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Collaborative Governance and Institutional Insecurity: A Study of SDGs 16 Implementation Through Bakamla West Zone Policy

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Abstract

This article examines the effectiveness of maritime security regulations and policies implemented by the Indonesian Maritime Security Agency (Bakamla) in the West Zone in relation to Sustainable Development Goal (SDG) 16, which promotes peace, justice, and strong institutions. As a strategic and vulnerable area to transboundary threats, the West Zone requires robust maritime surveillance to safeguard national sovereignty and stability. Using national security theory, institutional theory, and collaborative theory, this study explores Bakamla role and challenges in maritime security enforcement. The findings reveal that despite Bakamla crucial role, it faces significant obstacles such as limited resources, overlapping authorities, and weak inter-agency coordination. The article highlights the need for institutional capacity building, adequate budget allocation, and strengthened collaboration to enhance maritime security effectiveness. It contributes to academic discourse by offering strategic recommendations to reinforce Bakamla capacity in securing Indonesian waters and supporting national efforts to achieve SDG 16.

Introduction

Indonesia, as the world's largest archipelago with 81,000 km of coastline and 13,465 islands, faces complex challenges in managing its maritime security (Roziqin & Gustin, 2017). With a water area of 3,257,483 km² that exceeds the land area of 1,922,570 km² (Hutagalung, 2017), Indonesia has a geostrategic position that connects the Pacific and Indian Oceans as well as the Asian and Australian continents. This position provides economic advantages but also creates security complexities that require an integrative and collaborative governance approach.

Based on UNCLOS 1982 (Article 46), Indonesia's status as an archipelagic state requires the country to manage waters that are not only vast but also strategic in the context of global trade and regional security (Sunaryo, 2019). Especially in Indonesia's western waters, which are directly adjacent to neighboring countries and include the world's busiest trade routes such as the Strait of Malacca, maritime security challenges are becoming increasingly complex with the presence of transnational threats such as illegal fishing, smuggling, human trafficking, and other criminal activities (Hannah & Fatma Ulfatun, 2021).

In the context of modern maritime security governance, the collaborative governance approach is an important paradigm that integrates various stakeholders in national security management. This is in line with the principles of Sustainable Development Goal (SDGs) 16, which emphasize the importance of peace, justice and strong institutions. The implementation of SDGs 16 in the context of maritime security requires a holistic approach that combines aspects of collaborative governance, institutional strengthening, and national security integration.

The Marine Security Agency (Bakamla), established through Presidential Regulation No. 178/2014, is present as a central institution in the management of Indonesia's maritime security. In a theoretical context, Bakamla's role can be analyzed through the framework of collaborative governance Ansell & Gash, 2008, institutionalism theory Di Maggio & Powell, and the concept of integrated national security. Especially in the West Zone, Bakamla faces complex policy implementation challenges because it must collaborate with various institutions such as the Indonesian Navy, Ditpolairud, Customs, and KKP, as well as coordinate with neighboring countries.

This research examines the effectiveness of collaborative and institutional governance implementation in maritime national security through a case study of Bakamla West Zone policy. The analysis focuses on how collaborative governance principles are applied in the context of maritime security, the extent to which institutional strengthening contributes to policy effectiveness, and how this implementation supports the achievement of SDGs 16. The relevance of this research lies in the urgency of developing a maritime security governance model that is not only effective in dealing with contemporary threats but also sustainable in supporting national development.

Theoretical Framework

This research uses a multi-dimensional theoretical framework that integrates four main approaches: Collaborative Governance, Ocean Security, Institutionalism, and sustainable Development Goal. This theoretical integration is necessary to understand the complexity of maritime security governance that involves multiple stakeholders, multiple levels of governance, and multiple dimensions of security.

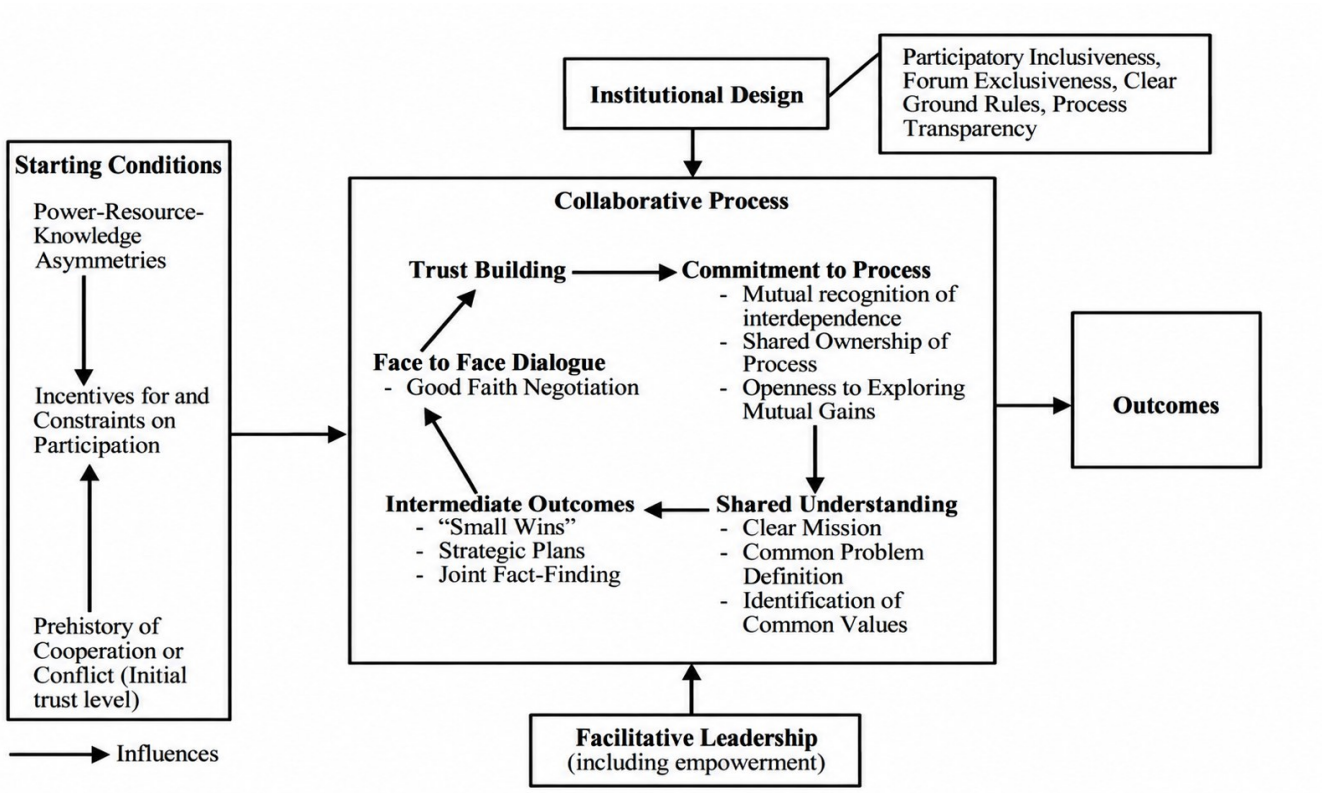
1. Collaborative Governance

Collaborative Governance, according to Islamy. is control among various public institutions that work together to make public policies and involve various stakeholders (Permatasari, 2023). Collaborative Governance itself is a process of cooperation across government and non-government institutions. In terms of public administration, collaborative governance is one of the new government approach models that involves various stakeholders simultaneously gathering in a forum with the government to reach consensus on solutions to problems that the government cannot solve alone (Harmiati et al. 2020).

Basically, the collaborative governance framework model is a method of decision-making from various actors involved in cooperation (Muhammad Noor & Falih Suaedi, 2022). In their own theory, Ansell and Gash conceptualized the collaborative governance framework by dividing the workspace into 4 dimensions. Starting conditions is the initial stage before the collaborative governance process is carried out. The second dimension is the collaborative process, which contains the collaborative process by producing temporary outputs. The collaborative process is strongly influenced by two other dimensions, namely the institutional design dimension and the facilitative leadership dimension.

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Figure 1
Model Collaborative Governance Ansell and Gash 2008, (2022)



Collaborative process is a process of cooperation between institutions in achieving common Goal. Ansell and Gash themselves suggest that in the collaborative process there are 5 (five) indicators that must be met, namely:

Face to face dialogue, the collaborative governance process is oriented towards face-to-face dialogue as the initial process of the collaborative governance process itself (Faidati & Muthmainah, 2018). According to Ansell and Gash, collaborative governance needs to start by building initial dialog through face to face.

Trust Building, after conducting face-to-face dialog, the next process is to build trust in each agency in supporting cooperation through good communication.

Commitment to the process, according to Ansell and Gash in (Al Hafis et al., 2024), said that in the collaboration process, the role of commitment is very important to note because of the attitude of stakeholders who consider their existence as the most important thing. To achieve the desired consensus, legitimacy and mutual commitment are needed.

Intermediate outcomes, interim results are the results obtained after carrying out the collaborative governance process which will later be evaluated as input into the collaborative governance process. Each stakeholder has a real result represented by this interim result (Piani, 2021).

2. Ocean Security

Security originally meant the security of state relations and defense against military threats from other countries (Trihartono et al., 2020). However, in its own development, security does not only focus on military threats, but has penetrated into non-military threats. National Security is a state of security, peace and comfort in a country (Pedrason, 2021). The border region has a very high threat of non-military threats. Therefore, border areas need special attention, especially in terms of security (Rusmiyati, Mesy Faridah & Alma'arif, 2022).

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in a country (Pedrason, 2021). The border region has a very high threat of non-military threats. Therefore, border areas need special attention, especially in terms of security (Rusmiyati, Mesy Faridah & Alma'arif, 2022).

The security sector seeks to maintain the security of the state and individuals (Bambang Heru et al., 2010). The concept of security itself does not look at a single national security unit, but breaks down into several other security concepts, such as national defense, homeland security, public security, human security, and maritime security. Burger (2014) suggested three main frameworks to build the concept of maritime security: maritime security matrix, maritime securitization framework, and security practice and communities of practice (I Nengah Putra A, 2016).

3. Institutionalism Theory

According to Dacin, (Hao Dong & Nicholas Dacre, 2021), one of the most widely used theories to understand individual and organizational behavior is institutional theory (Kurniawati, 2021). According to Lincoln (1995) in organizational structures and processes are more likely to gain meaning and stability in their own right rather than based on how effective and efficient they are in achieving desired Goal, such as organizational or institutional Goal and missions (Wibowo, 2023).

According to Di Maggio and Powell (1983), in adjusting to the environment, organizations can carry out at least 3 (three) mechanisms. First, Coercive isomorphism is self-adjustment due to external and internal organizational pressures. Second, mimetic isomorphism is self-adjustment due to the uncertainty of the surrounding environment. And third, normative isomorphism is a change to increase the professionalism of the organization.

4. Sustainable Development Goal 16

The Sustainable Development Goal, also known as the SDGs, are a collection of transformational Goal agreed by leaders from 189 countries, and apply to all countries in the world. Sustainable Development Goal (SDGs) is a sustainable development agenda for the benefit of people and the Earth that is based on human rights and equality, and aims to promote better social, economic and environmental growth (Arry Bainus, 2018). accordance with the Sustainable Development Goal, there are 17 indicators. One of them is indicator 16 in the achievement for Governance and Institutions. The goal is to build a just and inclusive society for sustainable progress; ensure that justice is available to all; and build effective, accountable and inclusive institutions at all levels (Armida Salsiah Alisjahbana, 2018).

Research Methods

The author uses descriptive qualitative research methods. Definitive data is data that occurs, not just what is seen and said, with the meaning behind it (Citriadin, 2020). Descriptive research is a type of research conducted with the aim of systematically and accurately describing symptoms, facts, or events in a particular population or region without investigating relationships or testing hypotheses. Types include surveys, case studies, follow-up studies, document or content analysis, time and motion studies, and tendency studies. In this case the author uses a descriptive case. Where Depdikbud 1982/1983 says that case research is a type of research that aims to thoroughly study a social group, such as individuals, groups, institutions, or communities. The author uses an interactive model, developed by Miles and Huberman (Tri Wahyu Lestari & Adi Sucipto, 2023), to analyze the data.

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The interactive model developed by Miles and Huberman is a structure for qualitative data analysis that consists of three main iterative stages, namely:

1. Data Reduction: The process of selecting, concentrating, and simplifying field data to find patterns or important information.

2. Data Presentation: Putting data in an easy -to-understand format, such as narratives, tables, or graphs, so that researchers can see the general picture and make provisional conclusions.

3. Conclusion Drawing/Verification: Finding meaning from the data that has been presented and verifying the findings or conclusions in order to have validity.

This research will use four main theoretical approaches, namely Collaborative Governance Theory, National Security Theory, Institutionalism Theory, and Sustainable Development Goal (SDGs). Each approach will be used to analyze aspects of Bakamla co-collaboration, security, and institutional structure. With this method, it is hoped that a thorough understanding of Bakamla policy role in supporting sustainable maritime security, as well as its contribution, can be obtained.

Results and Discussion

Evaluation on the Effectiveness of Bakamla West Zone Regulations

Since its establishment in 2014, the Marine Security Agency (Bakamla) has had a strategic role in maintaining the security of Indonesian waters. Presidential Regulation No. 178/2014 on Bakamla determines the establishment of Bakamla itself. BAKAMLA RI is responsible for safeguarding Indonesia's territorial waters and jurisdiction (Turi et al., 2023). In the international context, Indonesia Coast Guard (ICG) is another name for the Bakamla organization responsible for keeping Indonesian territorial waters safe (Chyntia, 2023). The history of Bakamla formation was influenced by Indonesia's need to have a specialized agency that not only concentrates on law enforcement, but can also cooperate with various agencies at the national and international levels. In the West Zone, Bakamla role is all the more important given that the region encompasses the Strait of Malacca, a congested and economically strategic sea lane that is also vulnerable to international criminal acts such as smuggling and fish theft. The maritime area poses a threat to the sovereignty of the country if it is not supported by various facilities and infrastructure for law enforcement and supervision in the maritime area (Riana Kesuma et al., 2023).

Several laws and government regulations provide a legal foundation for Bakamla, which includes rules governing the agency's duties and authorities. One of the main cornerstones is Law Number 32 of 2014 on Maritime Affairs, which establishes Bakamla as responsible for security and safety in Indonesia's marine territory. This is explained by Article 61 (Undang-Undang Republik Indonesia Nomor 32 Tahun 2014 Tentang Kelautan) which reads "The Marine Security Agency has the task of conducting security and safety patrols in Indonesian waters and Indonesian jurisdictional areas". In addition, various presidential regulations and presidential instructions strengthen Bakamla role in patrolling, monitoring and prosecuting violations of the law at sea.

In its implementation, Bakamla West Zone has developed various strategies and work programs to improve security and prevent threats in its territorial waters. One of the efforts made is routine patrols and marine security operations, which aim to monitor the activities of ships on international routes such as the Malacca Strait. These patrols not only involve Bakamla personnel, but also utilize technology, such as the use of drones, satellites and radar systems to detect suspicious activities at sea.

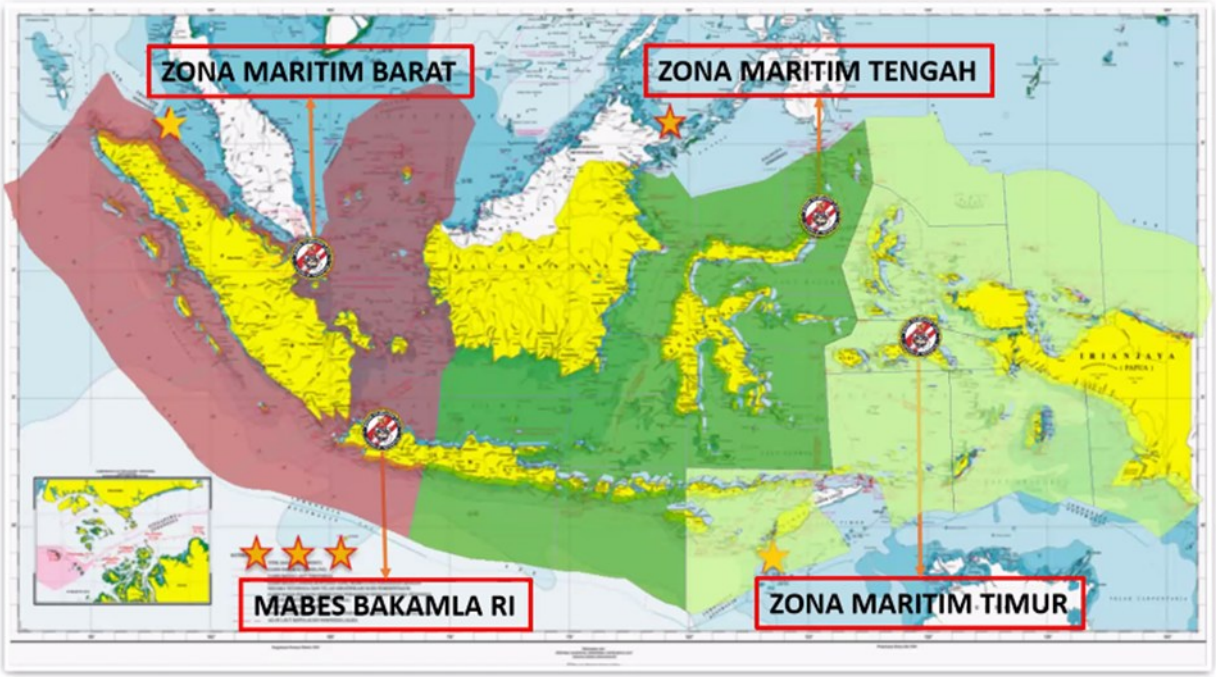
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In addition, Bakamla West Zone also cooperates with other agencies to strengthen surveillance in border areas. However, the effectiveness of this implementation is constrained by limited resources, both in terms of personnel and technology, which affects the maximum achievement in maintaining marine security.

The evaluation of the effectiveness of the West Zone Bakamla regulation shows that there are several challenges and obstacles in carrying out its duties. Although regulations have provided clear authority, coordination with other agencies sometimes experiences obstacles, especially in terms of resource allocation and determination of patrol areas that are the responsibility of each agency. Another challenge is in anticipating the changing dynamics of security threats, such as new modes of smuggling and crimes at sea. This situation shows that there is a need for policy updates and capacity building for Bakamla, both in terms of human resources and technology, to ensure that regulations can be effective in dealing with increasingly complex threats.

Overall, the effectiveness of the regulations implemented by Bakamla West Zone still needs to be improved in order to fulfill the main objective of maintaining Indonesia's marine security. While the history of the establishment and existing regulations have provided a strong foundation, implementation challenges require further attention, particularly in terms of cross-agency coordination and resource optimization. Improving the effectiveness of Bakamla will not only support the achievement of Sustainable Development Goal (SDG) 16 which emphasizes on peace and security, but will also strengthen Indonesia's position in maintaining sovereignty in its border waters.

Figure 2
Bakamla Operational Areas (Bakamla, 2024)



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Inter-agency collaboration in marine security surveillance is an important element for the Marine Security Agency (Bakamla), especially in the West Zone, given the vast waters that must be monitored and the variety of threats faced. Using Ansell and Gash's Collaborative Governance theory, inter-agency collaboration is seen as a joint effort in dealing with complex problems that require the involvement of various parties. This theory emphasizes the importance of open communication, clear division of roles, and trust between the parties working together. In the context of Ba-kamla, this collaboration involves coordination with the Indonesian Navy, Ditpolairud, Customs, and the Ministry of Marine Affairs and Fisheries (KKP) to keep the waters safe and free from transnational threats.

In an effort to maintain security in the West Zone waters, Bakamla not only coordinates with national government agencies, but also builds cooperative networks with international organizations and neighboring countries. Considering that the waters in the West Zone include dense international trade routes, Bakamla cooperates with neighboring countries such as Malaysia. This collaboration allows for the exchange of intelligence information, joint exercises, as well as joint patrol operations that play a role in addressing transnational threats such as human trafficking and smuggling of illegal goods. Through this cross-border coordination, Bakamla can strengthen border area surveillance and expand the scope of marine security in international waters directly adjacent to Indonesia. This is in line with (Peraturan Pemerintah Nomor 13 Tahun 2022 Tentang Penyelenggaraan Keamanan, Keselamatan, Dan Penegakan Hukum Di Wilayah Perairan Indonesia Dan Wilayah Yurisdiksi Indonesia) Article 9 which reads "Patrols consist of: a) Joint patrols; b) Independent patrols; and c) Coordinated patrols". Patrols conducted jointly with neighboring countries use a coordinated patrol scheme. Joint patrols for 2024 alone are limited to 60 days.

The cross-agency collaboration built by Bakamla West Zone shows that the effectiveness of marine security is highly dependent on good coordination skills and the willingness of each agency to share information and resources. Through collaborative working patterns, Bakamla can strengthen its strategic role in maintaining marine security, especially in border areas that are vulnerable to transnational threats. An evaluation of this collaboration shows that although coordination has gone well, it still needs strengthening in the form of increased trust between agencies, adequate resource allocation, and increased personnel capacity. With more optimized collaboration, Bakamla can be more effective in carrying out its role and support the achievement of Sustainable Development Goal 16, namely peace, justice and strong institutions.

Institutional Structure and Capatity Of Bakamla West Zone

The institutional structure of Bakamla West Zone plays an important role in determining its operational effectiveness in the field. The purpose of organizational structure, according to Para ahli, is to specify how formal work tasks are carried out, coordinated, and organized (Nurul Hidayati Murtafiah et al., 2023). Based on institutional theory that highlights the role of organization and structure in influencing institutional behavior, Bakamla is designed to carry out surveillance and law enforcement functions in territorial waters. Bakamla's institutional structure is based on a clear hierarchy, with lines of command flowing from the center to units in various regions, including the West Zone. The purpose of this structure is to ensure effective coordination and an orderly flow of command in handling various situations in the waters, especially in vulnerable and high-risk areas such as the Malacca Strait.

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However, despite this design, there are a number of structural challenges that affect the smooth operation of Bakamla.

One of the main obstacles faced by Bakamla West Zone is the limited resources, both in terms of budget, personnel and equipment needed to support marine surveillance operations. This limitation causes Bakamla to prioritize patrol areas and is often only able to conduct surveillance at certain points that are considered vulnerable. In addition, the limited budget makes it difficult for Bakamla to maintain and procure the latest surveillance equipment such as sophisticated radars or patrol vessels. This situation results in Bakamla often relying on cooperation with other agencies or assistance from outside parties to fulfill technological and logistical needs in the field, which ultimately limits Bakamla's operational independence in carrying out its duties.

Overall, the challenges in the institutional structure and capacity of Bakamla West Zone indicate an urgent need to strengthen the institution in terms of resources and personnel capacity. Through increased budget, procurement of more advanced technology, and intensive training for personnel, Bakamla can strengthen its operational effectiveness in maintaining marine security, especially in strategic areas such as the West Zone. Bakamla Zone Maritim Barat maximizes the identification process for each individual by using the Automatic Identification System (AIS) and other nelayan or pelaut as a dini detection method (Nurul Hidayati Murtafiah et al., 2023). Clarifying the authority and role of Bakamla is also a crucial factor in overcoming role conflicts with other agencies. If these challenges can be overcome, Bakamla will not only function more effectively, but will also support Indonesia's efforts in achieving Sustainable Development Goal 16, which emphasizes the importance of strong, peaceful and just institutions.

The Relevance of National Security in Maritime Security

National security and maritime security are two closely related concepts, especially in the context of an archipelagic state like Indonesia. Based on national security theory, maritime security is the main aspect that serves as regional protection. In Indonesian waters, especially in the West Zone region which includes the Strait of Malacca, maritime security is a priority to prevent external threats such as smuggling, piracy and other illegal activities. Threats to maritime security directly affect national security, as unsafe sea lanes open up opportunities for illegal activities to enter that can disrupt the country's sovereignty and stability. As such, close surveillance of these waters is an important part of the national defense strategy. In carrying out the maritime security of Bakamla's Western Zone, it cannot do it alone; therefore, cooperation with parties that have the same authority is required (Aryanto, 2024).

Maritime security is one of the key elements in maintaining national security, especially for an archipelagic country like Indonesia. Marine security not only serves to protect the country's sovereignty from external threats, but also contributes to national stability that supports social, economic and political activities. In this context, the role of Bakamla West Zone is strategic, given that the waters cover vital international trade routes and are prone to various illegal activities and cross-border threats. As an illustration, Table 1 shows the recapitulation data of Bakamla West Zone maritime security in Indonesian waters from January 1, 2024 to October 19, 2024.

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Figure 3

Summary of Maritime Security Operations by BAKAMLA Western Zone in Indonesian Waters, Period January 1, 2024 to October 19, 2024 (Bakamla, 2024)

No.	Type of Incident	Total
1	Armed Robbery of Ships	2
2	Smuggling of Contraband	47
3	Drug Trafficking	26
4	Illegal Fuel/Fuel Theft	3
5	Irregular Human Migration	27
6	IUUF	16
7	Marine Pollution	4
8	Maritime Accidents	314
9	Territorial Violations	3
10	Petty Theft	15
11	Others	7
Total		464

From the data, it can be seen that maritime accidents are the most common case with 314 incidents. This shows the need for more massive efforts in improving shipping safety and strengthening surveillance in congested shipping lanes. In addition, cases of illicit goods smuggling (47 incidents), drug trafficking (26 incidents), and irregular human migration (27 incidents) accounted for a significant number. This phenomenon emphasizes the importance of maritime security as an instrument in maintaining state sovereignty while protecting the public from the adverse effects of criminal activities in the territorial waters.

The relevance of maritime security and national security is closely related to the achievement of Sustainable Development Goal 16 which aims to create peace, justice and strong institutions. Bakamla, as an institution tasked with maintaining marine security, plays an important role in ensuring Indonesian waters remain safe and free from criminal activities that undermine national stability. In achieving SDG 16, maritime security supports the creation of a conducive environment for economic activities and transportation in international waterways. Marine security not only protects the country's resources and sovereignty, but also provides a sense of security for coastal communities and fishing industries that rely on marine resources for their livelihoods. In facing the challenge of achieving sustainable development, efforts such as coordination, communication, and cross-sector collaboration are needed (Ahnaf Tsaqif Firdaus, 2023).

The challenges in maintaining maritime security that are relevant to national security are cross-border threats such as human trafficking, narcotics smuggling and illegal fishing. These threats are not only a marine security issue, but also have a negative impact on overall national security. The role of Bakamla in the West Zone in dealing with these threats is crucial, especially since the area is a strategic world trade route that is heavily traveled by foreign ships. Effective implementation of maritime security policies

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and strong inter-agency synergies will strengthen Indonesia's position in maintaining water stability and security, thereby achieving SDGs 16 in the context of national and international security.

In addition, from a national security perspective, maintaining marine security in the West Zone waters has strategic value in maintaining the stability of the Southeast Asian region. Indonesia, as a country with a geostrategic position, has a great responsibility to maintain marine security in its territory so as not to disturb neighboring countries. In addition, stability in these waters also affects Indonesia's credibility in the eyes of the world in an effort to create a safe and peaceful region. In order to achieve sea security that is integrated with national security, strong coordination between Bakamla and other relevant institutions, both at the national and regional levels, is required.

Overall, the relevance of national security in the context of maritime security shows that surveillance and management of waters by Bakamla has a strategic role in achieving SDG 16. By maintaining maritime security, Indonesia can maintain national stability, protect natural resources, and make a positive contribution to regional and international peace. This approach demonstrates that maritime security is not only important for national security, but also to support sustainable development Goal that promote peace and justice for society at large. Going forward, Bakamla's capacity building and strengthened cross-agency collaboration will further strengthen the role of maritime security as part of the national defense strategy relevant to the achievement of SDG 16.

Conclusion

Maritime security in Indonesian waters, particularly in the Western Zone patrolled by Bakamla, is a crucial element in maintaining national security and achieving Sustainable Development Goal (SDG) 16. In this context, Bakamla plays an important role in protecting waters from various cross-border threats that could undermine the stability and sovereignty of the state. Through strict surveillance, effective regulation enforcement, and coordinated inter-agency collaboration, Bakamla contributes to a conducive maritime security environment, which impacts public safety, industry, and national economic well-being.

The achievement of SDG 16, which emphasizes the importance of peace, justice, and strong institutions, is increasingly relevant given Bakamla's role in integrating maritime security into the national defense context. Going forward, Bakamla's institutional capacity and resources need to be continuously optimized so that its maritime surveillance and security role can be carried out more effectively and sustainably. Thus, maritime security is not only part of national security but also a foundation for Indonesia in fulfilling its strategic role in creating a safe and peaceful Southeast Asian region and contributing to sustainable global development.

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I hereby declare that the entire process of writing this article was carried out independently without the use of artificial intelligence (AI) in any form. The entire content of this article is the result of personal thoughts, analysis, and interpretation based on accountable academic studies.

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