Synergy Among the Indonesia Maritime Security Institutions in Conducting Maritime Patrol

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Abstract

Maritime patrols are necessary because Indonesia is vulnerable to maritime threats and disturbances. Patrols are not optimally covered the sea and the regulations are not comprehensive to be synergy guidelines. This article discusses how to synergize effective and efficient patrols at the six maritime security institutions, and finally reduce the level of threats and disturbances to maritime security. This article uses qualitative methods and synergy models, interviews were conducted with informants from six maritime security institutions. Various elements of the patrol require collaboration consisting of personnel, assets, and ideas from various institutions. The advantages of an institution that should be utilized together include the size of the budget or assets, personnel militancy, social patrols, targeting patrols, aerial monitoring, and shipping court mechanisms. Trust exists from long-standing interactions to see competence and integrity, not by coercion of regulations. Leaders must meet all the criteria for leaders, both those who want strong criteria and those who want accountability or integrity or can accept criticism. Maritime patrol synergy is formed by the interaction of collaboration, engagement, trust components, and leadership support to ensure the synergy runs.

INTRODUCTION

Indonesia has the world's second-longest coastline, the largest archipelago with 17,000 islands, the world's fourth largest population and more than two-thirds of its territory is water. There are also four strategic straits for international cruise ships, namely the Malacca Strait, the Sunda Strait, the Lombok Strait, and the Makassar Strait. The various conditions above have made Indonesia vulnerable to various threats and

disturbances at sea. Indonesia's territory is open, so the potential for threats is very high (Universitas Pertahanan RI Official, 2022). The Indonesian Maritime Security Agency (Indonesian: *Badan Keamanan Laut Republik Indonesia* or Bakamla RI) ranks threats and disturbances from the biggest in Indonesia's maritime environment as conveyed by the Head of Bakamla to the Legislature, namely Illegal, Unreported, and Unregulated (IUU) fishing, smuggling, and related accidents at sea (Komisi I DPR RI Channel, 2022).

Maritime patrols are very important to reduce the level of threats and disturbances throughout Indonesia's sea area. Based on the mention of institutions internationally, six Indonesian institutions carry out law enforcement and carry out sea patrols, namely:

1. TNI AL or *Tentara Nasional Indonesia Angkatan Laut* (Indonesian Navy);
2. Polair or *Polisi Perairan* (Indonesian Marine Police);
3. Bakamla RI or *Badan Keamanan Laut Republik Indonesia* (Indonesian Maritime Security Agency or also known as Indonesian Coast Guard);
4. Bea Cukai or *Direktorat Jenderal Bea dan Cukai, Kementerian Keuangan* or Directorate General of Customs and Excise of the Ministry of Finance (Indonesian Customs);
5. DJ-PSDKP or *Direktorat Jenderal Pengawasan Sumber Daya Kelautan dan Perikanan, Kementerian Kelautan dan Perikanan* or Directorate General of Marine and Fisheries Resources Surveillance of Ministry of Marine Affairs and Fisheries (hereinafter referred to as Indonesian Fisheries); and
6. KPLP or *Kesatuan Penjagaan Laut dan Pantai, Direktorat Jenderal Perhubungan Laut, Kementerian Perhubungan* or Indonesian Sea and Coast Guard Unit of Directorate General of Sea Transportation of the Ministry of Transportation (hereinafter referred to as Indonesian Sea and Coast Guard).

An overview of the authority of each institution based on its patrol area/region can be seen in Figure 1. Each institution conducts patrols based on regulations that give it authority. Each institution can indeed make arrests on all types of violations but must hand them over to institutions that have investigative authority. Table 1 describes the investigative powers of six institutions that carry out maritime patrols.

The difference in this area and patrol authority makes maritime patrols ineffective and inefficient. Bakamla stated that law enforcement at sea is currently not optimal (Indonesian Center for International Law UNPAD, 2022). There are still repeated inspections of a ship as reported by INSA (Indonesian National Shipowners Association) to the president (Sari, 2019; Marbun, 2014). As well as the vacancy of patrol boats in one area, and the buildup of patrol boats in other areas. The vacancy of patrols in several Indonesian sea areas is one of the causes for quite some foreign ships passing without permits in Indonesian waters (Dianti, 2021). The vacancy of patrols in one area means that the coverage area of the patrol is less effective.
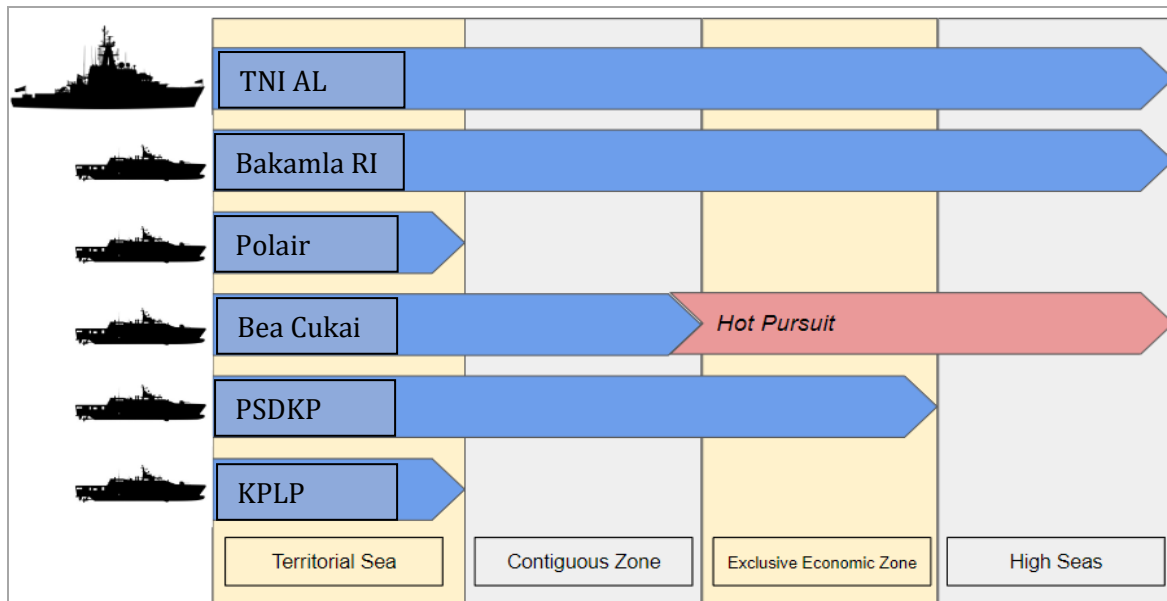
Figure 1. Comparison of Patrol Areas

Table 1. Comparison Investigative Authority

Institutions	Investigative Authority			Patrol Authority
	IUU Fishing	Accidents	Smuggling	
Bakamla RI				√
TNI AL	√	√		√
Polair	√	√		√
Bea Cukai			√	√
PSDKP	√			√
KPLP		√		√

This study discusses the synergy between six institutions to make maritime patrols effective and efficient. The form of synergy so far has been carried out based on Government Regulation Number 13 of 2022 Concerning the Implementation of Security, Safety, and Law Enforcement in Indonesian Waters Territories and Indonesian Jurisdictional Territories (Government Regulation Number 13 of 2022 Concerning the Implementation of Security, Safety, and Law Enforcement in Indonesian Waters Territories and Indonesian Jurisdictional Territories), in the form of coordination of inter-agency patrols through a national patrol plan. However, this Government Regulation is not yet comprehensive as a guideline for the implementation of synergy, because it does not yet meet the synergy model.

Synergy is defined as a model which is an interaction between collaboration, engagement, and trust, to produce effective, efficient, and sustainable performance (Brush, Baiardi, & Lapides, 2011; Lasker, Weiss, & Miller, 2001). Collaboration is a process that allows independent individuals and organizations to combine their human and material resources so that they can achieve goals that they could not achieve on their own (Lasker et al., 2001). Engagement is the full participation of all partners so

that there is a connection between the individual and individual community (Brush et al., 2011), while trust is a prerequisite in creating a successful synergy (Lasker et al., 2001), where many groups are reluctant to engage in collaboration because of distrust of one another (Brush et al., 2011). Furthermore, bearing in mind that each institution has a different capacity, authority, and behavioral background, it is felt that a strong leadership component is needed to be able to carry out the tough task of synergizing the six institutions. The role of the leader is important to ensure that each component of the synergy can run as expected.

Various studies related to maritime security generally note that problems related to maritime patrols are not yet optimal in providing solutions in the form of additional assets, budgets, and personnel (Andrizal, Pasalbessy, & Anwar, 2021; Haras, 2017; Hasbullah, Ali, & Susanto, 2022; Listiyono, Prakoso, & Sianturi, 2019; Tanjung, Simanjuntak, & Alam, 2020). The research intends to find a solution beyond this classic advice, by maximizing the utilization of available assets, budget, and personnel by synergizing between institutions that carry out patrols, and not being forced by merging into one entity which will require extraordinary effort. The object of this research is the synergy between six institutions to make maritime patrols effective and efficient, by using synergy components, namely collaboration, engagement, trust, and leadership components to ensure synergies can be implemented. Finally, the synergy of maritime patrols can reduce the level of threats and maritime disturbances.

METHODS

This article used qualitative methods with exploratory designs. The qualitative method is a research method to explore and understand understanding according to several individuals or groups of people who are considered to originate from social or human problems (Sugiyono, 2015). This research will explain in detail various things related to the synergy between the six institutions.

This research consists of the stages of data collection, data analysis, and conclusion. Primary data collection was carried out through interviews with six informants from six institutions that carry out maritime patrols, namely TNI AL (Indonesian Navy), Polair (Indonesian Marine Police), Bakamla RI (Indonesian Coast Guard), Bea Cukai (Indonesian Customs), PSDKP (Indonesian Fisheries), and KPLP (Indonesian Sea and Coast Guard). There is one informant for each institution. The capacity of the informants has been ensured that they have sufficient knowledge to answer the researcher's questions so that the data collected is valid and reliable. A research request letter is submitted to the head of the maritime patrol unit of each institution. Furthermore, the leader appoints who is capable as an informant.

The secondary data was obtained, among others, from institution exposure material, regulations, press releases, and strategic planning documents. Triangulation was carried out to check the validity of the data obtained from each informant and study literature. Triangulation is defined as a data collection technique that combines various data collection techniques and data sources (Sugiyono, 2015). Data is considered credible when it has been validated based on different techniques or different data

sources. Data analysis uses the analysis model, which consists of collecting data, reducing data, presenting data, and drawing conclusions (Miles & Huberman, 1994). Collecting data was done by interviewing six informants and studying the literature. Reducing data according to the topic of the article. Presenting data activities are carried out after the data has been verified to check its validity. Concluding is an interpretation or interpretation of the meaning of the data.

RESULTS AND DISCUSSION

If all institutions are compared, Bakamla RI is the youngest institution and has the least number of patrol boats. However, Bakamla was born to lead the synergy or coordination of all maritime security institutions. Unlike the formation of other institutions that have investigative authority, Bakamla RI was born without investigative authority. It is even possible for Bakamla not to have patrol boats because they can use ships from various maritime security institutions. Each institution also has different patrol capabilities. Differences in patrol capabilities can be seen in the number of patrol boats from each institution. Figure 2 below shows the percentage of the number of patrol boats from 28 meters to 110 meters in size owned by the six institutions that carry out patrols.
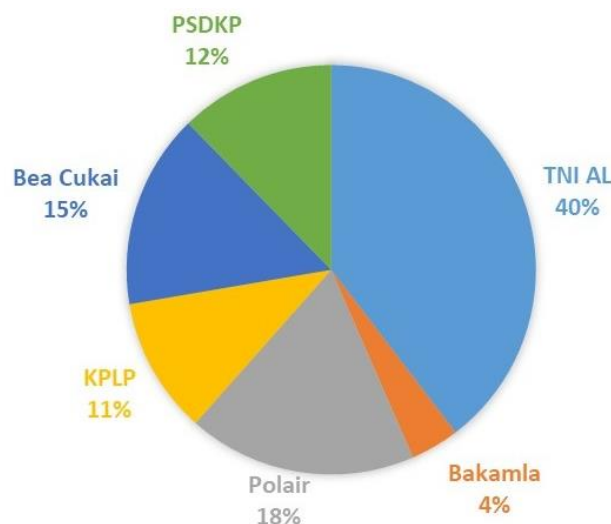

Figure 2. Comparison of patrol boat size 28-110 Meters

Synergized patrol work units turn out to be at different levels or levels of positions. For example, Bakamla is led at a ministerial level, while Bea Cukai's patrol unit is led by an echelon III level. According to Robbins (2005) in Ngusmanto (2017), among the causes of conflict in the theory of public organizational behavior are differences in organizational structure and differences in the size of patrol work units. The leader must be able to overcome the differences that exist due to differences in the echelon levels of the patrol work unit. Synergy is an interaction between engagement, collaboration, and trust, to produce effective, efficient, and sustainable performance (Lasker et al., 2001; Brush et al., 2011). Furthermore, bearing in mind that each institution has different authorities, capabilities, and leadership levels, a leadership component is needed to be able to synergize the six institutions.

Collaboration

Collaboration is the process of combining various patrol elements, be it human resources, assets, ideas, and excellence from various institutions to achieve the common goal of an effective and efficient patrol. For collaboration between institutions to work, the collaboration agreement must be stated in the Memorandum of Understanding (MoU). The MoU on patrol synergy will serve as a guideline for the implementation of collaboration in patrols, the division of tasks between institutions, as well as a reference for evaluating the agreed collaboration. The MoU is no longer needed if the aspects being collaborated on are already contained in Government Regulation Number 13 because it has become a government order for every institution.

Collaboration is expected with asset sharing, ship inspection information systems, and joint patrols. The asset is in the form of a base or dock so that it can be utilized by other institutions, thus saving the budget from building a new pier or base. Marine security infrastructure that has not been integrated is one of the reasons for the not yet optimal enforcement of maritime security (Aryani, 2021). Utilization of these assets must be ensured that they can be carried out in the field in a simple manner, where the procedure for using them is easy and fast. During Search and Rescue (SAR) activities, each institution can easily and quickly use a pier to become a joint post.

Information sharing has been mandated in articles 23 and 27-30 Government Regulation Number 13, namely the collection of data and information on alleged violations from various institutions as outlined in an information system, but it is not maximized. It is recommended to implement information sharing on ship inspections in real-time, so when a ship is inspected by one institution it can be directly accessed by ships from other institutions, and this can be a solution to repeated ship inspections that INSA has complained about. Information sharing between institutions can be implemented if there is support from tools and trust between institutions. Information sharing needs to be made in a system so that data from various institutions can directly enter the system to be accessed together. This is in line with Samiaji (2015) opinion that it is necessary to build an information network to obtain intelligence information and data. In 2020, the Indonesia Maritime Information Center (IMIC) was formed to exchange data and information between institutions in the context of law enforcement at sea. However, until now the inspection of a patrol ship has not been received by another patrol ship in real-time.

Furthermore, it is recommended to collaborate with routine and thematic joint patrols. So far, joint patrols have been carried out routinely on a certain number of days throughout the year. It is then recommended that joint patrols be carried out thematically. For example, in dealing with IUU Fishing in Natuna, Bakamla RI and PSDKP led it by first holding training on criminal acts related to IUU Fishing for all institutions from the PSDKP. Bakamla and the Indonesian Navy are more focused on strategies related to the capabilities of their patrol boats because the patrol will face the China Coast Guard.

Engagement

In engaging in patrol synergy, each institution must be ensured that it is involved and can elaborate on the advantages of each institution. The full engagement of all institutions also sends a message to violators and individuals that each institution has united, so they will think more about committing violations. Synergy is considered very good when the partnership can utilize its partner's resources very well (Lasker et al., 2001). For this reason, it is necessary to identify and elaborate on the various advantages of the institution. Six things can be identified, first, the targeting or intercept patrol mechanism carried out by PSDKP and Bea Cukai. Before the patrol is carried out, an analysis must be carried out at Command and Control Centre, including ship data and intelligence information, to determine the target of the patrol. Second, the superiority of aerial monitoring from the PSDKP aircraft. The existence of this aircraft can be involved in all patrol activities carried out by each institution. Third, patrols in the context of social activities carried out by Polair. This activity is needed as a form to show the presence and care for nationalism on the coast and borders. Fourth, KPLP or the Ministry of Transportation has a shipping court mechanism for ship accident issues. Fifth, excellence in the form of a patrol budget and a large number of patrol assets, as well as the support of more militant personnel owned by the Indonesian Navy. So that maritime patrols with the support of the Indonesian Navy can increase the coverage area of the patrol.

There are three proposed forms of engagement. First, joint patrols with personnel from one institution on board a ship from another institution. The goal is that there is a flow of information from each institution (contact person) so that joint patrols are not carried out separately, and ultimately simplify the process of handling a crime. The onboard personnel on board are tasked with maintaining a communication security net during patrols (Munaf & Sulistyaningtyas, 2015). In addition, this can also increase familiarity between personnel in the field. This has been done before but was stopped due to the COVID-19 pandemic and budget reallocations. With the COVID-19 pandemic situation getting better and the government budget available, it is hoped that patrols with onboard personnel can be carried out again. Second, engagement in joint exercises. Joint exercises can be a forum for personnel from each institution at the field level to interact and coordinate. If it is related to thematic joint patrols, the joint exercise will later be carried out according to the theme of the offense. Joint exercises for general themes can be done such as the Visit Boarding Search and Seizure (VBSS) exercise. Third, engagement in the form of the presence of personnel from each institution at the National Command and Control Centre in Bakamla. The fourth form of engagement is by jointly evaluating a joint patrol so that in the future the joint patrol will be even better.

Trust

Collaboration and engagement can be built by coercion from regulations, while trust is born from long-lasting interactions. Three trust problems have occurred, namely the person carrying out the escort, the delivery of catches to the authorities is sometimes considered late, and there has been a breach of the agreement. When a patrol

boat intercepts a violation, it turns out that the ship suspected of violating is being escorted by unscrupulous persons from other institutions. For example, ships carrying cigarettes from abroad are sometimes suspected of being escorted by unscrupulous persons because they are considered to be trades. Indonesian customs consider cigarette smuggling a violation because it is seen from the perspective of state finances and customs. This condition is relevant to what Ikrami & Bernard (2018) call, that among the various problems in achieving good governance in the maritime sector, the most serious problem is the lack of capacity and competence of officials. Next is related to coordinated patrols with neighboring countries supported by our two maritime security institutions, namely Bakamla and PSDKP. In the implementation of coordinated patrols with other countries, one of the institutions did not continue the patrol according to the plan for budgetary reasons.

Two things can be identified that are considered to be the main causes of trust problems, namely a lack of understanding of regulations (insight) and a lack of integrity. These two things were also identified by Lasker et al. (2001) saying that to cooperate closely, each partner must be sure that the other partner will carry out their responsibilities and obligations and will not take advantage of them. Trust is formed from experience during the interaction so that one can know what integrity is or because of a lack of understanding of regulations (insight), as in the example of escorting smuggling violations earlier. This happened because the person saw that cigarette smuggling was a trade-in venom. Cigarette smuggling is a violation when viewed from the perspective of state finances and customs and excise. For this reason, efforts are needed to increase understanding of the rules by increasing competence and increasing integrity.

Samiaji (2015) stated that it is necessary to improve the quality of law enforcement officers at sea in realizing law enforcement officers at sea through education and training. Ikrami & Bernard (2018) emphasizes that officials are included in this by saying that although Indonesia has many brilliant officials, some officials need more capacity building. This was clarified again by Sari (2019), who stated that stakeholders' understanding of marine geopolitics was increased to better understand the urgency of cross-sectoral synergies in dealing with various maritime issues.

Leadership

Leaders are needed to ensure how synergy is implemented. Moreover, considering that there are six institutions with different backgrounds and ways of working to synergize. We need cross-cultural leaders to understand and appreciate different partners' perspectives (Lasker et al., 2001). Leaders are present to see how the components of collaboration, engagement, and trust can be carried out in patrol synergy.

Various institutions have different criteria for determining a worthy leader in patrol synergy. Informants from TNI AL, Polair, and Bakamla want strong leadership criteria. But informants from Bea Cukai, PSDKP, and KPLP want leaders with the following criteria, namely capable, accountable, with integrity, acceptable, and able to accept ideas or criticism from other institutions. It can be seen that civil institutions

prioritize the criteria of being accountable, having integrity, and being able to accept criticism. Meanwhile, institutions that are not purely civil prioritize strong criteria.

With the current regulations, the authority as a leader is given by Bakamla RI. So Bakamla RI must be ready and meet the leadership criteria expected by all institutions. However, it must be understood that Bakamla RI is the leader in coordinating and synergizing because each institution has its internal commander. Especially since the institution led is older and has more patrol assets than Bakamla. To evaluate how the synergy is carried out, and how these three components are implemented, the Maritime Security Index (*Indeks Keamanan Laut* or IKL) tool can be described. IKL was prepared by Bakamla RI and experts so that it becomes a monitoring and evaluation measurement tool in determining the level of security, safety, and law enforcement at sea. The data source for IKL is input from six maritime security institutions that have patrol assets. This index will also become an instrument for monitoring and evaluating the performance achievements of the six maritime security institutions. Regarding patrols, there is the dimension of patrol capacity, which can be seen from ship patrol days, patrol boat assets, ship area coverage, and target areas.

Some of the inputs for the IKL tools are, first, related to the need for risk management as an anticipatory measure against things that can weaken the target. Mujiastono, Mardiansyah, & Wiwaha (2019) mentioned that the highest risk in Customs and Excise patrols is patrol boats that cannot detect smugglers and the speed of patrol boats that are unable to catch smugglers. So that each control can be carried out by strengthening human intelligence and updating vulnerability maps, as well as radar monitoring and integration of sea and land surveillance.

Second, there needs to be alignment between the data sent by institutions for variables in the IKL preparation, with the performance appraisal mechanism contained in the Key Performance Indicator (KPI) of the data supply institution. In the KPI language, KPI must be able to cascade from Bakamla RI to other institutions. So, the KPI of other institutions becomes the IKL-forming variable. So, each institution does not work reluctantly, because the budget can be allocated according to the KPI, the performance of an institution that is reported to Bakamla can be assessed by its internal superiors, and when an institution makes an arrest that is not under its authority, its performance can also be assessed.

Third, the input for performance measurement uses an index, not in the form of input (number of ships). The safety index should be assessed from the output or outcome, namely the number of patrol days, patrol coverage area, ship engine hours, and ship mileage. Whereas two of the determination of targets on the KPI, namely, quantity targets and quality targets. The target for quantity is to measure the amount or frequency such as the number of publications, while the target for quality is to measure the good or bad level of something such as the BPK opinion index (Minister of Finance Decree Number KMK 467/KMK.01/2014, n.d.).

Fourth, measuring the performance of patrols in each institution. A measure of effectiveness (MOE) is a measure to evaluate how well a system achieves predetermined goals (Bullock, 2006), or performs the functions of a system and its impact (Green,

2017). Measuring effectiveness can be done in two ways, the first is the conventional way or the direct way, by looking at the technical design of the system, for example, the design of a patrol boat, the effectiveness is seen from how long the ship carries out patrols at a certain speed and a certain area. So that each patrol boat at various institutions is determined by the minimum standardization of the patrol area coverage. The second way, by looking at the interests of users, for example, patrol boats, its effectiveness is seen from the number of illegal vessels caught, the greater the number of catches, the more effective it is. The synergy model in this study can be described in Figure 3.
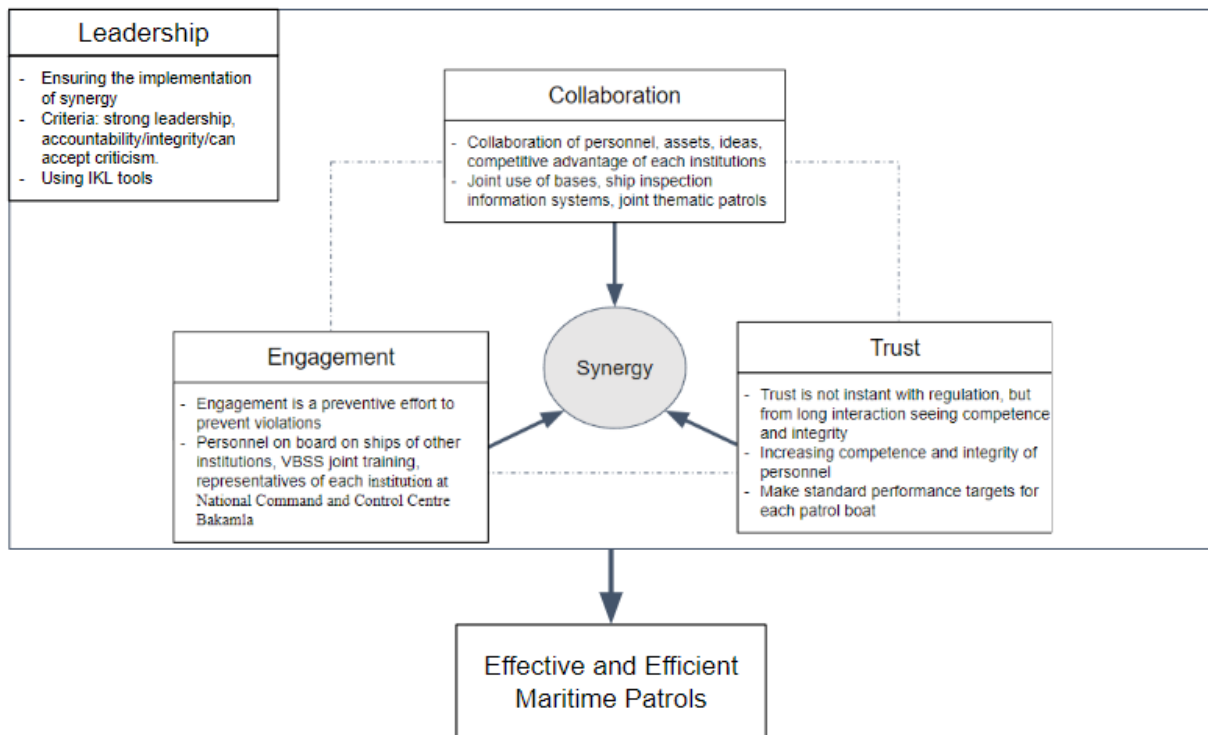

Figure 3. The Synergy Model among the Government Institutions
in Conducting Maritime Patrol

CONCLUSIONS, RECOMMENDATIONS, AND LIMITATIONS

Maritime patrol synergy in six maritime security institutions is formed by the interaction of collaboration, engagement, and trust components. In the patrol synergy, a collaboration between various elements of the patrol is needed, be it human resources, assets, and ideas from various maritime security institutions. The advantages of an institution that can be utilized by other institutions include targeting patrols, air monitoring, social patrols, shipping court mechanisms, large budgets or assets, and personnel militancy. Engagement between institutions is a preventive effort to prevent violations from unscrupulous persons. Trust is born from long-standing interactions to see competence and integrity, not by coercion of regulations. In certain cases, individuals can still reduce trust in an institution.

Leaders are needed to ensure the implementation of synergy, bearing in mind that there are six institutions with different backgrounds, capacities, and authorities to

synergize. To evaluate synergy performance, leaders can use tools such as the suggested IKL. Bakamla as the leader of the patrol synergy must be able to fulfill all the expected criteria, namely those who want strong leadership, and those who want accountability or integrity or can accept criticism. It is recommended to synergize patrols by (1) joint utilization of base assets, real-time ship inspection information systems, joint thematic patrols; (2) joint patrols with onboard personnel on other institution ships, VBSS joint exercises, and the presence of representatives from each institution at National Command and Control Centre Bakamla; (3) increasing the integrity of personnel, and preparing standardization or targets (eg cover area) for each patrol boat. Furthermore, it is recommended that IKL tools be used to evaluate synergy performance, make improvements related to the need for risk management, align IKL with KPI maritime security institutions (KPI cascading), and change input variables (number of ships) with outcome variables (number of patrol days, engine hours ship, ship mileage).

This article has the limitation of looking at the synergy of sea patrols in only four components, consisting of collaboration, engagement, trust, and leadership. Data sources have limitations with one informant for each institution so triangulation of sources can only be done between institutions, not triangulation of sources within one institution.

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