200 buyers attended it. There were 15 exporters of fisheries from Indonesia who participated in the 2019 SENA and one association.

The trade promotion carried out by Indonesia is by the concept of economic diplomacy put forward by the image building/image promotion (Rana, 2011), that image building and promotion are part of the economic diplomacy strategy. Through international exhibitions such as SENA in 2016-2019, which Indonesia and several exporting companies attended, it is a form of promotion of fishery commodities, especially tuna. Through the international exhibition that was followed, it brought in many buyers so that it would result in a trade contract between exporters and importing companies.

5) International Tuna Conference in Bali

The Bali tuna conference is an initiative of the Ministry of Maritime Affairs and Fisheries, namely the Directorate General of Capture Fisheries and the International Pole and Line Foundation (IPNLF) and the Indonesian Pole and Line and Handline Fisheries Association. The Bali Tuna Conference (BTC) was initially held two times, in 2016 and 2018. BTC was held in 2018 was the 3rd Bali tuna conference and carried the theme "Indonesia's Tuna Sector and International Supply Chains are Benefiting From Heightened Levels of Government-Industry Synergies." In addition to the 3rd BTC 2018, the Directorate General of Capture Fisheries held the 6th International Coastal Tuna Business Forum (ICTBF) 2018 and carried the theme "Global Leader in Supplying One-By-One Tuna." The event was held in Bali from 31 May to 1 June 2018 (DJPT KKP, 2019).

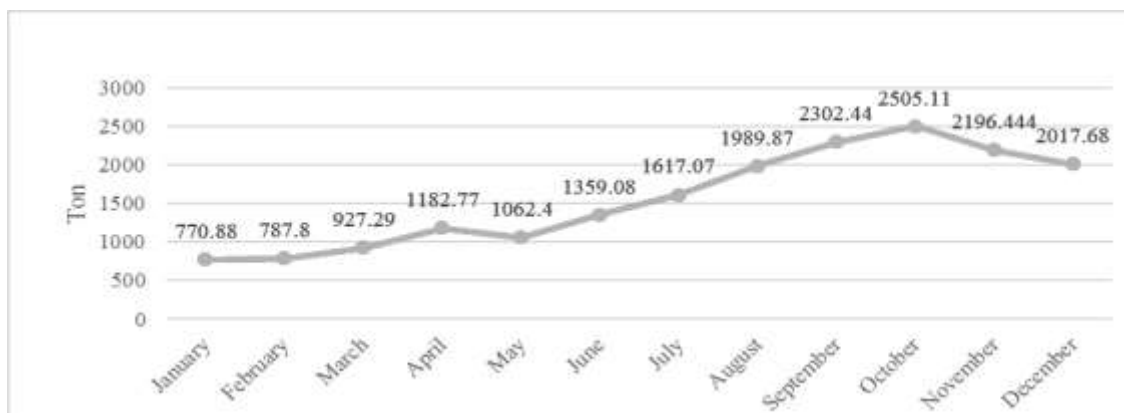
The event, which international parties attended, opened up opportunities to improve the tuna industry in various countries. At the BTC conference, Indonesia issued the document “The Interim Harvest Strategy Framework for Bigeye Tuna, Yellowfin Tuna and Skipjack in Archipelagic Waters.” The framework strategy is used by Indonesia in developing a tuna management procedure so that it is sustainable and in good condition. The implementation of BTC 2018 aims to identify tuna matters such as tuna traceability, which requires complete data and documents and improve the system for ship registration and ship monitoring electronically. The issue of ship registration was also discussed at the meeting, which is by information obtained from informant 3 that ship registration using the system is a challenge for small-scale fishers. Then, the subject of tuna management was also discussed in the meeting. Tuna management by the importing country's standards is no less important because it will affect the rejection of fishery products from the receiving country.

In the opinion of informant 3, the BTC event was initially not only a forum for international meetings attended by many countries. However, the event can also generate new buyers who will expand the Indonesian tuna market in the global market. Not only buyers from the US but also potential buyers from all over the world. The BTC held also raised the issue of IUU Fishing and traceability. As claimed by informant 3, problems regarding export refusal often occur in fishing companies that are members of the Indonesian Pole and Line and Handline Fisheries Association. It becomes a trade barrier for fish entrepreneurs who want to export.

The BTC international forum, which Indonesia attended, was used to convey the obstacles that occur in the Indonesian tuna market. It is in line with the concept of economic diplomacy, namely networking (Rana, 2011). Through networking, Indonesia can establish partnerships with various institutions, the private sector, chambers of commerce, and other actors from within and outside the country. BTC was attended by the Indonesian Pole and Line and Handline Fisheries Association and IPNLF, which are institutions or associations for tuna businesses. In this case, BTC is used as a forum to open up tuna business opportunities.

The economic diplomacy that has been carried out will undoubtedly benefit the value and volume of Indonesian tuna exports to the US. Of course, the non-tariff barriers that occur affect the value and volume of exports for Indonesian tuna. However, after efforts have been made to increase the value of Indonesian tuna exports to the US in 2021, it is evident that the government has increased efforts to minimize non-tariff barriers. In the performance report of the Directorate General of Strengthening Competitiveness of Marine and Fisheries Products, barriers to the export of fishery products no longer mention the issue of export bans since 2021.

Figure 3. Indonesian Tunas Export Volume to USA in 2021



Source: Compiled by author on the basis data from Ministry of Marine Affairs and Fisheries Statistic Report, 2022

The volume of Indonesian tuna exports throughout 2021 was increased in exports every month. According to the data obtained, many tuna exporting companies export their products to the US. In December 2021, several UPTs succeeded in exporting tuna to the US, such as the Fish Quarantine Center for Quality Control and Safety of Fishery Products Denpasar, Surabaya I, Jakarta 1, Ambon, Sorong, Padang, Yogyakarta, Jakarta II and the most exported was Wilker Bitung Seaport with a total export of 692.24 tons BKIPM (BKIPM, 2022). Based on data from Wiratmini (2021), tuna exports themselves increased in the first semester by 5,210 tons, and the export volume increased from the previous year by 26.8%. The increase in tuna exports was influenced by the high demand for tuna from Indonesia, especially in the US. Delivery in 2021 can also be smooth in the sense that export barriers are rarely encountered during the export process.

Challenges of Indonesia's Economic Diplomacy toward the US

Economic diplomacy carried out by Indonesia towards the US is faced with various obstacles, especially on Indonesia's standards of fishery products. As claimed by informant 1, the challenge for economic diplomacy with the US is the absence of an agreement between the two countries in recognizing fishery products, or the so-called Mutual Recognition Agreement (MRA). The US has selected panelists who test fishery products and believes that the appointed panelists have complied with international criteria. Justification from the US is considered unfair by Indonesia. For now, this is considered difficult because there is no certain agreement with Indonesia, such as making an MRA with Indonesia. The US will tighten importers from the US. So, when an importing company from the US checks the condition of the fishery, and it is deemed filthy, the US will notify the importer to return the product to the country of origin.

This challenge is considered problematic by the Ministry of Marine Affairs and Fisheries because the US system does not want to have direct contact with authorities abroad. However, it is more restrictive to importers in their country. If the US is willing to conduct an MRA with Indonesia, then the negotiations between the Ministry of Marine Affairs and Fisheries and the US will be easier because of the system to system that has been recognized in the agreement. However, in reality, the US is not willing to conduct an MRA with Indonesia. There are also several obstacles regarding the implementation of SIMP from the US. Through SIMP, the fish to be exported requires data from which pond, which exports it, how much is harvested, where the catch is, where the ship is, etc. The implementation of traceability is aimed at the importer, but there are implications for Indonesian exports to the US.

Conclusion

This article explains how the economic diplomacy carried out by Indonesia in increasing tuna exports in the US market. Trade activities carried out by Indonesia are form of export of a potential national commodity. For each Fish Processing Unit, Indonesia has applied a health certificate and HACCP in accordance with US regulations. Indonesia also carried out economic diplomacy in the TIFA forum, meetings with NFI, and discussions with the US Ambassador, participated in the Bali Tuna Conference, and participated in international exhibitions at SENA 2016-2019. The international exhibition that followed resulted in profitable transactions for Indonesian fisheries.

Indonesia has carried out a series of activities to reduce these barriers, such as improving tuna production. The existence of standard inequalities between the US and Indonesia has resulted in the rejection of Indonesian tuna. Then, the Seafood Import Monitoring Program (SIMP), implemented in 2018, became a challenge for exporters to trace fishery products upstream to downstream. With the trade barriers that arise, Indonesia takes various steps to make adjustments to the US. This research shows how the efforts made by Indonesia, ranging from standardization adjustments to the US to trade promotions through international exhibitions. It shows that economic diplomacy plays an essential role in globally securing the Indonesian tuna market, also the resulted in 2021 exports which tend to increase every month.

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