



The urgency of setting up additional zones and its implications for underwater cultural heritage in Indonesia

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ARTICLE INFO

Keywords:

Contiguous Zone;
Heritage;
International Maritime Law;
Maritime Sovereignty;
UNCLOS;
Underwater Cultural.

Article history:

Received May 25, 2024;
Revised May 28, 2024;
Accepted Jul 3, 2024;
Online Jul 30, 2024.

ABSTRACT

Indonesia has a maritime strategic position covering more than sixty percent of its territory, making it one of the strongest countries in the maritime sector. However, this position also carries potential threats, so strict maritime regulations are required by the 1982 UN Convention on the Law of the Sea (UNCLOS), which Indonesia ratified through Law No. 17 of 1985. One of these regulations is the concept of an additional zone extending up to 24 nautical miles from the baseline, where coastal countries can enforce laws related to customs, immigration, sanitation, and fiscal matters. Even though it is mandated in Article 8 Paragraph 3 of Law No. 32 of 2014 concerning Maritime Affairs, Indonesia still needs to formalize its authority in this zone, giving rise to legal uncertainty, especially regarding protecting underwater cultural heritage (UCH). Given Indonesia's rich maritime history and significant underwater cultural assets, such as shipwrecks, the lack of clear regulations puts these assets at risk of unauthorized salvage and loss. This research emphasizes the need for special legislation regarding Indonesia's additional zones to protect its maritime heritage, ensure legal certainty, and improve maritime governance. This study seeks to highlight legal gaps and propose a firm regulatory framework to protect underwater cultural heritage in Indonesia's additional zones using normative legal research methods, including case studies and analysis of primary and secondary data sources.

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1. Introduction

Indonesia is a country that has a strategic position in carrying out development oriented towards the marine sector, because more than sixty percent of its territory is a maritime area. (Burhanuddin, 2018). However, this strategic position can also have an impact that can threaten Indonesia's interests, especially in the maritime sector. United Nations Convention on the Law of the Sea (De Yturriaga, 1997) which has been ratified by Indonesia through Law no. 17 of 1985 concerning Ratification of UNCLOS, has the consequence that Indonesia has obligations, rights and authority as an archipelagic country regulated in UNCLOS III, to further regulate the regulation of its maritime zones, one of which is the additional zone. (Nordquist et al., 2012).

According to the Additional Zone Bill, the additional zone is a maritime zone where the outer boundary is determined to be a maximum of 24 nautical miles from the baseline and outside

the territorial sea. Conceptually, the additional zone is a transition zone for coastal states to full sovereignty over their territorial seas and freedom of the high seas. In this case, the authority of the coastal state over its additional zone is to carry out supervision to prevent and take action against possible violations occurring in its additional zone, especially in the fields of immigration, sanitary, customs and fiscal).

Until now, Indonesia has not legally regulated its authority in additional zones, even though the mandate to regulate further regulations has been given through Article 8 Paragraph (3) of Law no. 32 of 2014 concerning Maritime Affairs. This regulation also regulates additional zones whose formulation is exactly the same as that contained in UNCLOS. Further regulations regarding additional zones in Indonesia are contained in the Draft Law (RUU) concerning the Utilization of Indonesian Waters and Additional Zones and Law Enforcement in Indonesian Waters and in Additional Zones prepared by the National Legal Development Agency (BHPN) in 2008, but until Currently the bill has not yet been enacted (Flowers, 2015). This academic text was then refined with the Bill on Additional Zones in 2014, which has not yet been promulgated. A determination like this is not enough, because it only limits Indonesia from carrying out supervision to prevent violations occurring in additional zones. Article 24 of UNCLOS mandates coastal states to have jurisdiction to exercise control and take legal action if violations occur in the area. (National & RI, 2008).

Indonesia also still has several problems related to areas that are adjacent to or even overlap with neighboring countries. The delimitation of additional zone waters for countries that have claims to overlapping or overlapping additional zones, either side by side or opposite each other, is not specifically regulated in UNCLOS III. Therefore, in this case, the drawing of additional zone boundaries is carried out and determined by the practices of each country through agreements between the countries concerned. Indonesia has not yet regulated matters related to the determination of the boundary lines of additional zones bordering the sea with ten neighboring countries which must immediately be dealt with firmly. Not only neighboring countries, other countries also have the potential to cause problems related to additional zones (Romulus, nd). However, this requires the first step, namely by forming and having legislation related to additional zones as a form of legal certainty.

One thing that is of concern is underwater cultural heritage, where based on Article 303 paragraph (2) UNCLOS 1982, coastal countries have jurisdiction over matters relating to the removal of ancient and historic objects from the seabed. Because Indonesia has a very long maritime historical background, and has always been the main access point for global trade and shipping, Indonesia has also inherited countless material cultures beneath the surface of the sea. The cultural heritage beneath or at the bottom of the sea holds valuable information, not only for the development of science, but also political, religious, social and cultural values. (Madjid, 2014). Protection and preservation of underwater cultural heritage is very important, one of which is shipwrecks. Varmer said that, in fact, shipwrecks can be considered as time capsules containing important information regarding human heritage which must be protected and preserved for present and future needs. (Indonesia & Indonesia, 1990).

Located between two large oceans, namely the Indian Ocean and the Pacific Ocean, and between two continents, Asia and Australia, Indonesian waters are the location of thousands of shipwrecks and their cargo (Puspitawati & Wardana, 2023). The United Nations Educational Scientific and Cultural Organization (UNESCO) states that there are more than 3,000 locations of sunken ships and their cargo throughout Indonesian waters. (Ridlo & Alfian, 2021). In the 1980s, there was an incident between the Dutch and Indonesia, where the Dutch lifted the frame of the Geldermarsen ship from the Indonesian additional zone, precisely in Karang Heliputan Waters, Riau, along with its cargo and brought it back to the Netherlands. The Indonesian government could not take any action at that time, because there were no statutory regulations governing the Indonesian additional zone. Likewise, the Netherlands is considered a violation because this was carried out without approval from Indonesia in accordance with Article 303 paragraph (2) UNCLOS 1982 (Flowers, 2015).

The shipwreck was salvaged commercially with its cargo containing ceramics from the Ching Dynasty and hundreds of valuable gold bars. The cargoes were auctioned in Amsterdam

for USD 17 million and the scrap was sunk commercially. Apart from that, there was the Teng Sing ship in 1998 which sank in 1822 in Selas Gelasa. Contains a cargo of 450,000 ceramics which were then auctioned in Germany. Then the remaining Tang cargo in 1999 contained 60,000 Tang dynasty ceramics and hundreds of gold pots which were then auctioned in Singapore for a value of USD 40 million.(Puspitawati et al., 2023).

This can certainly have a detrimental impact on Indonesia as a party state, because coastal states are obliged to protect historical objects, but there are no regulations regarding this matter, proving that the rules regarding additional zones in Indonesian legislation are weak. Due to the large number of thefts of shipwreck cargo, Indonesia only focuses on salvaging shipwreck cargo, even though the scope of underwater cultural heritage that should be protected and preserved is not just cargo, and Indonesia also allows salvage of ship cargo by the ship's country of origin. There needs to be firm legal certainty in Indonesia regarding this matter(Hasrianto, 2021). Therefore, the aim of this research is to examine the importance of establishing laws and regulations that regulate additional zones in Indonesia, especially for matters related to underwater cultural heritage, for the protection and development of Indonesia's maritime areas.

2. Method

The description of the article problem begins with determining the research method used. The method used is a normative research method with a case approach(Marzuki, 2017). This case approach method is used to see how additional zones are regulated in Indonesia and the implications of additional zone regulations for Underwater Cultural Heritage in Indonesia(Pranata & Sinaga, 2023). To elaborate the argument, several data, both primary and secondary, were used, such as conventions and several documents regarding additional zones, and for secondary data, several related journals, articles and books were used. In collecting primary legal materials, this was done by looking at various related conventions, Meanwhile, for secondary materials, a method called snowballing is used, namely looking at the bibliography of articles, journals and books to make it easier to search for data(Marzuki, 2017).

3. Analysis and Results

3.1. Additional Zone Arrangements in Indonesia

For Indonesia, the sea is an important part of Indonesia's territory which must be utilized as well as possible for the interests of national defense and for the welfare of the nation. Therefore, Indonesia needs good regulation regarding the sea that belongs to it because Indonesia is a country that is rich in marine resources and has strategic potential as a global crossroads between the Indian Ocean and the Pacific Ocean.(Buchori et al., 2022). Indonesian seas must be protected and secured from possibilities that could occur, such as the possibility of exploitation that could be detrimental to the Indonesian nation and state. Likewise, with threats and disturbances that may arise, it is necessary to anticipate so that the greatest and best use of the sea to achieve security at sea and prosperity for the Indonesian people can be implemented and guaranteed.(Leatemia et al., 2022).

One important action in maritime development efforts is to develop legal regulations related to marine zones regulated in UNCLOS 1982, which has been ratified by Indonesia through Law Number 17 of 1985 concerning Ratification of the 1982 Law of the Sea Convention.(Flowers, 2017). In line with this, Indonesia has the rights and obligations as well as the authority to regulate Additional Zones. Article 33 of UNCLOS 1982 provides a definition of an additional zone, namely a maritime zone whose outer boundary is determined to be a maximum of 24 nautical miles from the baseline and outside the territorial sea. To know the width limit of the additional zone as a foothold, you must know the outer limit of the territorial sea. Article 3 and Article 4 of UNCLOS 1982 states that every country has the right to determine the width of its territorial sea at no more than 12 miles measured from the baseline, the outer limit of which is the line where the distance of each point from the nearest point to the baseline is equal to the width of the territorial sea.

Several experts also provided a definition of the additional zone, one of which was Brierly who argued that the additional zone is the zone of the high seas that is connected to the territorial sea. The additional zone is a new zone in the international legal system and the additional zone is a transition between regional seas and high seas which functions to reduce the contrast between regional seas and high seas which are subject to their respective regimes. Regulations regarding Indonesia's additional zones have not been regulated even though the mandate has been conveyed through Article 8 paragraph (3) of Law Number 32 of 2014 concerning Maritime Affairs (Djunarsjah et al., 2021). Authority in law enforcement involves special institutions tasked with coordinating these efforts to achieve optimal results. However, (Djunarsjah et al., 2021) assesses that there is no special institution that holds responsibility for law enforcement in the Indonesian additional zone, which could lead to potential violations that have not been resolved. This situation is considered not ideal and requires the establishment of legislation that regulates the prevention of violations and enforcement of maritime law in the Indonesian additional zone.

Hasyim Djalal, an expert on maritime law, believes that there has been no concrete boundary determination regarding additional zones (contiguous zones) with neighboring countries. In fact, until now, Indonesia does not have a law regulating this zone, although Indonesia's neighboring countries have done so. This deficiency is very glaring for Indonesia. Therefore, it is important for Indonesia to pass legal regulations regarding the contiguous zone and then negotiate about its boundaries with related countries, especially with Thailand, Malaysia, the Philippines and Australia (Diraputra et al., 2021).

In the process of forming legislative regulations regarding additional zones, it is necessary to look at 3 (three) important things that must be used as a basis, namely the Philosophical Foundation, the Sociological Foundation and the Juridical Foundation. As Bagir Manan argues, to produce a law that is strong and of good quality, it must be based on these three things which in Dutch terms are called philosophical gelding (philosophical basis), sociologische gelding (sociological basis), and juridische gelding (juridical basis). (Manan, 1994).

There are several options that are developing regarding the preparation of legal regulations in the Indonesian Additional Zone, namely (Manan, 1994): 1) Creating a law that specifically regulates the Indonesian Additional Zone; 2) Complete the Draft Law (RUU) on Maritime Affairs by adding legal provisions related to the Indonesian Additional Zone; 3) Improving Law Number 5 of 1983 concerning the Indonesian Exclusive Economic Zone by adding regulations regarding the Indonesian Additional Zone; 4) Improve laws in the fields of Customs, Immigration, Taxation, Sanitary and Cultural Heritage by adding legal provisions regarding the Indonesian Additional Zone; 5) Revise Law Number 6 of 1996 concerning Indonesian waters by adding legal provisions regarding the Indonesian Additional Zone.

Apart from that, the regulation of additional zones in the Indonesian Maritime Law can be classified into 3 (three) phases, namely: 1) Phase of the Geneva Convention on the Territorial Sea and Contiguous Zone 1958, namely the concept of additional zones was proposed at the 1930 Hague Codification Conference, but this occurred rejection and failure. However, at the 1958 Geneva Convention on the Territorial Sea and Contiguous Zone, the concept of additional zones was internationally approved and stated in it. 2) Phase of the United Nations Convention on the Law of the Sea 1982. In this phase, there was a change in the concept of the additional zone which was originally seen as the high seas which was a continuation of the territorial sea in the Geneva Convention on the Territorial Sea and Contiguous Zone 1958, changed further of the territorial sea in the United Nations Convention on the Law of the Sea 1982. 3) Phase of the Draft Law on Additional Zones. The additional zone in this bill discusses several things such as the principle of additional zones as regulated in Article 2, the rights and obligations of the government as regulated in Article 3, Indonesian jurisdiction as regulated in Article 4, cultural heritage objects in the sea as regulated in Article 5, enforcement in additional zones regulated in Article 6, responsibility and compensation regulated in Articles 7 and 8, law enforcement procedures regulated in Articles 9 to 14, as well as sanctions against violators regulated in Article 15.

Regulations regarding Indonesia's additional zones are considered important to be able to resolve problems that occur in various fields such as customs, fiscal, immigration and sanitation

which require clear and concrete legal regulations. In line with Sirodjuddin's opinion that the provisions regarding the additional zone regime in law enforcement by law enforcement officers have not been stated in detail and clearly in any relevant statutory regulations.(Kurniawati, 2022).

3.2. The Urgency and Implications of Setting Additional Zones for Underwater Cultural Heritage in Indonesia.

Indonesia is an archipelagic country that has a territorial waters of 65% of the total area. The area of Indonesia's marine waters is 6.4 million km² with an Additional Zone area of 270 thousand km²(Sidako, 2024). With its water area being larger than its land area, Indonesia has a variety of Natural Resources (SDA) that can be found in Indonesia's sea areas which are beneficial for the progress of society. (Christine et al., 2019). Apart from being a place of biodiversity and natural resources, the sea also functions as a historical grave for underwater cultural heritage or what is better known as(Bulut & Yüceer, 2023).

According to Article 1 paragraph 1 letter a of the Convention on the Protection of the Underwater Cultural Heritage, UCH is defined as all types of traces of human existence which have cultural, historical and archaeological characteristics and are partly or wholly under water for a period of at least 100 years. The Convention explains that UCH includes sites, buildings, structures, artifacts and human remains, together with their archaeological and natural context. UCH can also be a machine, aircraft, cargo or other machine that has archaeological or natural content and can also be an object with a prehistoric character. In the Academic Paper the Bill on the UCH Additional Zone is included in the Cultural Property. Article 1 point 8 of the Academic Text of the Additional Zone Bill defines Cultural Heritage Objects as all objects of value that are sunk on the seabed in Indonesian territorial waters, whether in archipelagic waters, in regional seas, in the EEZ or even on the Indonesian continental shelf.

As a country located between two oceans, namely the Indian Ocean and the Pacific Ocean and on two continents, namely Asia and Australia, Indonesia has become a location that has become a historical grave for thousands of sunken shipwrecks along with their cargo which has the potential to contain cultural heritage for other countries. Thousands of shipwrecks, including warships, remain on the seabed for years or even thousands of years(Masjhoer, 2019).

Protection of UCH in Indonesia often results in difficulties due to the lack of legal protection for the protection of historical objects located in Indonesian waters, especially in the Additional Zone area. Even though there is a Draft Law on Additional Zones, to date there has been no further discussion regarding the ratification of this bill. Apart from that, Indonesia, which is a party country that signed and ratified UNCLOS 1982, has not yet ratified the 2001 UCH Convention prepared by UNESCO. Several countries other than Indonesia have still not ratified the UCH Convention. The reason for the UCH Convention is because it has the potential to impact the implementation of restrictions on economic activities in the continental shelf area(Sulistyo & Afriansyah, 2021).

Apart from that, there are differences in management concepts and legal interpretation which have the potential to be the reason that until now Indonesia has not yet ratified the UCH Convention by UNESCO (Sulostyo & Afriansyah, 2021). In Article 5 letter a of Law Number 11 of 2010 concerning Cultural Heritage, it is stated that an object, building or structure meets the criteria to become a cultural heritage if it is 50 (fifty) years old or more. Meanwhile, in Article 1 letter a of the UNESCO UCH Convention, it is stated that UCH can be said to be a cultural heritage/cultural heritage object if it is at least 100 (one hundred) years old. Widiassa in his research stated that the possibility of determining the age of an underwater relic is influenced by principal sectoral factors such as climate, weather and other factors. So it is not possible to apply the same criteria in countries with different zones(Widiassa, nd). Until now, there are still no provisions in UNCLOS that can be used as a guideline for determining the ideal age of an object, building or underwater structure that is worthy of becoming a UCH.

However, if this legal vacuum continues, it will cause big problems related to UCH objects. There are many cases of taking UCH objects without permission by local fishermen or divers who are often discovered accidentally. Evidence that UCH objects are being targeted for taking and reselling without permission can be seen in several reports related to the capture of Indonesian

fishing vessels which were proven to have taken UCH objects, one of which occurred on Pengikik Island and the waters around Tambelan Island. From the three ships caught by the Ministry of Maritime Affairs and Fisheries, 1,218 pieces of sunken ship cargo (BMKT) were found, including jars, plates, bowls and ancient coins. (AMBARI et al., 2023).

The problem of taking UCH objects without permission is caused by a lack of knowledge about archaeological objects and valuable cargo objects from sunken ships, so these objects are sold directly by fishermen who find them to antique sellers without government permission. Not only do they sell valuable objects left over from sunken ships, but fishermen often sell information regarding the location of these UCH objects to antique sellers. This kind of action causes UCH to lose its completeness as archaeological information because some of it has been taken without permission (Yuniza, et.al., 2022). Seeing the importance of regulations regarding the protection of UCH, especially in the additional zone, there is an urgency to immediately establish regulations regarding the protection of UCH in the Additional Zone. First, the Geldermalsen case, a VOC ship that sank in 1752, became Indonesia's starting point in drafting regulations regarding the protection and preservation of UCH (Puspitawati & Wardana, 2023). However, Indonesia's legal framework is limited to BMKT only. In fact, UCH is not only limited to cargo objects on sunken ships but is more diverse than that. Apart from that, Indonesia still does not have regulations regarding how to handle UCH in the Additional Zone area. Article 303 of UNCLOS states that states have an obligation to protect UCH objects found at sea. This article also specifically states that in efforts to control UCH objects, the state must refer to Article 33 of UNCLOS which regulates Additional Zones. This shows that protection for UCH objects extends as far as the territorial area and the Additional Zone, namely 24 miles from the coast line (Lattuputy, 2019). Thus, it shows that the state must be present to provide protection for UCH in the Additional Zone. For this reason, there is a need for a specific and clear legal framework to regulate the protection mechanism for UCH.

Second, Indonesia has 1167 BMKT location points spread across most of the waters of the Riau Islands, Karimata Strait, Bangka-Belitung waters and the Java Sea (Pertwi, 2023). Based on data from the Directorate General of Marine Spatial Management, Ministry of Maritime Affairs and Fisheries (KKP) and the Association of Indonesian BMKT Lifting and Utilizing Companies (APPP BMKTI), there are at least 464 underwater treasure spots spread across most of the waters in Indonesia (Hayat, 2023). Furthermore, UNESCO noted that at least 20,000 ships from various countries around the world had sailed through the Malacca Strait and were thought to have sunk in Indonesian waters (Supratikno, 2021). These existing facts show that there is a need for a comprehensive regulation that regulates efforts to preserve and utilize UCH objects on the seabed, especially in the Additional Zone area.

Even though Indonesia has not ratified the UCH Convention, Article 2 of the Additional Zone Bill states that the Law on Additional Zones will pay attention to the principles of national interest, the principle of benefit, the principle of integration, and the principles of balance, harmony and harmony. For this reason, in establishing regulations regarding Additional Zones related to UCH, the Indonesian government needs to pay attention to several basic principles of UCH conservation contained in the 2001 Convention on the Protection of Underwater Cultural Heritage to ensure that the mandated principles have implications for efforts to protect UCH. . Several basic principles that Indonesia might implement by referring to the UCH Convention are: 1) Obligation and respect to preserve UCH; In-situ conservation must be the first and foremost consideration in efforts to preserve UCH; UCH may not be exploited for commercial means; 4) UCH regulations must be used as a medium for learning and sharing information.

If a regulation regarding the protection of UCH in the Additional Zone is implemented, it will specifically have implications for the application of law in Indonesia regarding the additional zone. There are several implications that have the potential to arise, namely: 1) As a means of controlling and increasing public awareness in protecting and preserving UCH. Having a clearer legal framework will have an impact on the ease with which the public can navigate regulations and information regarding the efforts required to protect UCH; 2) UCH, which is often analogous to a museum of historical assets buried at the bottom of the sea, can be developed into a means of developing underwater tourism. Underwater tourism parks can be used as a means to increase

state income while encouraging the impact of protecting UCH as part of a national tourism attraction (Manders, 2008); 3) Legal framework for a comprehensive means of exchanging information regarding UCH. This can encourage the exchange of information between countries.

With increasingly comprehensive regulations regarding the protection of UCH, especially in the Additional Zone as mandated in Article 33 of UNCLOS, several cases related to the theft of historical objects containing archaeological value can be handled. This will also provide an opportunity for Indonesia to further develop UCH as part of its cultural heritage which must be maintained in order to ensure its existence for future generations.

4. Conclusion

Indonesia is a country rich in natural resources. However, in the context of additional zones in Indonesia, there are still no specific regulations that contain the implementation of additional zones. Until now there is no special agency that holds responsibility for law enforcement in Indonesia's additional zones, which could lead to potential violations that have not been resolved. The protection of Underwater Cultural Heritage in Indonesia faces various difficulties due to the lack of legal regulations for the protection of historical objects located in Indonesian waters, especially in the Additional Zone area. Apart from that, Indonesia, which is a party country that has signed and ratified the 1982 UNCLOS, has not yet ratified the 2001 UCH Convention prepared by UNESCO. It is hoped that Indonesia will be able to immediately form arrangements related to additional zones, which when implemented will be able to have a significant impact on progress and sustainability of UCH in Indonesia.

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