

INDONESIA-MOZAMBIQUE PREFERENTIAL TRADE AGREEMENT; THE STEPPING STONE OF INDONESIA IN AFRICAN CONTINENT?

By:

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ABSTRACT

The relationship between Indonesia and Mozambique has been established since 1991. From time to time, the bilateral relations between Indonesia and Mozambique have become stronger, marked by increased visits between government officials and businessmen of the two countries. Between the two countries, various Memorandum of Understanding (MoU) have been signed in various fields, especially in the trade sector. In line with the guidelines for Mozambique's largest exhibition, the 55th International Trade Fair – FACIM to be precise on 29 August 2019, the Indonesian Minister of Trade (Menteri Perdagangan), Enggartiasto Lukita and the Minister of Industry and Trade of Mozambique Ragendra Berta de Sousa signed the Indonesia-Mozambique Preferential Trade Agreement (IM-PTA). The launch of the IM-PTA negotiations was carried out in 2018 in Bali by the Indonesian Minister of Trade and the Minister of Industry and Trade of Mozambique as the first bilateral agreement between both country. This paper analyzes the reasons behind Indonesia's foreign policy in deciding to signed the IM-PTA in 2019. The author uses the concepts of National Interest to identify Indonesian foreign policy decision-making. A qualitative descriptive approach is used to reveal information and data about the phenomena. The author reviews data from books, journals, papers, government data, and credible articles on the internet. After collecting data, the author analyzes and summarize the information related to the topic. Research shows that Indonesia 's foreign policy to signed the IM-PTA is based on the national interest of Indonesia to obtain a trade surplus. This agreement also opens the way for Indonesia to enter the market in the African continent as a stepping stone to enter the African continent.

Keywords: *Bilateral Relations, Mozambique, Indonesia, IM-PTA*

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1. INTRODUCTION

The relationship between Indonesia and Mozambique has been established since 1991. From time to time, the bilateral relations between Indonesia and Mozambique have become stronger, marked by increased visits between government officials and businessmen of the two countries. Between the two countries, various Memorandum of Understanding (MoU) have been signed in various fields, especially in the trade sector. Since 2011, Indonesia has provided technical assistance by inviting the participation of Mozambique participants in training in the textile, agriculture and oil and gas industry in Indonesia and holding capacity building training in Mozambique. However, the trade relations between the two countries are still relatively small, where the value of Indonesia's exports to Mozambique in 2013 was US \$ 92.358 million, while imports were US \$ 49.07 million (*Keterangan Umum Negara Republik Mozambique*, n.d.). In order to improve trade relations between the two countries, Indonesia and Mozambique agreed to enter into their first trade agreement, namely the Indonesia Mozambique Preferential Trade Agreement (IM-PTA).

In line with the guidelines for Mozambique's largest exhibition, the 55th International Trade Fair – FACIM to be precise on 29 August 2019, the Indonesian Minister of Trade (Menteri Perdagangan) Enggartiasto Lukita and the Minister of Industry and Trade of Mozambique Ragendra Berta de Sousa signed the IM-PTA Mozambique in the city of Maputo, Mozambique. IM-PTA one of the seventh bilateral trade agreement that Indonesia has completed in the last three years, after Indonesia-Chile/IC-CEPA on December 2017, Indonesia (Zuhriyah, 2019). The IM-PTA was signed under the leadership of Indonesia's seventh president, Ir. Joko Widodo.

The launch of the Indonesia-Mozambique PTA (IM-PTA) negotiations was carried out in 2018 in Bali by the Indonesian Minister of Trade and the Minister of Industry and Trade of Mozambique. After the signing of the IM-PTA agreement by the two trade ministers, the next step is ratification of

international agreements in line with national regulations for the enactment of the IM-PTA (Deny, 2019). For Indonesia, the ratification process is completed with the issuance of a Law (UU) or Presidential Regulation (Perpres) on the ratification of the IM-PTA and a Regulation of the Minister of Finance (PMK).

Because the IM-PTA agreement is still in the process of ratification, literature that is written in scientific journals discussing IM-PTA is lacking. Most of the available literature only discusses Indonesia's PTA with countries other than Mozambique. The news related to IM-PTA is limited to only a few online news pages. So that the author took the initiative to discuss the IM-PTA in general and Indonesia's motivation to sign the IM-PTA in particular in this paper. This writing will discuss furthermore about the motivation of Indonesia signed the Indonesia-Mozambique Preferential Trade Agreement (IM-PTA) and examine the benefit that Indonesia get using the concept of national interest.

2. METHOD

This research uses the descriptive qualitative method and intended to reveal data and information about the motivation of Indonesia signed IM-PTA agreement. The subject of this research is Indonesia. Sources of data in this study are secondary. The data that the author use are gained from books, journals, reports, government data, and credible articles on the internet. After collecting the data, the author made conclusions with deduction techniques. This technique is done to see a phenomenon from general to specific principles, then it is explained using the theory that the author uses (Bekarekar, 2016). To limit the problems in the research, the author will only analyze the economic interests of Indonesia behind the IM-PTA agreement.

3. RESULT AND DISCUSSION

To make the explanation more organized, the author has divided this chapter into three parts. The first part of the author will provide information about the bilateral trade relations between Indonesia and Mozambique. Then after that it was continued with the contents of the Indonesia-Mozambique Preferential Trade Agreement and closed with the motivation of Indonesia to sign the IM-PTA.

3.1 Indonesia-Mozambique Bilateral Trade Relations

Economic cooperation and trade between countries get an increasing share compared to previous years. Currently, relations between countries are not only dominated by defense and security cooperation, but economic cooperation has also become one of the areas of cooperation that gets special attention in international relations (Delanova, 2016). Bilateral relations between Indonesia and Mozambique also increased their bilateral cooperation by starting their first agreement in the economic field which was marked by the signing of the IM-PTA.

República de Moçambique or the Republic of Mozambique is a Semi-presidential Republic which since 1991 has established relations with the Republic of Indonesia. The 30th anniversary of diplomatic and friendly relations between Indonesia and Mozambique has just been held on January 7, 2021 (*Menyambut Perayaan 30 Tahun Hubungan Diplomatik & Persahabatan Indonesia-Mozambique*, n.d.). Indonesia-Mozambique bilateral relations are getting closer, marked by the increase in mutual visits between government officials and businessmen from the two countries. Between the two countries, various memorandums of understanding have been signed in the fields of trade, industry, police, SMEs, science and technology, women's empowerment and sister cities between Jakarta and Maputo.

In the context of trade cooperation, especially engineering and capacity building, since 2011 Indonesia has provided technical assistance by inviting Mozambique participants to take part in training in the textile, agriculture and oil and gas industries in Indonesia as well as organizing capacity building training in Mozambique. However, in 2013, trade relations between the two countries were still relatively small, where the value of Indonesia's exports to Mozambique amounted to US\$92.358 million, while imports amounted to US\$49.07 million. Judging from the value of Mozambique's foreign trade volume which reached US\$ 6.2 billion, the trade volume between the two countries of US\$ 141,425 is relatively very small, at 0.2% and has the potential to continue to be increased.

In addition, in the context of investment cooperation, since 2009, the Bakrie Group through its subsidiary, Energi Mega Persada (EMP) has conducted gas exploration exploration in the concession area located in Buzi, Sofala Province by forming a Buzi joint venture, Hydrocarbon Pte. Ltd (BHPL) with an investment of US\$ 12 million. Seismic tests conducted by the oil and gas service company, PT. The Indonesian Seismic Wave (GSI) was completed in September 2013 and generated potential gas reserves (*Keterangan Umum Negara Republik Mozambique*, n.d.). Then trade relations continued with negotiations for the creation of the Indonesia-Mozambique Preferential Trade Agreement (IM-PTA). Negotiating this agreement is quite horrendous because it takes less time than other trade agreements made by Indonesia.

IM-PTA is one of the fastest agreements to be concluded, taking only one year, almost the same as the Indonesia-Chile Comprehensive Economic Partnership Agreement (IC-CEPA) negotiations, which were also completed in one year. Shortly after the signing of the IM-PTA, the Indonesian Minister of Trade, Enggartiasno L, expressed his pride, considering that finally Indonesia has a first trade agreement with a country on the African continent (*Indonesia Resmi Miliki Perjanjian Dagang Pertama Dengan Negara Afrika*, 2019a). IM-PTA is also considered as a new milestone in expanding market access on the continent called the Continent of Hope (African Continent).

3.2 Indonesia-Mozambique Preferential Trade Agreement

Preferential Trade Agreement (PTA) is a trade pact between countries that agree to reduce tariffs on certain products originating from countries that have signed the agreement. The tariff applied to this product is lower than other countries not included in the pact (*Indonesia-Iran Selesaikan Pembahasan Preferential Trade Agreement, 2017*). Nowadays PTA is considered as a new interest in international trade. PTA is an international agreement with limited membership and aims to secure or improve market access of each participating country. PTA itself is considered a stepping stone to free trade around the world.

The establishment of a PTA is intended to enable the development of business between countries to be more rapid. Two benefits that can be obtained from PTA are the trade creation and the trade diversion (Handoyo et al., 2020). Trade creation is the creation of trade transactions between PTA members that have never happened before, due to incentives that come from the formation of FTAs. Meanwhile, trade diversion is the transition of imports from one country to another.

Currently, in addition to IM-PTA, Indonesia already has several types of partnerships with other countries (Rinaldi, 2020). This partnership is divided from existing partnerships (Entry into Force), partnership that is in the process of completion and ratification (Conclude and Ratification), partnerships that are in the process of negotiation (On-going), and partnerships that are being designed as part of future plans (Future). IM-PTA itself, as previously mentioned, is in the type of partnership that is in the process of completion and ratification (Conclude and Ratification).

Previously, the biggest obstacles to trade to Africa were high tariffs set by countries in the region and regulatory uncertainty. The presence of IM-PTA has the potential to make Indonesian exports more efficient and have certainty. In IM-PTA, Mozambique has reduced tariffs to around 217 tariff posts to Indonesia, including fishery products, fruits, palm oil, margarine, soap, rubber, paper

products, footwear, and textile products. Meanwhile, Indonesia also provided tariff reductions for around 242 tariff posts to Mozambique, including cotton, tobacco, fishery products, vegetables, and nuts (Zuhriyah, 2019). Indonesia's main export products to Mozambique in 2018 were palm oil and its derivatives (USD 27.3 million), soap (USD 9.8 million), industrial monocarboxylic fatty acids (USD 7.9 million), organic surface active ingredients (USD 3 million), paper and cardboard (USD 2.8 million), sacks and bags (USD 1.5 million), margarine (USD 1.5 million), portland cement (USD 1.1 million). Meanwhile, Indonesia's main imported products from Mozambique are peanuts (USD 22.6 million), unprocessed tobacco (USD 4.1 million), cotton (USD 2.8 million), dried peas (USD 197 thousand) and so on (*Indonesia Resmi Miliki Perjanjian Dagang Pertama Dengan Negara Afrika*, 2019b).

For a long time, economists have believed that the free market economic system has many features compared to other economic systems. One of them is that the perpetrators of economic activities are given the freedom to carry out the economic activities they want (Sukirno, 2016). This was then implemented by several Indonesian mining companies to the Mozambique region which later became one of the beginnings of the formation of IM-PTA. After three times, the negotiations ended successfully and the two countries officially ended the IM-PTA negotiations.

After the signing of the IM-PTA agreement by the two trade ministers, the next step is to ratify the international agreement in line with national regulations for the implementation of IM-PTA (Deny, 2019). For Indonesia, the ratification process is complemented by the issuance of a Law (UU) or Presidential Regulation (Perpres) regarding the ratification of IM-PTA and the Minister of Finance Regulation (PMK). After ratification is complete, both countries will send diplomatic notes informing that the ratification process has been completed and IM-PTA is valid for 60 days from the date of exchange of diplomatic notes. As of the writing of this article, IM-PTA is still in the process of completion and ratification (Conclude and Ratification).

Jenis Kemitraan	Sudah Dijalankan (entry into Force)	Proses Penyelesaian dan Ratifikasi (Conclude & Ratification)	Proses Perundingan (On-Going)	Rencana Kedepan (Future)
Regional ASEAN	<ul style="list-style-type: none"> • ASEAN Trade in Goods Agreement (ATIGA) • ASEAN Agreement on Medical Device Directive (AMDD) • 9th ASEAN Framework Agreement on Service • ASEAN Comprehensive Investment Agreement (ACIA) 	<ul style="list-style-type: none"> • ASEAN Agreement on E-Commerce • ASEAN Trade in Service Agreement (ATISA) 		
Multilateral melalui ASEAN	<ul style="list-style-type: none"> • ASEAN – China FTA (ACFTA) • ASEAN – India FTA (AIFTA) • Agreement on Trade in Service under the AIFTA • ASEAN – Japan CEP (AJCEP) • ASEAN – Korea FTA (AKFTA) • ASEAN – Australia & New Zealand FTA (AANZFTA) 	ASEAN-Hong Kong FTA	Regional Comprehensive Economic Partnership (RCEP)	<ul style="list-style-type: none"> • ASEAN – EU (European Union) PTA •
Bilateral di Kawasan Asia Pasifik	<ul style="list-style-type: none"> • Indonesia – Pakistan PTA (IP PTA) • MoU Indonesia – Palestine • Indonesia – Japan EPA (IJEPA) 	<ul style="list-style-type: none"> • Indonesia – Australia CEPA • Indonesia-Korea CEPA 	<ul style="list-style-type: none"> • Indonesia – Bangladesh PTA • Indonesia – Iran PTA • Indonesia – Pakistan Trade in Goods 	<ul style="list-style-type: none"> • Indonesia – Srilanka PTA • Indonesia – GCC (Gulf Cooperation Council) CEPA • Indonesia – New Zealand PTA • Indonesia – Fiji PTA • Indonesia – Papua New Guinea PTA

Bilateral di Kawasan Amerika	Indonesia – Chile CEPA			<ul style="list-style-type: none"> • Indonesia – Peru • Indonesia – Canada • Indonesia – Colombia PTA • Indonesia – MERCOSUR
Bilateral di Kawasan Afrika		Indonesia – Mozambique PTA	<ul style="list-style-type: none"> • Indonesia – Morocco PTA • Indonesia – Tunisia PTA 	<ul style="list-style-type: none"> • Indonesia – Djibouti PTA • Indonesia – SACU (Southern African Custom Unions) PTA • Indonesia – EAC (East African Community) PTA • Indonesia – ECOWAS (Economic Community of West Africa) PTA
Bilateral di Kawasan Eropa		Indonesia EFTA (European Free Trade Association) CEPA	<ul style="list-style-type: none"> • Indonesia – Turkey CEPA • Indonesia – EU (European Union) CEPA 	<ul style="list-style-type: none"> • Indonesia – Eurasia PTA
*Catatan; Tidak termasuk review dan perubahan protocol pada suatu perjanjian				

Source: UKMIndonesia Web Site (Rinaldi, 2020)

3.3 Indonesia's Motivation in Signing the IM-PTA

The signing of a cooperation agreement with other countries is a form of a country's foreign policy to fulfill their national interest. Where the national interest of a country arises as a result of limited national resources or national strength, so that the country concerned feels the need to strive for the fulfillment of that national interest. This is in line with Hans J Morgenthau opinion who said that national interest is the main pillar to support a country's foreign and international policy. In the African continent itself, Mozambique is Indonesia's 17th export destination on the African continent. It was reported that the total trade between Indonesia and Mozambique in 2018 was USD 91.88 million; Indonesia's exports were recorded at USD 61.4 million and imports of USD 30.5 million. Thus, Indonesia has a surplus of USD 30.9 million (*RI Siap Jalin Perdagangan Bilateral Dengan Mozambik - Kementerian Perdagangan Republik Indonesia, 2019*).

Based on the concept of national interest, the behavior and actions taken by political leaders on domestic and international issues are influenced by the national interests of their countries. And to achieve this goal requires a mature strategy. Indonesia's participation in FTAs, including PTAs, has more or less affected Indonesia's trade performance, particularly exports. As the backbone of Indonesia's exports, the export contribution of the industrial sector has reached USD131.13 billion or 80.30 percent of the total national exports which reached USD163.30 billion throughout 2020, and recorded a surplus of USD14.17 billion for the trade performance of the industrial sector. Even the Director General of Resilience, Territorial and International Industrial Access (KPAII) of the Ministry of Industry, Eko S.A. Cahyanto stated that this was the largest surplus in Indonesia's industrial sector in almost 10 years (*Pacu Ekspor Produk Industri, Kemenperin Optimalkan Peluang FTA, 2021*).

Through the signing of the IM-PTA agreement by Indonesia as a foreign policy, Indonesia has received great economic benefits with Mozambique. In this section the author will provide an explanation of the benefits of PTA in general,

then link the benefits of IM-PTA specifically to the national interest of Indonesia. There are two general benefits of PTA. The first is trade diversion which generally occurs because the agreement is considered more efficient or profitable from an economic point of view. For example, the reduction in tariffs made Indonesia, which previously always imported sugar from Brazil, switch to importing sugar from Thailand. The switch occurred because the cost of importing sugar from Thailand was considered more efficient and made Indonesia stop importing sugar from China. In addition, the existence of PTA can make exporters in a country get preferential tariffs. This preferential tariff allows exporters and entrepreneurs to reduce production costs so as to increase industrial competitiveness. With the signing of the IM-PTA, Indonesia will also seek more or less similar benefits.

Deputy Chairman of the Indonesian Chamber of Commerce and Industry for International Relations, Shinta W. Kamdani, stated that the trade agreement with Mozambique tends to be profitable because trade between Indonesia and African countries is complementary (Fathimah Timorria, 2020). This means that Indonesia imports industrial raw materials, such as agricultural products and exports them as value-added manufactured products, which is positive for Indonesia's balance of payments. In terms of fulfilling national interests, IM-PTA provides enormous benefits for Indonesia, although it is quite limited in terms of the number of posts. However, Indonesia's goal of increasing the value of exports to Mozambique can be achieved.

In addition, IM-PTA makes Indonesian exports to Mozambique more efficient due to reduced tariffs and increased certainty in import procedures, which so far have been the biggest obstacle to Indonesia's trade with African countries related to high tariffs and uncertainty of import regulations in export destination countries. Through this IM-PTA, Indonesia also has the potential to increase trade with countries in Africa through Mozambique, although Indonesia does not yet have bilateral trade agreements with these countries. This is because Mozambique is one of the important regional hubs for countries in South Africa. Mozambique's strategic position itself paved the way for

Indonesia to expand to other countries in Africa. Mozambique's position as an important hub for South African countries enhances the strategic value of IM-PTA. Where Mozambique is a bridge of access to landlocked countries that have a dependence on ports in coastal countries.

Although the African region is dominated by countries with less developed and developing countries, this region remains strategic for Indonesian exports. In addition, countries in the region tend to have product standards that are easily accessible so that national businesses do not need to adjust business standards. Thus, Indonesian products will be more competitive than other countries' products in the Mozambique market. In addition, Indonesian importers can import raw materials at lower prices to be processed and exported to other countries.

Through IM-PTA, Indonesian Micro, Small, and Medium-Sized (MSMEs) are also encouraged to expand and export. This is because only a handful of African countries have manufacturing bases, so that national export products tend to have minimal resistance (Fathimah Timorria, 2020). So that through IM-PTA, Indonesia has indirectly opened the initial path or obtained a stepping stone to enter the African continent, especially in the southern or western regions of Africa.

4. CONCLUSION

República de Moçambique or the Republic of Mozambique is a Semi-presidential Republic which has established relations with the Republic of Indonesia since 1991. Bilateral relations between the two countries have improved over time. In 2019, the two countries signed the Indonesia Mozambique Preferential Trade Agreement (IM-PTA) as the first agreement between the two countries in the history of their bilateral relations. This agreement only lasts for approximately one year. From the Indonesian side, the

IM-PTA is the first trade agreement made with a country on the African continent. So the author feels the need to explore the motivation behind this signing from an Indonesian point of view by using the concept of national interest.

The author found that Indonesia felt the need to sign the IM-PTA for several reasons. First, IM-PTA is complementary and can provide a positive value for Indonesia's balance of payments while increasing the efficiency of Indonesia's exports to Mozambique due to reduced tariffs and increased certainty in import procedures. In addition, IM-PTA also has the potential to be a stepping stone that opens the way for Indonesia to the African continent in order to increase trade with countries in Africa. With the IM-PTA, Indonesia hopes that Indonesia's national interests that will be achieved through the IM-PTA can actually be achieved optimally.

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