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Leadership as the Main Driving Factor of Regional Sustainable Development Cooperation: A Case Study of ASEAN Tuna Ecolabelling (ATEL)

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Abstract. ASEAN Tuna Ecolabelling (ATEL) has agreed on a scheme of tuna ecolabelling after the approval at the Ministerial of ASEAN Ministry of Agriculture and Forestry (AMAF) meeting in 2018. It makes ATEL the first regional seafood eco-label scheme in the world. It becomes an achievement of ASEAN in supporting Sustainable Development Goals (SDGs), especially for tuna fisheries management. Unfortunately, after four years, its scheme has not yet been completed and takes no support from ASEAN countries, including Indonesia as the initiator. Lack of leadership in ASEAN is the leading cause of the delay in the implementation of ATEL in its region. Leadership is the primary key to encouraging sustainable development, especially during the Covid-19 pandemic. The study aims to analyze the lack of leadership as the main factor in the low effectiveness of regional cooperation in ASEAN. This research is expected to be a solution for completing the ATEL implementation process in that region.

1. Introduction

Fish is a commodity whose highest economic value is in a live or fresh state. Grouper and lobster, for example, have the highest economic value when sold alive. Meanwhile, if it is included in grade A or the highest quality and food safety rating, tuna has the highest value. When tuna is caught and directly consumed in the form of sushi and sashimi, the tuna will be much higher in value than in processed forms. This makes the management of fisheries resources require specific handling.

On the other hand, tuna management faces a severe threat in the form of sustainability. The World Bank and FAO, in their 2009 report entitled "Sunken Billion: The Economic Justification of Fisheries Reform," stated that since 2006 it was stated that 75 percent of global fishery resources have been under threat of depletion or stock decline due to excessive fishing practices and damaging the environment [1]. This condition worries many parties about the scarcity of fishery resources to meet the consumption needs of the global community. The 1992 Earth Summit became the starting point for environmental



observers and activists to push for a sustainable production and consumption control mechanism through environmental labeling or eco-labeling as one of the items of Agenda 21 [2].

Based on the FAO Code of Conduct of Responsible Fisheries in 1995 [3], FAO issued the FAO Guidelines on Ecolabelling for Fish and Fishery Products from Marine Capture Fisheries in 2009 as a reference for fisheries eco-label certification worldwide [4]. It aims to encourage sustainable fisheries management by applying a fisheries eco-label scheme. Various definitions of eco-label have emerged, among others, as stated by [5]: Eco-labelling is the granting of product labels (usually applied voluntarily) by a private or public organization to inform consumers about the environmental impact of a product. Eco-label initially did not touch food products, including fisheries. In its development, fisheries eco-label were also developed as follows: Eco-labels are derived from certification processes and are a market-based approach that attempts to influence consumer behavior toward fisheries products generated through sustainable practices [6].

Tuna (*Thunnus* sp) is a type of fish with the highest value and the most popular in the world. So that many countries and international organizations have an interest in the management of these fish. Tuna is a fish that has a wide range in the sea and swims across various countries, so its management requires cross-country cooperation. If for palm oil and wood products, the form of certification is national, then for tuna, it is more effective if the form of certification is cross-country.

Several countries have implemented various certification systems for tuna traded nationally and internationally. The exciting thing is that the certification system is still minimally regional. ASEAN has started consolidation to start the regional system. ASEAN countries are starting to realize the complexity of problems in tuna fisheries, such as illegal and destructive fishing, stock declines, environmental pollution, ecolabelling provisions to export market requirements, and tariff and non-tariff barriers. This problem is difficult to solve alone, so it requires comprehensive cooperation between ASEAN countries. In 2010 ASEAN formed the ASEAN Tuna Working Group (ATWG) as a forum for tuna fisheries cooperation within that region. The organization is an entry point for cooperation in the sustainable management of tuna fisheries and building joint alliances in dealing with regional and international issues. Indonesia was appointed as the lead country in that forum.

Since 2012, Indonesia has proposed the ATEL concept at the tuna working group level. ATEL is an environmentally friendly tuna certification initiative based on the principle of sustainability and socially responsible practices. The purpose of ATEL is to encourage the sustainable management of tuna fisheries, inclusive and equitable. The main commodity of global capture fisheries with high economic value becomes the livelihood of many parties, including small-scale fisheries. The high economic value of tuna causes each country to compete to use it [7]. The idea of ATEL appears from a mutual awareness of the various groups that fishermen and crews must be thoroughly involved in the sustainable management of fisheries and the need for cooperation among countries in the region in tackling IUUF practice. If ATEL is implemented, the entire tuna products traded intra-ASEAN is a product that is captured in an environmentally friendly, sustainable, and free of labor abuse and consider justice for fishermen.

Institutions that assess these aspects are independently accredited institutions designated by ASEAN member states. Business people who apply for ATEL certification must be authorized by the official representatives of ASEAN Focal Point. During the initial initiation by Indonesia, ATEL received many rejections from ASEAN countries. Indonesian negotiators' negotiation ability and comprehensive understanding of sustainable fisheries management have caused various ASEAN countries to accept the concept slowly. After various rigorous negotiation processes, ASEAN countries agreed to the ATEL concept.

ATEL agreed on a scheme of tuna ecolabelling in South East Asia in the ASEAN Ministry of Agriculture and Forestry (AMAF) meeting in Hanoi, Vietnam, 12-13 October 2018. The approval at the Ministerial level makes ATEL the world's first regional seafood eco-label scheme. It has also become an achievement of ASEAN in supporting Sustainable Development Goals (SDGs). It is a concrete manifestation of the implementation of SDGs, especially the 14th Goal, Life Below Water [8].

Although it has been ratified, all ASEAN countries still have homework related to implementing standards and integration among member countries. This is the key to the successful implementation of ATEL in the Southeast Asia region. Support from all ASEAN countries is needed to encourage the integration process. The success of ATEL will create a new brand for tuna products from Southeast Asia. Unfortunately, after three years of running, the follow-up from ATEL has not been completed. Indonesia's initiatives as the lead sector in the ATWG have stagnated.

Several things must be considered in the three years. The first thing is the leadership change in the Ministry of Marine Affairs and Fisheries of the Republic of Indonesia. The year 2019 was the transition of President Joko Widodo's leadership from the first and second periods. During the transition period, there was a leadership change at the Ministry level as assistant to the President. There was a change in the position of the Minister of Marine Affairs and Fisheries, who had different views and policies. The second thing is the Covid-19 virus pandemic, which has caught the attention of all countries worldwide, including the Southeast Asian region. The Covid-19 pandemic has caused the concentration of each country to be prioritized on severe handling of the spread of the virus and its impact on society. The third thing is the mindset of officials at the Ministry of Marine Affairs and Fisheries. They support the certification system initiated by non-governmental organizations and multinational companies. This is reflected in the support from the Ministry of Marine Affairs and Fisheries for that certification system.

Based on the above mentioned situation, leadership is the main factor driving the implementation of ATEL in the ASEAN region. The leadership of one country influences the running of a program in the Southeast Asia region. ASEAN member countries need a stronger push so that cooperation programs in a sector can run well. The principle of the ASEAN Economic Community (AEC), which has been echoed for a long time and was proclaimed effective starting January 1, 2015, has proven to be not running optimally due to the absence of leadership from one of the countries in the region. Likewise, with the implementation of ATEL in the ASEAN region. Leadership is needed in pushing the ATEL platform so that it can build concrete cooperation in the region.

2. Methods

This study aims to analyze the leadership descriptively in Southeast Asia in implementing sustainable development regionally. In a previous study on ATEL [9] in 2018, ATEL had just been approved as a tuna fisheries eco-label scheme in Southeast Asia. The study discusses the ATEL negotiation process in ASEAN until it is finally approved. The implementation of ATEL is a case study on leadership in the Southeast Asian region, especially ASEAN. The next step is the study of literature on eco-label implementation in various countries.

The literature study in this study aims to compare the application of eco-label schemes in various regions. The comparison was conducted to explore further the role of leadership in implementing the eco-label scheme. After the literature study, the study of leadership issues in the implementation of ATEL was discussed descriptively and strengthened by the conditions that occur in Indonesia, the ASEAN region, and globally. This stage aims to further examine the role of leadership and commitment from ASEAN countries, especially in implementing ATEL.

3. Results and Discussion

3.1 *The journey of ATEL*

The ATEL concept originated from Indonesia's involvement in cooperation in the agriculture and forestry sector in ASEAN. In ASEAN, the fisheries sector is part of agriculture and forestry. The ASEAN Minister of Agriculture and Forestry (AMAF) Meeting is the highest form. The AMAF meeting is held annually and reviews the overall development of cooperation in the agriculture and forestry sectors, including fisheries in ASEAN.

One of the cooperation platforms in the sector is the Memorandum of Understanding (MoU) of the ASEAN Cooperation on Agricultural and Forestry Product Promotion Scheme [10]. The MoU encourages cooperation in developing agricultural and forestry commodities among ASEAN countries. The objectives of the MoU are: strengthening the bargaining position with ASEAN countries in trade,

expanding product coverage through diversification, intensifying processing (downstream) and value-added activities, improving product quality and safety, and building a stronger foundation for member countries' economic cooperation. Furthermore, preserve resources to ensure sustainable production.

Collaborated commodities include cocoa, rubber, crude palm oil, pepper, tea, carrageenan, and tuna. Indonesia was mandated to become the top country for tuna, tea, and pepper commodities. The Ministry of Marine Affairs and Fisheries was appointed as the National Focal Point (NFP) for tuna commodities. The ASEAN Tuna Working Group (ATWG) was formed as a first step. Establishing the ASEAN Tuna Working Group (ATWG) in 2011 is an excellent start to encouraging intra-trade in the region. As one community, it is appropriate that ASEAN economic and trade cooperation is comprehensive and valuable for people in the region. As an implementation of the Strategic Plan of Action 2011-2014, this WG has produced the ASEAN Tuna Ecolabelling [11]. The initiative is the answer to the challenges in the tuna fishery. ATEL is the most critical part of AWG. ATEL is an Indonesian initiative in the form of a scheme to regulate the intra-ASEAN eco-friendly tuna trade. Threats to the sustainability of tuna fisheries resources are an essential issue in the international tuna trade.

Data from The State of World of Fisheries and Aquaculture FAO in 2020 shows that the Southeast Asia region is the highest area for marine fish catches at 20 percent of the total world catch [12]. Four of the world's top ten largest fish producers are from ASEAN, Indonesia, Thailand, Viet Nam, and the Philippines [13]. Southeast Asia is also the world's primary producer of tuna and the world's leading exporter of canned tuna, with a value of USD 7 billion [14]. The increase in global fish consumption has spurred hunting for fishery commodities. This hunting encourages the practice of overfishing, overcapacity, destructive fishing, and illegal, unreported, and unregulated fishing (IUUF). Overfishing is a condition where the catch in an area has exceeded the environmental carrying capacity of fishery resources [15].

All countries, including ASEAN, face sustainability problems caused by IUUF practices. The ATEL scheme is expected to encourage ASEAN countries to implement sustainable tuna management in the region. In addition, ATEL is expected to answer various challenges in managing the tuna trade in ASEAN, such as growing market requirements, logistics and transportation, IUUF, inefficient fishing practices, equal access to small-scale fisheries, and lack of active collaboration among countries in the region. The need for a fishery eco-label certificate is still difficult to fulfill for small-scale fishermen [16]. There needs to be an adjustment from the certificate agency to this. The fast-growing world population in recent decades led to each country's increasing burden in fulfilling their people's food needs. Food security is also closely related to poverty alleviation, and then if this problem can be resolved with comprehensive action, the problem of poverty can be overcome.

3.2 *Implementation of eco-label schemes in various countries*

The implementation of area-based eco-label schemes is minimal, and their implementation is not yet optimal. However, several initiatives need further study. On fisheries, eco-label initiatives in several countries such as Japan, Iceland, Alaska, Canada, and the United States are one of the references [17]. How fishery eco-labels need to be applied follows the characteristics of each country. Eco-labels that are transnational lead to the monopoly of an organization. The emergence of national eco-labels is the answer from various countries to developing transnational eco-labels such as the Marine Stewardship Council (MSC). This study strengthens the previous research [18] on applying national eco-label certificates in Norway and Iceland.

Strengthening evidence of how the national fisheries eco-label scheme has become a demand from stakeholders in Indonesia [9]. The national fisheries eco-label scheme can be the backbone of ATEL implementation in Southeast Asia. The development of the European Ecolabel or EU Flower in Spain is one of the pieces of evidence for applying eco-labels in a region [19]. Future application of ATEL needs to consider the application of the EU Ecolabel as comparison material. Implementing the EU Ecolabel faces various obstacles, such as competition with other eco-labels and public perceptions. Research shows that several factors strengthen the implementation of regional eco-labels, including

public management, communication strategies, criteria for sustainable public procurement, and regional income per capita to international trade incentives.

The application of fisheries eco-labels in the ASEAN region also supports the need for the application of fisheries eco-labels in the Southeast Asian region [20]. ASEAN countries are generally oriented towards the international legal framework of sustainable fish management. The fisheries eco-label is more of a supporter of the implementation of sustainable fish management that refers to the Responsible Fisheries Code of Ethics and the Food and Agriculture Organization (FAO) Guidelines for Ecolabelling of Fish and Fishery Products from Marine/Inland Fisheries. Fishery certification requires a process of improvement to the concept of adaptive management and a precautionary approach. In addition, fisheries monitoring, control and supervision, and synchronization of fisheries regulations are needed to support the certification process. The research was carried out before ATEL was approved at the ASEAN Ministerial level [20].

ATEL shows that the certificate is needed to strengthen regional cooperation and encourage integrated tuna management in the Southeast Asian region [21]. This research supports the ATEL integration process that must be carried out between various eco-label schemes implemented in the ASEAN region. The leadership of one or more countries in ASEAN is the key to how the integration process is carried out. The research shows that most ASEAN countries have implemented eco-label schemes in their respective countries, both from government and non-government initiatives. This shows that ASEAN countries know the need for environmental conservation through this scheme. Implementing ATEL can be faster if the integration process between the eco-label schemes can be realized. However, until now, this process has not been discussed at all. As the initiator of ATEL, Indonesia is not active in encouraging this process.

This makes the implementation of ATEL difficult. There has been no significant development from the ASEAN Ministers of Agriculture and Forestry agreement on the ATEL scheme from 2018 until 2022. The Indonesian Government, in this case, the Ministry of Marine Affairs and Fisheries, even tends to ignore ATEL. Indonesia has pushed for the ATEL initiative since 2012 and has gone through a relatively long process for six years. Indonesia's leadership in ATEL seems to have disappeared after the change in leadership at the Ministry of Marine Affairs and Fisheries in 2019 after the second period of the Government of President Joko Widodo.

There has been a shift in priorities from the Ministry of Marine Affairs and Fisheries toward developing the marine and fisheries sector. This looks like an anomaly from Indonesia as the initiator of ATEL, which is no longer enthusiastic about encouraging its implementation. Unfortunately, Indonesia's inactive condition did not receive input or correction from the leaders of other ASEAN countries. As a result, the implementation of ATEL is suspended without any input or correction from the Indonesian Government.

The Government's role in building public trust is still high. Stakeholders in the fisheries sector, especially tuna species, are still waiting for the Government's attitude regarding the implementation of ATEL. This is where the evidence is that leadership plays a vital role in the entire policy process in ASEAN. A comprehensive cooperation policy is difficult to realize without strong leadership and initiative from a member country. Government leadership is urgently needed to support the application of eco-labels. Consumers in the US, UK, Denmark, and Sweden prove that eco-labeling can be successful with substantial support or full government support at all stages [22]. The level of consumer confidence in eco-label products increases with the more intense involvement of the Government.

Although currently, in various regions of the world, the role of Government is increasingly being reduced to various governance platforms without Government, on the other hand, the role of Government is very much needed for various implementations of environmentally friendly platforms [23]. His research stated that the greater the management without the Government would reduce the possibility of the system operating effectively. The role of the Government must be decisive so that non-government actors have incentives to cooperate and the Government does not worry that their position will be replaced.

On the other hand, the form of non-government management is referred to [24] in his research as Private Informational Governance, or PIG for short. PIG has become a trend in various European countries when direct regulatory mechanisms from the Government are considered ineffective in overcoming environmental damage and increasing public awareness of the importance of protecting the environment. Although PIG is considered an effective alternative to direct government regulation, PIG needs to address gaps in practice. In his research, this gap was stated by [25], which identified six gaps in the application of private informational governance (PIG), namely geographical, informational, communication, compliance, power, and legitimacy. This gap is difficult to overcome because the eco-label certification body does not want to understand and is one-way. As a result, the certification process stalled, and the stakeholders gradually left the certification process.

3.3. *The next step of ATEL*

The ATEL scheme needs to be encouraged by the leaders of countries in Southeast Asia or ASEAN. The ATEL platform requires integrated support between countries so that its implementation can run smoothly [26]. The ATEL scheme is perfect and touches all levels of stakeholders in the ASEAN fisheries sector, including small fishermen. It is hoped that big countries in ASEAN, such as Indonesia, can play a more vital role.

As ATEL's initiator, Indonesia must fight for its implementation in ASEAN again. The Indonesian Government needs to show leadership in ASEAN and take sides with small fishermen and the sustainability of tuna fish resources. ATEL's initiation in 2012 is an excellent example of Indonesia's attitude toward sustainable management of fishery resources. This is also in line with Indonesia's commitment to implementing the Sustainable Development Goals. Indonesia also reminded all ASEAN countries to be committed to sustainable tuna fisheries management and combating the practice of IUU fishing.

Leadership is a problem that must be resolved immediately in ASEAN. In the last 20 years, not a single ASEAN leader has dared to take the initiative to cooperate. This is in line with [27] that the global political situation is in trouble due to the absence of leadership on various issues or G-zero (G-0). Likewise, with regional cooperation in the Southeast Asia region as it is today. Unfortunately, as the initiator of ATEL, Indonesia encouraged the implementation of the other international fisheries eco-label, an initiative of International NGOs and Multinational Companies [28]. In this case, the Indonesian Government of Marine Affairs and Fisheries promotes that eco-label [29]. This is counterproductive to the mission of implementation of ATEL. ASEAN countries are currently walking alone in implementing the tuna fishery eco-label scheme. Indonesia's move caused other ASEAN countries to no longer be active in supporting ATEL. This is the main problem with implementing ATEL in ASEAN.

4. Conclusion

Leadership is a critical factor for the success of regional cooperation on sustainable development in a region, including ASEAN. ATEL certification is a clear example of how the follow-up management in the region is constrained by the leadership of each country in the Southeast Asian region. Leadership is the primary driver of cooperation in the region. Without strong leadership, a region will find it challenging to develop cooperation, especially on strategic issues such as sustainable development. Strong leadership is needed to drive sustainable development cooperation in a region. Achieving the Sustainable Development Goals is challenging if regional cooperation in the region cannot be realized.

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