

## NETWORKING THAT NOT WORKING: CHALLENGES IN INDONESIA'S MARITIME POLICY NETWORK

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### ABSTRACT

Countries with a vast sea area have faced great concern regarding maritime security. Indonesia, a maritime country with an enormous marine resource that contributes 2.58% to the country's GDP, ranked second as a vulnerable country to marine threats, such as Illegal, Unreported, and Unregulated (IUU) fishing. This research analyzes the implementation of Indonesia's 2021 – 2025 Maritime Policy Action Plan and how the policy network cooperates to eradicate IUU fishing. Through qualitative content analysis, several regulations and laws in line with the policy action plan were subject to the analysis and reports published by authorized governmental agencies, such as the Indonesian Maritime Security Agency and the Ministry of Marine Affairs and Fishery. Based on policy network analysis of reports by ministries and institutions/agencies, sectoral ego and integration are the critical issues to curb in the policy community. The lack of an integrated system of information sharing has been a part of challenges in collaborative efforts to attain the state of a secure and safe sea. In this regard, the government must strengthen the information-sharing system in their policy network and the policy community itself to maximize efforts on the security of jurisdiction territory to eradicate IUU fishing.

**Key words:** Policy Network; Indonesia's Maritime Policy; IUU Fishing; Jurisdiction Territory.

## JARINGAN TIDAK BEKERJA: TANTANGAN DALAM JEJARING KEBIJAKAN MARITIM INDONESIA

### ABSTRAK

Negara dengan wilayah laut yang luas sering kali menghadapi permasalahan terkait keamanan maritim. Indonesia, negara maritim dengan limpahan sumber daya laut yang menyumbang 2,58% terhadap PDB negara, mendapatkan predikat sebagai negara terentan peringkat kedua terhadap ancaman kelautan, seperti *Illegal, Unreported, and Unregulated (IUU) fishing*. Penelitian ini menganalisis implementasi dari Rencana Aksi Kebijakan Kelautan Indonesia 2021 – 2025 dan melihat bagaimana jejaring kebijakan bekerja untuk 'memerangi' IUU fishing. Melalui konten analisis kualitatif, beberapa regulasi dan undang-undang yang sejalan dengan rencana aksi kebijakan dan laporan-laporan yang dipublikasikan oleh instansi pemerintah yang berwenang, seperti Badan Keamanan Laut dan Kementerian Kelautan dan Perikanan, juga digunakan untuk dianalisis. Berdasarkan analisis pada jejaring kebijakan dalam laporan-laporan yang dipublikasikan kementerian dan institusi/lembaga, ego sektoral dan integrasi memiliki peran yang penting dalam pencapaian rencana aksi kebijakan. Kurangnya sistem pembagian informasi yang terintegrasi menjadi bagian dari halangan dalam bekerja sama untuk mencapai keadaan laut yang aman. Berkaitan dengan hal tersebut, pemerintah harus meningkatkan sistem berbagi informasi dalam jejaring kebijakan dan *policy community*-nya sendiri untuk mengoptimalkan upaya dalam pengamanan wilayah yurisdiksi dalam rangka pemberantasan *IUU fishing*.

**Kata kunci:** Jejaring Kebijakan; Kebijakan Maritim Indonesia; *IUU Fishing*; Wilayah Yurisdiksi.

### INTRODUCTION

Marine resources have been spotlighted for years as global demands on fish and other aquatic foods increased. From 1998 to 2018, the average fish consumption rose globally, from 15.6 to 20.4 kg/year per person. It was projected that the consumption of fish per capita will double globally from the current average consumption by 2050 (Naylor et al., 2021). The leading exporting countries of fish and fishery products in 2020 are primarily countries with a vast sea area, such as China, Norway, and Vietnam (Statista, 2023). Despite the increasing trend of fish consumption, Illegal, Unreported, and Unregulated Fishing (IUU fishing) become a significant concern for

countries with enormous sea regions and marine resources. The Food and Agricultural Organization (FAO) reported that the mentioned offense caused a loss of US\$23 billion, or equal to 26 million tons of fish (Sukmana, 2023).

Indonesia, a maritime country with a vast sea area in which two-thirds of the country's territory is ocean, faces the unsolved trend of IUU fishing. Indonesia's sea area reaches 6.4 million km<sup>2</sup> with an Exclusive Economic Zone of 3 million km<sup>2</sup> (Center of Indonesian Navy Hydro-Oceanography, 2018), which accounts for 12.01 million tons of potential reserved marine resources annually in the largest sea area of the country. Additionally, Indonesia's fish and fishery products in 2022 reached 24.78 million tons.

Through that number, Indonesia's fishery export rate passed Rp96.8 trillion or approximately US\$6.24 billion, which accounted for 2.58% of the National GDP (Ministry of Marine and Fisheries, 2023). This potential of the marine sector could be strengthened if the government can maintain IUU fishing offenses. Annually, the estimation of loss Indonesia experienced because of IUU fishing reached US\$4 billion (Firmansyah, 2020), or 64% of the export earnings and 17% of the global loss.

To note, IUU fishing is the action of fishing conducted by vessels through law breaching in the sea of a country. As per the name, the type of offenses was illegal fishing, where fishers don't have any permit to conduct activities on the sea; unreported fishing, where fishers don't report their catch, sailing and vessel information, as well as their fishing activities plan; and unregulated fishing, where fishers conduct non-compliant activities to the enforced law, such as the used of prohibited fishing gear (Suhaidi et al., 2022; Rahmadani et al., 2020; Kumala et al., 2020; Yuliantiningsih et al., 2018; Wibowo et al., 2015). IUU fishing is frequently the cover for other marine offenses, such as trespassing, slavery and human trafficking, contraband smuggling, illegal fueling, and piracy (Chapsos and Hamilton, 2018; Yuliantiningsih et al., 2018).

The Indonesia Maritime Security Agency (Bakamla) (2023a, 2023b, 2023c, 2023d, 2023e, 2023f, 2023g, 2023h, 2023i, 2023j, 2023k, 2024a) reported that IUU fishing occurred in 17 places of Indonesia's jurisdictional seas, where the North Natuna Sea and the Strait of Malacca and Singapore were the most prone areas. Both foreign and local boats were involved in this activity. Additionally, in 2023, 109 boats were caught for illegal fishing within Indonesia's seas, where 57% (63) cases occurred in the jurisdiction areas. However, Global Fishing Watch's Automatic Identifying System (AIS) monitoring

suggests that over 200 boats were allegedly involved in IUU fishing in Indonesia's jurisdiction territories. The latest case occurred in May 2024, when a Russian-flagged ship, Run Zheng 03, was captured by the Marine Resources and Fisheries Supervision (PSDKP), under the Indonesian Ministry of Marine Affairs and Fishery (KKP), for IUU fishing allegation on the Arafura Sea, which happened to do other offenses: human trafficking and illegal fueling (Grahadyarini, 2024).

To fight IUU fishing in Indonesia's territories, the Indonesian Government issued Presidential Regulation (Perpres) No. 16/2017 about the Indonesian Maritime Policy, which aligns with President Joko Widodo's vision of making Indonesia a maritime axis country. This policy outlines a comprehensive Indonesian Maritime Policy, serving as a "guideline for government ministries, institutions, communities, and business entities in planning, implementing, monitoring, and evaluating maritime sector development programs aimed at improving Indonesia to become the pivotal maritime country globally." This policy is based on Indonesia's identity as a maritime country with a vast sea territory exceeding its land area, historically inclined towards terrestrial rather than maritime development. Recognizing the geographical benefits, the Indonesian Government is driven to "shape political and economic stability and to contribute to regional and international environmental security." The ambition is to position Indonesia as a leading maritime country, thereby contributing positively to global and regional peace and harmony, aligning with the national interests.

Indonesia is indeed aware of its maritime domain. Based on Indonesia's maritime policy, Table 1 outlines at least sixteen points of

**Table 1. Points of Indonesian Obstacles and Plans on Maritime Development (Findings are not the exact copy of wording from the original regulation)**

Human Resources	Territorial	Crimes	Infrastructure
Natural Resources	<ul style="list-style-type: none"> <li>Environmental pollution and destruction of biodiversity.</li> </ul>	<ul style="list-style-type: none"> <li>Eradicating IUU fishing and other fisheries crimes.</li> </ul>	<ul style="list-style-type: none"> <li>Leveraging oil, gas, minerals, waters, and ocean waves for future energy and mineral needs.</li> <li>Providing data and information on the resources of marine life and the biodiversity within Indonesia's deep-sea environments.</li> </ul>

	Human Resources	Territorial	Crimes	Infrastructure
Leadership	<ul style="list-style-type: none"> <li>• Identity reinforcement.</li> <li>• Showcasing leadership in maritime affairs globally and regionally, increasing bilateral cooperation, and establishing a security framework in Asia.</li> <li>• Providing scholarships to maritime technical schools and enhancing research and development capabilities.</li> </ul>	<ul style="list-style-type: none"> <li>• Resolving maritime boundary issues.</li> <li>• Formulation of marine spatial planning.</li> <li>• Increasing the jurisdiction of the continental shelf and exploration of international waters.</li> <li>• Maritime decentralization.</li> </ul>	<ul style="list-style-type: none"> <li>• Strengthening the surveillance and protection of water resources.</li> </ul>	<ul style="list-style-type: none"> <li>• Appropriate proportion of marine defense and security systems.</li> <li>• Infrastructure development and maritime connectivity.</li> <li>• Development of international ports and international navigation traffic hubs.</li> <li>• The need for national maritime economic calculations as a basis for maritime development planning.</li> </ul>

Source: Perpres No. 16/2017, processed by author

Indonesia's issues and plans for their water. IUU fishing and the improvement of the sea's security and supervision are notably important, especially for the jurisdiction territory, which has a dedicated policy pillar that addresses these concerns. The policy includes 76 programs, and the second pillar of the policy, which focuses on Defense, Security, Law Enforcement, and Safety at Sea, comprises eight critical programs aimed at enhancing defense and security infrastructure and increasing the authorities' role in executing defense and security protocols. In this regard, the Government created a five-year action plan to implement this policy, recently issued through Perpres No. 34/2022, outlining the Indonesian Maritime Policy Action Plan for 2021-2025.

The implemented action plan is reviewed every five years, as stated in the policy. The plan aims to coordinate involved entities in programs and activities to promote marine development in Indonesia. To ensure accountability, the plan includes specific goals, strategies, activities, timelines, outputs, funding sources, and responsible institutions. It is updated at the end of the implementation period to keep up with the National Mid-Term Development Plan (RPJMN), then changes the policy. The Government assigned The Coordinating Ministry for Maritime Affairs and Investment to coordinate and monitor the implementation of all policy programs and activities.

The Government highlights IUU fishing as a strategic concern and outlines at least eight programs to address it effectively. Some of these programs aimed at curbing criminal activities by improving the monitoring of ship operations through increasing surveillance day, coordinating relevant ministries and institutions/agencies'

policies against IUU fishing, increasing supervision on fisheries crime cases, and expanding the number of participating countries in the Regional Plan of Action (RPOA) - IUU. Additionally, there is a focus on suppressing criminal cases in the fisheries sector, specifically emphasizing IUU fishing. However, the policy action plan suggests improvement in monitoring data using AIS and constructing an AIS Base Station is yet to commence. This indicates the possibility of less effective monitoring in the frontier, outermost, and least developed (3T) regions.

**Figure 1. Venn Diagram of Ministries, Institutions, and Agencies Involved in IUU Fishing Eradication Programs Under the Policy Action Plan**



Source: Perpres No. 34/2022, processed by author.

It is important to note that Indonesia has 13 government ministries and institutions/agencies responsible for enforcing defense and security at sea, and 12 participate in fighting against IUU Fishing. However, as shown in Figure 1, only six ministries and institutions/agencies are directly

related to the eradication programs, three of which - The Indonesian National Police (Polri), Bakamla, and the Indonesian National Armed Force (TNI) - have direct links as related agencies. However, Polri doesn't have the authority to do surveillance in the jurisdiction territory. At the same time, the Ministry of Defense, the Ministry of Marine Affairs and Fisheries (KKP), and the Ministry of Foreign Affairs are the three technical agencies linked to IUU fishing eradication programs. Relevant agencies have the authority and duties to conduct operations, while technical agencies have authority in the non-operational scope, as per Governmental Regulation (PP) No 13/2022. Despite the efforts and sufficient number of governmental institutions/agencies handling IUU fishing, there is still room for improvement in Indonesia's strategy to combat IUU fishing (Khan et al., 2024; Ambarsari et al., 2023; Kusuma et al., 2021; Basir and Aziz, 2020; Chapsos et al., 2019; Mubarak, 2019), one of which is the policy network (Darmawan, 2023).

The policy network has a pivotal role in formulating and implementing the action plan, which indicates that the policy network has already been networked from the start of the policy formulation. In the sense of policy implementation, a policy network is a group of actors – both government and non-government independent bodies whose interest concerns public policy development – that cooperate to achieve particular objectives with an interdependent relationship based on resource needs (Vecchio et al., 2023; Bevir, 2012; Bainbridge et al., 2011). Inside the policy network, to make sure that the cooperation is working, networking is critical as it affects the interaction and connection between actors, which means the more, the better. Even though actors tend to network based on their interests, the behavior attests to achieving their goals (Klijn & Koppenjan, 2012; Bevir, 2012).

However, the maritime policy output achieved until the first quarter of 2024 indicates that the policy network is ineffective. Then, what factors affecting the policy network that affect the number of IUU fishing in Indonesia's jurisdiction territory? In this article, several factors, such as the overlapping authorities of agencies in jurisdiction territory and the lack of adequate facilities and infrastructure during the implementation of programs or activities related to the maritime policy, are described as the challenges in interacting within the policy network. Uncovering these obstacles aimed to

explain the conditions the government has to enhance maritime policy implementation within their realm through a dialectical approach.

## METHOD

This article used a qualitative method, which aimed to describe meaning, comprehension, and interpretation through the process, context, and meaning of a phenomenon (Creswell & Poth, 2017). In using the mentioned method, the descriptive approach is used as this approach utilizes the information regarding factors in the phenomenon with variables or conditions. The analysis uses literature study as a data collection method. Creswell (2014) explained that literature studies consist of public and private archives, such as newsletters or another news platform, meetings archive, personal journals, and letters. As for this research, literature that used are journal articles, books, online news, government legal documents, as well as reports by ministries and institutions/agencies.

In processing data obtained through the reports and online news, dataset were made to simplify the analysis within the period of 2017 to the first quarter of 2024. Reports used by researchers were specifically monthly and annual reports regarding achievements and performance published by Bakamla, the Coordinating Ministry of Maritime Affairs and Investment, the Ministry of Marine and Fishery Affairs, the Ministry of Foreign Affairs, and the Indonesian Navy. The dataset was solely used to interpret the policy network and the outcome of the implemented network. As for online news, researcher utilized news coverage related to the implementation of law enforcement and security action in the jurisdiction territory of Indonesia by local platform within the mentioned period of time.

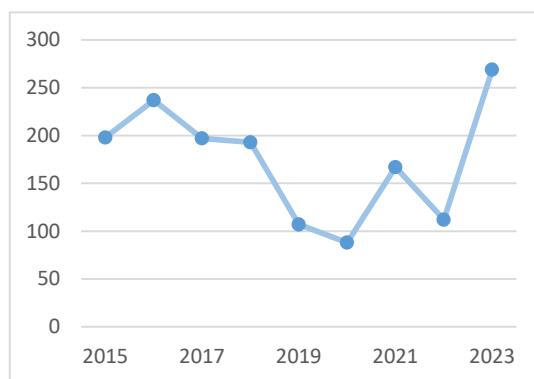
In doing a comparative analysis of the authorities of agencies operating in the security and safety on the sea sphere, there are at least four laws and regulations used in analyzing the significance of the implementation of the action plan of maritime policy. In total, six laws and regulations are used for the analysis, including the Perpres No. 16/2017 regarding Indonesia's Maritime Policy, Perpres No. 34/2022 regarding The 2021 – 2025 Action Plan of Maritime Policy, and Government Regulation (PP) No. 13/2022 regarding The Security, Safety, and Law Enforcement in Indonesia's Waters and Jurisdiction Territory. These regulations are still in function and have become the guideline for agencies and ministries in enforcing security and safety at the sea, including the eradication program of IUU fishing in Indonesia's jurisdiction territory.

## RESULTS AND DISCUSSION

### IUU Fishing Situation in Indonesia's Jurisdiction Territory

IUU fishing has been a persistent issue in Indonesia's sea, even in the first leadership period of President Joko Widodo. The previous year of the start of the second term of Mr. Widodo's ruling in 2017, as many as 237 cases of IUU fishing were reported, an increase of 16.4% from 198 cases in 2015. The trend of IUU fishing has been fluctuating over the years. However, every decline in case numbers has always been followed by a significant increase in incidents. As seen in Graphic 2, a steep decline in 2020 with 88 cases is followed by a high increase in 2021 with 167 cases and another increase in 2023 with 269 cases – a notable number of cases for the past nine years.

**Graphic 1. Number of IUU Fishing Cases Handled by Government Agencies from 2015 to 2023**



Source: Bakamla and KKP Annual Reports from 2017 to 2023; processed by author.

From 2017 to 2022, a gradual inclination in IUU fishing numbers can be seen compared to the 2016 report. To note, between 2020 and 2022, the Government implemented an activity restriction to prevent the spread of COVID-19 (Kementerian Koordinator Bidang Perekonomian, 2021), and the mentioned number is cases handled by authorized government agencies. Meanwhile, in 2023, an increase of 196% from the previous year is shown and is 164% higher than the RAKKI 2021 – 2025 target. However, there were differences in numbers between Bakamla (2024) and PSDKP KKP (2024) where the IUU fishing in 2023 only 109 cases (will be explained in the following sub-section).

In 2017, as the transition of leadership vision transpired, so did the regulations in the government. The licensing and fishing gear regulations were amended (Fajar, 2017), causing the number to be just as high as the 2015 total case. Despite the number, from 2017 to 2019, the Ministry of Marine Affairs and Fisheries'

accomplishments were perceived as excellent based on the Vessel Sinking Policy enacted by Susi Pudjiastuti as the minister (VOA, 2017; Harni, 2019). However, this policy caused turmoil in Indonesia's relationship with other neighboring countries as this act was seen as 'aggressive' (Amanda, 2019; Nasirin and Hermawan, 2017).

Additionally, as seen in the graphic, in the 2016 – 2020 period of the Maritime Policy Action Plan implementation, the number of IUU fishing went down, thanks to the COVID-19 regulations. However, it is hasty to call the implementation to be successful as the vagueness of reports and the lack of research related to security and safety at the sea conducted by authorized agencies in the mentioned timeframe. Still and all, the second term of the action plan, from 2021 until 2025, shows a significant increase in cases, especially in 2023. Thus, showing skepticism over the implementation of the action plan is reasonable. Notably, the action plan is running for its fourth year and is depicted as a better transformation of the previous action plan period, then how does the implementation peak the number of IUU fishing cases?

Despite the external factors, such as people's compliance with the law and the border conflict between Indonesia and neighboring countries (Adiwidya, 2023; Yusof, 2023; Agusman, 2023; Jaya et al., 2023), the internal factor has been an issue far before the Maritime Policy in function. The overlapping authorization of governmental agencies and the management of the policy network share a significant role in combating crimes at sea (Runtukahu, 2016; Kartika, 2016; Kadar, 2015). In the Maritime Policy network, the Coordinating Ministry for Maritime and Investment Affairs is the leading sector responsible for implementing the action plan. Based on how they established a platform for related agencies to report their activities and accomplishments, the coordinating ministry tried to manage interactions between agencies in the policy network. However, this 'arranging interaction' strategy faces challenges that confine effective cooperation's freedom.

### Challenges in The Policy Network

From Indonesia's maritime policy and its corresponding policy action plan, the country is aware of its challenges in becoming a world-class maritime country. The Indonesian Government has identified several critical issues that must be addressed to ensure the country's security and defense and effectively combat IUU fishing in its jurisdictional waters. However, the government failed to see the overlapping roles and responsibilities among agencies involved in addressing IUU fishing, existing sectoral ego, inadequate facilities, and infrastructure in information-sharing systems that might hinder the implementation of the policy action.

Presently, issues occurring in countries are complex and need more than one ministry and governmental institution/agency to solve the problem. Thus, the term policy network, where governmental institutions/agencies have to collaborate to oversee societal issues in a network, plays a role (Hadorn, 2022). This theory essentially emphasizes the governance and structural perceptions of development capacity for an extensive network formation, implementation, and effectiveness as how it was designed (Zubaidah et al., 2023). In terms of ideal implementation, governmental agencies who collaborate recognize shared goals and own an adequate information-sharing system, both formal and informal (Coleman, 2015). Accordingly, the involved parties in IUU fishing eradication programs have their policy network to implement the action plan.

The maritime police network consists of at least six related and technical institutions, as seen in Figure 1. Above all the institutions, the Coordinating Ministry for Maritime and Investment Affairs officiates as the manager of the policy network. Four of the six actors have the same duty in conducting security and safety operations at the sea. Regulations and laws that state each of the agencies' and ministries' duties and functions palpably depicted the overlapping. The difference lies in the function and focus of the agencies, where TNI AL is on the military side, Bakamla is on the civil-military approach, and PSDKP KKP is on the civil. Based on this, the six ministries and institutions/agencies directly linked to IUU fishing eradication programs have significant roles and overlapping duties, as shown in the table below.

**Table 1. Overlapping Duties of Agencies in Maritime Policy Network Based on Regulations and Law**

	Focus	Surveillance	Investigation	Patrol
<i>TNI AL</i>	Maritime Security	✓	✓	✓
<i>Bakamla</i>	Maritime Security	✓		✓
<i>PSDKP</i>	Fishery and Marine Crimes	✓	✓	✓
<i>Polri</i>	Maritime Security	✓	✓	✓

Source: Perpres No. 38/2023, Law No. 34/2004, Perpres No. 178/2004, PP No. 13/2022, Perpres No. 34/2022; processed by author.

For instance, The Indonesian Navy has significant power to enforce the law and carry out patrols. The TNI AL and PSDKP have similar

duties and functions in the IUU fishing eradication program. PSDKP, without military or law enforcement connections, can conduct investigations through the Civil Servants Investigator (PPNS) authority, while the Indonesian Navy has similar authority in the military sector. However, Bakamla, specializing in maritime security with TNI AL and Polri as its members, does not have this authority. It can only arrest and secure, not carry out inquiries and investigations, despite its members being part of other agencies with such authority. This overlapping function could be the root of other potential issues within the governmental organization. Add to that sectoral ego, which hindered collaboration between each other.

Besides security issues, there are anomalies in the duties and functions of the Coordinating Ministry for Maritime Affairs and Investment and the Ministry of Maritime and Fisheries Affairs. According to Perpres No. 92/2019 and Perpres No. 38/2023, the former is a higher-level ministry with coordinating authority over other ministries under its category. It can intervene in implementing activities and programs related to its responsibilities. In contrast, the Ministry of Maritime Affairs and Fisheries already covers all maritime and fisheries matters. There is no indication of the ministry's incompetence in carrying out its duties and roles to the president or other ministries. Hence, the need for a coordinating ministry is questionable.

Given the Ministry of Maritime Affairs and Fisheries' tasks, functions, and organizational structure, the formation of a coordinating ministry seems optional. Proper implementation can be achieved by focusing on developing and strengthening existing ministries, agencies, and government institutions. This can be accomplished by allocating competent human resources and funds. Overlapping authority can be managed through an efficient information-sharing system, impacting the successful implementation of the Indonesian Maritime Policy Action Plan. Integrated actions are necessary to manage overlapping authority effectively.

As how other countries have several institutions functioning in diplomacy as civil and military have different bodies to conduct the duties, the interesting thing is the information sharing system between TNI, the Ministry of Defense, and the Ministry of Foreign Affairs. Coordinated patrols by TNI with other entities could be conducted without the agreement of the Ministry of Foreign Affairs as long as the Ministry of Defense agrees to it. If an event is scheduled far in advance, the letter system currently used between ministries is still considered adequate for sharing information. However, this system is outdated for handling

urgent matters between ministries, such as offenses in disputed areas, where a quick response is needed. Thus, developing an adequate information-sharing system between ministries is crucial. Especially, cooperation in collaborated patrol between neighboring countries, namely Malaysia, Vietnam, and the Philippines, are vital (Vinata and Kumala, 2023; Aliyah et al., 2024), as respective countries have issues with boundaries and grey zone of enforced law on maritime affairs (Jaya et al., 2023; Agusman, 2023; Kipgen, 2021; Husein & Aziz, 2020; Erlina & Siswandi, 2020).

Conversely, the sectoral ego might add to the challenges the government faces. To date, reports published by KKP and Bakamla show a different number of cases even though the former reports contain joint operations with one another and the latter publish a joint report between related agencies. In reports published by Bakamla, several institution and agency cases were inputted into the report, highlighting significant cases handled. However, the reports didn't show consistency as the accumulation of monthly reports was unequal to that in the annual report, (Bakamla, 2023a; Bakamla, 2023b; Bakamla, 2023c; Bakamla, 2023d; Bakamla, 2023e; Bakamla, 2023f; Bakamla, 2023g; Bakamla, 2023h, Bakamla, 2023i; Bakamla, 2023j; Bakamla, 2023k; Bakamla, 2024a; Bakamla, 2024b). On the other hand, KKP reports only covered operations they conducted, so both have different numbers as they are different institutions, as shown in Table 2 (Kementerian Kelautan dan Perikanan, 2023).

On the other hand, the Coordinating Ministry of Maritime Affairs and Investment, who oversees other ministries, has yet to publish reports indicating the collaboration carried out under its ministration. The published reports by the ministry were more focused on the work plans and accomplished achievements rather than the results and outcomes obtained from the implementation of initiatives and programs related to other ministries and institutions/agencies, considering the latter were part of transparency and accountability in the implementation of the Coordinating Ministry of Maritime Affairs and Investment duties and functions. Not only that, but this report is also the embodiment of information-sharing with other ministries and institutions/agencies. The lack of information related to the ministry's collaboration performance with other ministries under them

sparks another questionable urgency of the ministry establishment.

To note, the coordinating ministry developed a platform specifically for monitoring and evaluating the implementation of the maritime policy action plan called 'Sismonev 2.0'. The platform acts as a verifiable channel for related agencies' activities that are attributed to the action plan (Nurcahyo, 2023). Furthermore, Bakamla, as the leading sector of security and safety at the sea, undergoes information-sharing platform development related to law enforcement. This initiative, called API Hub, was initiated by the coordinating ministry (Kementerian Koordinator Bidang Kemaritiman dan Investasi, 2023). Through these measures, it is evident that the policy network manager utilized a strategy to manage interactions between related agencies so that data and information are still distributed, even though there is a possibility of data manipulation.

Several factors affected the implementation of the network, which started the disposition, including sectoral ego in each entity. Drawn by the overlapping roles and duties, along with the sectoral ego, adjustments are needed to enhance networking and achieve the aimed outcomes. Starting with the integration of data and information. As mentioned, numerous reports were published by different ministries and institutions/agencies while the Indonesian Government initiated a database platform called "Satu Data Indonesia." This could be seen as the sectoral ego the policy community shows as they take credit and proclaim their efforts by themselves. Though ego is needed as a trigger to work productively (Marsh and Smith, 2000), ego should not be an obstacle in cooperating to the point their interest is the only thing considered in choosing an activity.

These challenges in numerous ministries and institutions hinder the Government's task of strengthening its institutions/agencies. Implementing programs and activities involves the participation of many actors, resulting in less integration due to the challenges that must be faced (Coleman, 2001). Sectoral ego, as highlighted by several studies (Suharni and Arman, 2023; Dachi et al., 2023; Turi et al., 2023; Ilham et al., 2022; Sugiyono et al., 2020; Gunawan et al., 2020; Mirza & Aisyah, 2020; Ramadhan and Winarno, 2020) and the analysis, poses a significant challenge in determining whether ministries and institutions

**Table 1. Number of IUU Fishing Based on Bakamla and PSDKP Reports in 2023**

Month	Jan	Feb	March	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec	Total
IUUF Case	12	21	13	2	12	7	2	7	2	8	23	0	109
IUUF Case in Bakamla Annual Report													51
IUUF Case in PSDKP Annual Report													269

Source: Monthly Reports from Bakamla, 2023; Annual Reports from Bakamla and KKP, 2024; processed by author.

carry out collaborative or competitive governance in the policy network. Although respective duties and authorities are already established in regulations and laws, sectoral ego still plays a role in achieving goals and targets. Hence, a sustained thirst for obtaining responsibility and incentives is crucial in the implementation process, as emphasized by Marsh and Smith (2000).

### What Should be Done?

Based on the analysis above, several things could be done, from enhancing the information-sharing system so sectoral ego could be diminished to assigning more authority to the involved ministries and institutions/agencies to optimize the policy network. The information-sharing system has a pivotal role in policy networks. Developing a system will simplify the bureaucracy in enacted programs. Even though the government is still in the process of evolving the infrastructure of information-sharing systems like AIS, the policy community should utilize current facilities, namely the “Satu Data Indonesia.” Thus, the information and data, both for public and other governmental sectors, are integrated as the reports published are a joint outcome.

Additionally, as the Coordinating Ministry has its platform for managing the implementation of the action plan with ‘Sismonev 2.0’ and Bakamla is developing another platform focusing on security and safety at the sea, integration is crucial to prevent the duality of data and information. Besides integrating every platform to support policy implementation, fulfilling the facilities and infrastructure to support the initiative of an information-sharing system anywhere is even critical. As AIS bases are still under development and not all the patrol vessels are equipped with satellite for internet connection, a more uncomplicated and 3T-friendly platform is desirable. Developing a platform holds little value if it fails to be accessible and user-friendly for its intended audience.

Another thing that could be done is to decrease the number of involved parties in the eradication program of IUU fishing. Several ministries, institutions, and agencies authorities, functions, and roles overlapped. For example, Bakamla, which consists of TNI AL and Polri, has the authority and function to patrol the jurisdiction waters just like TNI AL. However, since the two are different organizations, operations were held separately. Forasmuch as simplifying bureaucracy in maritime security, Bakamla could still be the leading sector, but with the authority to deploy law enforcers, which are still under the shade of their institution.

Australia applied such an approach to its governance management in combating IUU fishing. To enforce security measures in

Australian Waters, the Australian Fisheries Management Authority (AFMA)—the leading sector for law enforcement with a lack of investigative resources—cooperates with the Maritime Border Command (MBC) to apprehend vessels with IUU fishing allegations. The MBC is a multi-agency task force, similar to Bakamla, where the personnel were part of the navy and border force who are still under the subject of their respective institutions. In other words, the mentioned agencies supported the MBC in conducting law enforcement at sea (Yin & Wang, 2024), which is far different from Bakamla. If Bakamla operates similarly to MBC, it will be more beneficial as the authority on deploying personnel is more extensive. Thus, the possibility of faster and more massive security and law enforcement is higher.

Meanwhile, in the IUU fishing sector, KKP has a directorate specifically functioning in surveillance and law enforcement, even on the jurisdiction territory. Although it seems favorable that several entities safeguard Indonesia's jurisdiction waters, it would be better if the government focused on strengthening existing institutions/agencies solely in surveillance and law enforcement by allocating human resources and budget to those entities instead of creating a new ministry or directorate.

However, adding more ministries or agencies has been an enticing act in the government. Since the decision is on the head of the country, who cannot be easily intervened by other than political power, changing the way of managing the policy network seems more feasible. As mentioned before, the manager of the policy network, the Coordinating Ministry for Maritime and Investment Affairs, is more involved in interaction management than anything. Seeing how two platforms were established regardless of the uneven facilities and infrastructures between agencies and ministries, changing their strategy is advantageous.

### CONCLUSION

Illegal, Unreported, and Unregulated (IUU) fishing in Indonesia is a major concern, resulting in estimated annual losses of US\$4 billion. Data reveals widespread illegal fishing activities within Indonesia's jurisdiction, raising doubts about the effectiveness of current surveillance and enforcement measures. As the policy network is pivotal in policy implementation, networking comes as the gear to function. However, reports and other publications reveal that the policy network is not networking due to the overlapping of authorities and sectoral ego, as well as the inadequate facilities and infrastructures that



support the IUU fishing eradication programs.

The overlapping of authorities and sectoral egos caused the persisting issue of IUU fishing. To enhance the networking of the maritime policy network, this study suggested the integration of all information-sharing systems supporting the IUU fishing eradication activities and programs to prevent the duality of data and information. This integration attempt could diminish respective sectoral ego and manipulation of reports from the overlapping authorities. Changing the networking strategy in the policy network is also highly suggested to efficiently achieve the policy action plan target and goals in accommodating the existing situation related to inadequate facilities and infrastructures.

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