

INTEGRATING INDONESIA'S BORDER CONTROL MANAGEMENT SYSTEM: AN ANSWER TO EVER-EVOLVING TRANSNATIONAL ORGANIZED CRIME

MENGINTEGRASIKAN SISTEM MANAJEMEN KONTROL PERBATASAN INDONESIA: JAWABAN ATAS KEJAHATAN TERORGANISIR TRANSNASIONAL YANG TERUS BERKEMBANG

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Abstract (In English): *This article examines the critical need for an integrated border control management system in Indonesia, addressing the challenges posed by the country's vast archipelagic geography and the evolving threats of transnational organized crime. It analyzes the current fragmented state of Indonesia's border management, spread across multiple agencies including immigration, customs, maritime security, and border patrol. The study highlights the inadequacies of this system in combating sophisticated criminal networks that exploit jurisdictional gaps and information silos. Drawing on comparative analyses of integrated border management systems in countries such as the United States, Australia, and Singapore, as well as regional models like the European Union, the article proposes potential solutions tailored to Indonesia's unique context. Two primary approaches are discussed: the creation of a new overarching agency consolidating key border management functions, and the establishment of a high-level inter-agency coordination committee. The article emphasizes critical elements for successful integration, including advanced technology deployment, risk-based management approaches, comprehensive training programs, legal reforms, enhanced regional cooperation, and public-private partnerships. It argues that while the path to integration presents significant challenges, including institutional resistance and financial constraints, the benefits of an integrated system far outweigh the costs. The study concludes that implementing an integrated border*



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management system is crucial for enhancing Indonesia's national security, contributing to regional stability, and positioning the country as a leader in innovative border management practices in Southeast Asia. This research contributes to the ongoing dialogue on enhancing national and regional security in the face of complex, transnational threats, offering insights relevant not only to Indonesia but to other nations grappling with similar border management challenges.

Keywords: Integrating System, Border Control Management, Transnational Organized Crime

Introduction

In the vast expanse of Southeast Asia, Indonesia stands as a geographical marvel, an archipelagic nation comprising over 17,000 islands straddling the equator. This unique topography, while a source of immense biodiversity and cultural richness, presents an unparalleled challenge in border management and national security. With a coastline stretching more than 54,000 kilometers, Indonesia possesses the world's second-longest coastline, surpassed only by Canada[1]. This extensive maritime frontier, coupled with strategic terrestrial borders shared with Papua New Guinea, East Timor, and Malaysia, positions Indonesia at a critical juncture of global trade routes and, consequently, at the forefront of transnational security challenges.

The complexity of Indonesia's border management task cannot be overstated. The country's territory encompasses vital maritime chokepoints, including the Strait of Malacca, the Sunda Strait, and the Lombok Strait, through which a significant portion of global trade transits [2]. These waterways, while essential for international commerce, also serve as potential conduits for transnational organized crime (TOC). The archipelagic nature of the country, with its myriad islands and inlets, provides innumerable entry and exit points that can be exploited by criminal networks engaged in drug trafficking, human smuggling, arms smuggling, and illegal, unreported, and unregulated (IUU) fishing.

The evolving landscape of transnational organized crime poses an ever-increasing threat to Indonesia's national security, economic stability, and social fabric. Drug trafficking, in particular, has emerged as a critical concern, with

Indonesia serving both as a transit point and a growing market for narcotics. The National Narcotics Agency (BNN) reported a significant increase in drug-related arrests and seizures in recent years, indicating the persistent and adaptive nature of drug trafficking networks [3]. Human trafficking and smuggling networks exploit Indonesia's extensive coastline and porous borders to facilitate the illegal movement of people, often subjecting victims to exploitation and forced labor [4].

Maritime piracy and armed robbery at sea, while showing a declining trend in recent years due to concerted regional efforts, remain persistent threats in Indonesian waters, particularly in the Strait of Malacca and the waters surrounding the Riau Islands [5]. These criminal activities not only jeopardize the safety of maritime trade but also undermine Indonesia's sovereignty and territorial integrity.

The challenge of illegal, unreported, and unregulated (IUU) fishing in Indonesian waters presents another dimension of transnational crime that intersects with border security. With an exclusive economic zone (EEZ) spanning approximately 6.4 million square kilometers, Indonesia's rich marine resources are a target for both domestic and foreign illegal fishing operations [6]. The economic losses attributed to IUU fishing are estimated to be in the billions of dollars annually, impacting not only Indonesia's economy but also the livelihoods of coastal communities and the sustainability of marine ecosystems.

In the face of these multifaceted challenges, Indonesia's current border management structure reveals significant vulnerabilities. The responsibility for securing and managing the nation's borders is distributed among several key agencies, each operating under different ministerial jurisdictions:

1. The Directorate General of Immigration, under the Ministry of Law and Human Rights, is tasked with regulating the movement of people across Indonesia's borders and managing immigration policies.
2. The Directorate General of Customs and Excise, operating under the Ministry of Finance, oversees the flow of goods, collects import duties, and combats smuggling activities.

3. The National Border Management Agency (BNPP), under the Ministry of Home Affairs, is responsible for coordinating border development and management policies.
4. The Indonesian Coast Guard, part of the Ministry of Maritime Affairs and Fisheries, patrols Indonesia's waters and enforces maritime law.
5. Additionally, the Indonesian National Armed Forces (TNI) and the Indonesian National Police (POLRI) play crucial roles in border security and law enforcement.

This fragmented approach, while allowing for specialized focus within each agency, often results in overlapping jurisdictions, communication gaps, and inefficient resource allocation. The lack of a unified command structure or a formal, high-level coordination mechanism hampers the ability to respond swiftly and effectively to the dynamic nature of transnational threats.

The urgency for an integrated approach to border control management in Indonesia is driven by several critical factors.[7] First, transnational criminal networks have become increasingly sophisticated, leveraging advanced technologies and exploiting jurisdictional gaps to evade detection and enforcement. These networks are not only diversifying their activities but also forming opportunistic alliances, making their operations more fluid and interconnected. Moreover, transnational crime is intersecting with issues of terrorism and national security, underscoring the need for a comprehensive and coordinated response. Economically, securing trade routes and protecting Indonesia's vast natural resources are vital for the country's development and prosperity. As the largest nation in Southeast Asia, Indonesia is also under regional and global pressure to lead efforts in combating transnational crime and ensuring regional stability.

The concept of integrated border management (IBM) has gained traction globally as an effective approach to addressing complex border security challenges. The European Union's model of IBM, for instance, emphasizes coordination among member states and relevant agencies to achieve effective border control while facilitating legitimate trade and travel [8]. Similarly, the United States' creation of the

Department of Homeland Security in the wake of the 9/11 attacks represents a bold restructuring aimed at integrating various aspects of border security and immigration control under a single umbrella [9].

For Indonesia, the path towards integrated border control management must be tailored to its unique geographical, political, and cultural context. It requires not only structural and operational changes but also a shift in institutional culture towards greater collaboration and information sharing. The potential benefits of such integration are manifold:

1. Enhanced situational awareness through comprehensive and real-time information sharing among agencies.
2. Improved resource allocation and operational efficiency, reducing duplication of efforts and maximizing the impact of limited resources.
3. More effective risk assessment and targeted interventions, allowing for proactive rather than reactive approaches to border security.
4. Streamlined cooperation with international partners, facilitating more effective regional and global efforts against transnational crime.
5. A unified policy framework that ensures consistent implementation of border management strategies across all relevant agencies and geographical areas.

As Indonesia stands at this critical juncture, the imperative for action is clear. The evolving nature of transnational organized crime demands a paradigm shift in how the nation approaches border control and management.[10] Whether through the creation of a new, overarching agency or the establishment of a robust inter-agency coordination mechanism, the move towards integration is not merely an administrative restructuring—it is a strategic necessity in safeguarding Indonesia's national interests, contributing to regional stability, and effectively combating the complex challenges posed by modern transnational criminal networks.

This article aims to explore the urgent need for an integrated border control management system in Indonesia, examine comparative models from other countries, and propose potential solutions tailored to Indonesia's unique context. By analyzing the current challenges, evaluating international best practices, and

considering the specific needs of Indonesia, we seek to contribute to the ongoing dialogue on enhancing the nation's capacity to address transnational organized crime through a more cohesive and responsive border management framework.

Research Method

The research method employs a descriptive analytical approach with a focus on a qualitative normative juridical approach[11]. This method is chosen to provide a comprehensive overview of the phenomena being studied, while also analyzing legal and policy aspects related to immigration and national security. The normative juridical approach is used to examine and analyze various laws, regulations, policies, and legal norms concerning immigration and national security in Indonesia. This research is qualitative, meaning the emphasis is on gaining a deep understanding of the issues being studied rather than on generalizing the research findings.

The primary source of data for this research is library research, involving the collection and analysis of secondary data. The secondary data utilized includes primary legal materials such as laws and regulations, secondary legal materials like textbooks, scholarly journals, and relevant articles, as well as tertiary legal materials such as legal dictionaries and encyclopedias. Data analysis is conducted qualitatively through processes of data organization, categorization, synthesis, and interpretation to generate a deep understanding of how immigration policies influence national security in Indonesia.

Through this method, the research aims to produce rich descriptions and in-depth analyses of how immigration policies impact national security, considering legal aspects, policy implementation, and their implications for the country's security. This approach enables the researcher to identify patterns, trends, and relationships between variables that may not be evident in quantitative approaches, thereby providing more comprehensive insights into the topic being studied.

Discussion

Current State of Border Management System in Indonesia

Indonesia's border management system currently operates under a multi-agency approach, reflecting the complex nature of the country's geographical and security challenges[12]. This system, while allowing for specialized focus within each agency, has resulted in a fragmented structure that often struggles to address the dynamic and interconnected nature of modern border security threats, particularly transnational organized crime.

At the forefront of Indonesia's border management efforts is the Directorate General of Immigration (Ditjen Imigrasi), operating under the Ministry of Law and Human Rights. This agency bears the primary responsibility for regulating the movement of people across Indonesia's borders. Its mandate encompasses a wide range of duties, from issuing visas and residence permits to managing entry and exit points across the archipelago. The Directorate General of Immigration plays a crucial role in enforcing immigration laws and serves as the first line of defense against illegal migration. However, its effectiveness is often hampered by the need to coordinate with multiple other agencies, each with its own priorities and operational procedures.

Working in parallel with immigration authorities is the Directorate General of Customs and Excise (DJBC), which falls under the purview of the Ministry of Finance. This agency's responsibilities are centered on the movement of goods across Indonesia's borders. The DJBC is tasked with the critical functions of collecting import duties and taxes, a significant source of government revenue. Beyond its fiscal role, the agency is also at the forefront of preventing smuggling and illegal trade, a task that has grown increasingly complex in the face of sophisticated transnational criminal networks. The DJBC also plays a vital role in facilitating legitimate trade, striking a delicate balance between security concerns and economic imperatives. Additionally, it bears the responsibility of protecting intellectual property rights at the border, an increasingly important function in the global knowledge economy.

The National Border Management Agency (BNPP), operating under the Ministry of Home Affairs, adds another layer to Indonesia's border management

structure.[13] The BNPP's role is primarily focused on coordinating border development policies and overseeing border area management. This agency plays a crucial role in facilitating inter-agency cooperation on border issues, attempting to bridge the gaps that inevitably arise in a multi-agency system. However, the BNPP's effectiveness is often limited by its position as a coordinating body without direct operational control over border security functions.

A relatively new addition to Indonesia's border management landscape is the Indonesian Coast Guard (BAKAMLA), established in 2014. BAKAMLA's creation was a response to the growing recognition of maritime security challenges facing the archipelagic nation[14]. This agency is responsible for maritime security patrols, law enforcement in Indonesia's vast territorial waters, and coordinating maritime security operations. BAKAMLA also plays a crucial role in providing early warning of maritime threats. However, its effectiveness is sometimes hampered by overlapping jurisdictions with other maritime agencies and the navy. While not primarily border management agencies, both the Indonesian National Armed Forces (TNI) and the Indonesian National Police (POLRI) play significant roles in border security. The TNI, particularly through its army and navy components, is involved in defending territorial integrity and conducting border patrols, especially in more remote or contested border areas. POLRI contributes to border management through law enforcement activities in border areas, investigation of transnational crimes, and cooperation with international law enforcement agencies.

This multi-agency approach, while allowing for specialized expertise in different aspects of border management, presents several significant challenges. Perhaps the most pressing issue is the lack of a clear, unified command structure for border management operations. This often leads to delays in decision-making and response to emerging threats, a critical weakness in the face of agile and adaptive transnational criminal networks. Another major challenge is the existence of information silos. Each agency maintains its own databases and information systems, which are not always fully integrated or accessible to other relevant agencies. This fragmentation of information hampers comprehensive threat

assessment and rapid response capabilities, leaving gaps that can be exploited by criminal organizations[15].

Resource allocation inefficiencies also plague the current system. The distribution of resources across multiple agencies can lead to duplication of efforts in some areas while leaving gaps in others. This is particularly problematic given Indonesia's vast and complex border regions, where resources are often stretched thin. The involvement of multiple ministries and agencies in border management has created a complex bureaucratic structure that can slow down processes and hinder agile responses to dynamic border security challenges[16]. This complexity is further exacerbated by inconsistencies in policy implementation, as different agencies may interpret and apply border policies in varying ways, leading to confusion and potential security vulnerabilities.

Training and capacity disparities between agencies present another significant challenge. Different agencies may have varying levels of training, equipment, and technological capabilities, leading to inconsistencies in border management practices across the country[17]. This not only affects operational effectiveness but also complicates inter-agency cooperation and coordination. Finally, the current fragmented system poses challenges for international cooperation. The lack of a single point of contact for international partners can complicate cross-border cooperation efforts and information sharing, a critical weakness in combating transnational organized crime that often operates across multiple jurisdictions.

These challenges are particularly pronounced in the face of evolving transnational organized crime threats, which exploit gaps and inconsistencies in border management systems. As criminal networks become increasingly sophisticated and adaptable, the limitations of Indonesia's current border management structure become more apparent, underscoring the urgent need for a more integrated and responsive approach[18].

The Urgency of Integration: Growing networks of Transnational Organized Crime

The fragmented nature of Indonesia's current border management system is increasingly ill-equipped to deal with the complex and evolving threats posed by transnational organized crime (TOC)[19]. This urgency for integration is underscored by several factors, with TOC serving as the primary driving force behind the need for systemic change.

Transnational organized crime in Indonesia and the broader Southeast Asian region has shown remarkable adaptability and sophistication in recent years. Criminal networks are no longer specialized in single types of crime but have diversified their activities, engaging in multiple illegal enterprises ranging from drug trafficking to human smuggling and cybercrime. This diversification makes it increasingly difficult for specialized agencies to effectively combat these multi-faceted criminal operations.

The exploitation of technology by criminal organizations presents another significant challenge. Criminals are leveraging advanced technologies for communication, money laundering, and evading law enforcement, often outpacing the technological capabilities of border agencies. This technological gap is particularly concerning in an archipelagic nation like Indonesia, where monitoring and securing all potential entry and exit points is already a formidable task.

Modern criminal organizations often operate in loose, cell-based structures that are difficult to detect and dismantle using traditional law enforcement methods. These fluid network structures allow criminal groups to quickly adapt to law enforcement pressures, shifting their operations across different jurisdictions and exploiting gaps in inter-agency cooperation. Perhaps most alarmingly, there is an increasing convergence of threats, with growing overlaps between transnational crime, terrorism, and maritime security issues. This convergence necessitates a more holistic approach to border security that the current fragmented system struggles to provide.

Indonesia faces a myriad of specific TOC threats that highlight the urgency for an integrated border management approach [12]. The country is grappling with a

growing drug problem, with international syndicates using Indonesia as both a transit point and a market. The National Narcotics Agency (BNN) reported a staggering 53% increase in drug-related cases from 2019 to 2020, underscoring the rapidly escalating nature of this threat.

Human trafficking and smuggling represent another critical challenge. Indonesia's extensive coastline and numerous small islands make it particularly vulnerable to these operations. The country serves as a significant source, transit, and destination country for human trafficking, with criminal networks exploiting gaps in border control to move victims across national boundaries. While incidents of maritime piracy and armed robbery have decreased in recent years due to concerted regional efforts, Indonesian waters, particularly around the Strait of Malacca, remain hotspots for maritime crime. These activities not only threaten the safety of maritime trade but also undermine Indonesia's sovereignty and territorial integrity.

Illegal, unreported, and unregulated (IUU) fishing presents a significant economic and environmental threat to Indonesia. The country loses an estimated \$4 billion annually to IUU fishing, which often involves transnational criminal networks. This not only depletes Indonesia's marine resources but also undermines the livelihoods of local fishing communities and threatens food security. Indonesia's rich biodiversity makes it a target for international wildlife trafficking networks, threatening endangered species and ecosystems. The illegal wildlife trade often intersects with other forms of organized crime, utilizing the same smuggling routes and methods. While not traditionally considered a border security issue, the borderless nature of cybercrime requires new approaches to digital border management and cooperation. As more criminal activities move into the digital realm, the distinction between physical and virtual borders becomes increasingly blurred, necessitating a more integrated approach to border security that encompasses both domains.

The current fragmented border management system in Indonesia struggles to effectively combat these TOC threats for several reasons. The lack of a unified command structure often results in slow responses to time-sensitive intelligence or incidents. With information scattered across multiple agencies, it's challenging to

develop a comprehensive understanding of complex, multi-faceted criminal operations. Criminals actively seek out and exploit areas where agency responsibilities overlap or are unclear, taking advantage of the gaps in the current system.

The current approach may lead to inefficient resource utilization, with duplication of efforts in some areas while leaving others under-resourced. This is particularly problematic given the vast and diverse nature of Indonesia's borders, which require careful allocation of limited resources to address varying levels of threat across different regions.

The lack of a single point of contact for border management issues complicates efforts to cooperate with international partners in combating transnational crime. In an era where criminal networks operate across national boundaries with increasing ease, effective international cooperation is crucial for successful law enforcement efforts. Moreover, the bureaucratic nature of multiple agencies makes it harder to quickly adapt strategies and operations to address emerging criminal trends. Transnational criminal organizations have shown remarkable agility in adapting to law enforcement pressures and exploiting new opportunities. The current system's rigidity puts Indonesia at a disadvantage in this dynamic cat-and-mouse game with criminal networks.

An integrated border management system would address these challenges by providing a unified command structure, enabling faster, more coordinated responses to TOC threats. It would facilitate comprehensive intelligence analysis, allowing for a more complete picture of criminal activities and trends. This holistic view is crucial for understanding and combating the interconnected nature of modern transnational crime.

Integration would allow for streamlined resource allocation, enabling more efficient distribution of personnel, technology, and other resources based on a comprehensive threat assessment. This would be particularly beneficial for Indonesia, given its vast and varied border regions that present different types and levels of security challenges. A unified approach would enhance international

cooperation by providing a single point of contact, facilitating more effective collaboration with regional and global partners in combating TOC. This is especially important given the transnational nature of many criminal activities affecting Indonesia. An integrated system could more quickly adapt to new criminal tactics and emerging threats. The agility provided by a unified command structure and shared intelligence would allow for more rapid adjustments to operational strategies and resource allocation in response to evolving criminal activities. Furthermore, integration would ensure consistent implementation of border security policies across all relevant areas. This policy coherence is crucial for closing the gaps and inconsistencies that criminal organizations currently exploit.

The urgency of this integration cannot be overstated. As transnational criminal networks continue to evolve and exploit weaknesses in the current system, the gap between the capabilities of law enforcement and those of criminal organizations widens. Addressing this gap through integrated border management is crucial not only for Indonesia's national security but also for regional stability and global efforts against transnational organized crime.

The complex and interconnected nature of modern transnational organized crime demands a similarly interconnected and holistic response[20]. Indonesia's current fragmented approach to border management, while having served its purpose in the past, is increasingly inadequate in the face of these evolving threats. The need for integration is not merely an administrative preference but a strategic imperative in safeguarding Indonesia's national interests and contributing to regional and global security.

Comparative Analysis: Border Management Systems in Other Countries

To inform potential solutions for Indonesia, it's valuable to examine integrated border management approaches implemented in other countries. While each nation's context is unique, these examples offer insights into various models of integration and their effectiveness in combating transnational organized crime[21].

The United States provides a compelling example of comprehensive integration through the establishment of the Department of Homeland Security (DHS) in 2002. Created in response to the 9/11 terrorist attacks, the DHS represents one of the most ambitious attempts at integrating border security and management functions. The DHS consolidated 22 different federal departments and agencies under one umbrella organization, bringing together diverse functions such as border security, immigration enforcement, and customs operations.

This integrated approach has yielded significant benefits in terms of information sharing and coordination among formerly separate agencies. The centralized intelligence gathering and analysis capabilities have enhanced the ability to detect and respond to complex threats. The DHS model has shown notable successes in addressing transnational crime. For instance, the Immigration and Customs Enforcement's (ICE) Homeland Security Investigations (HSI) division reported over 37,000 criminal arrests in 2020, many related to transnational criminal activities. However, the DHS model also highlights some of the challenges inherent in such large-scale integration. The initial stages of the reorganization were marked by difficulties in merging different organizational cultures, a challenge that persists to some degree even today. There have been ongoing debates about the balance between security measures and civil liberties, reflecting the complex trade-offs involved in border management. Additionally, the high costs associated with the restructuring and maintenance of such a large organization are a significant consideration for any country contemplating a similar approach.

Australia offers another instructive example of border management integration, albeit on a smaller scale than the U.S. model. In 2015, Australia implemented a significant restructuring of its border management system with the creation of the Department of Home Affairs and the Australian Border Force (ABF). This reform integrated immigration and customs functions under the ABF, while centralizing policy development within the Department of Home Affairs.

The Australian model emphasizes a risk-based approach to border management, leveraging advanced data analytics and intelligence to focus

resources where they are most needed. This approach has enhanced coordination between immigration, customs, and law enforcement functions, improving Australia's ability to address complex border security challenges, including people smuggling and drug trafficking.

The integrated approach in Australia has yielded positive results in combating transnational organized crime. In the 2019-2020 fiscal year, the ABF detected over 40 tonnes of illicit drugs and precursors at the border, demonstrating improved capabilities in intercepting transnational crime. However, the Australian experience also highlights some of the challenges of integration, including initial concerns about the militarization of civilian border functions and the ongoing need to balance facilitation of legitimate trade and travel with security requirements.

The European Union's approach to Integrated Border Management (IBM) offers a model of transnational cooperation in border security that may be particularly relevant for Indonesia given its position within ASEAN[22]. The EU's IBM focuses on coordination among member states and relevant EU agencies, harmonization of border management practices across the Schengen Area, and cooperation with neighboring third countries.

Key to the EU's approach is the European Border and Coast Guard Agency (Frontex), which supports member states in managing the EU's external borders and combating transnational crime. The EU model also emphasizes information sharing across national borders through agencies like Europol and large-scale IT systems managed by eu-LISA.

The EU's integrated approach has shown success in combating various forms of transnational crime. For example, Europol-supported operations led to the arrest of over 900 individuals involved in organized crime in 2020. However, the EU model also faces challenges, including balancing national sovereignty concerns with the need for unified approaches, addressing disparities in resources and capabilities among member states, and managing complex relationships with non-EU countries on border issues.

Singapore's approach to border management offers an example of integration on a smaller scale, which may be particularly relevant for certain aspects of Indonesia's island geography[23]. Singapore has implemented a unified command structure for land, sea, and air checkpoints through its Integrated Checkpoints Command (ICC). The country has also integrated immigration and checkpoint functions under the Immigration & Checkpoints Authority (ICA).

Singapore's model is characterized by a high degree of technological integration and automation in border processes. This approach has allowed for efficient management of high-volume travel and trade flows while maintaining robust security measures. The integrated system enables rapid information sharing and coordinated responses to security threats.

Singapore's integrated approach has contributed to its status as one of the safest countries in the world, with low rates of transnational crime. In 2020, despite the challenges posed by the COVID-19 pandemic, the ICA detected over 38,000 cases of immigration offenses, demonstrating the system's effectiveness even under challenging circumstances. These international examples offer several key lessons that could inform Indonesia's approach to integrated border management. First, it's clear that integration must be tailored to the specific geographical, political, and security context of the country. Indonesia's unique archipelagic nature and diverse border challenges will require a customized approach rather than a direct transplant of any existing model. The examples of the U.S. and Australia suggest that major restructuring can be disruptive and costly. A phased approach to integration might be more suitable for Indonesia, allowing for gradual adaptation and refinement of the system over time.

All successful models leverage advanced technology for information sharing, risk assessment, and border processing[24]. Indonesia should prioritize technological integration in its approach to border management. The Singaporean model, in particular, demonstrates the potential of technology to enhance both security and efficiency in border operations. The examples from Australia and Singapore highlight the importance of maintaining a balance between robust security

measures and the facilitation of legitimate trade and travel. This balance is crucial for Indonesia as a major trading nation with ambitions to boost tourism and international investment. Any integrated border management system must be designed with this dual objective in mind, ensuring that enhanced security does not come at the cost of economic development.

The EU model underscores the importance of regional cooperation in addressing transnational threats. For Indonesia, this points to the potential value of enhancing collaboration within ASEAN and with other regional partners. While full integration of border management at the ASEAN level may not be feasible in the near term, increased information sharing and coordinated operations could significantly enhance the region's capacity to combat transnational organized crime. Another key lesson from these international examples is the need for flexible structures in border management. Given the dynamic nature of transnational crime, any integrated system needs to be adaptable enough to respond to emerging threats and changing criminal tactics. The U.S. Department of Homeland Security, for instance, has undergone several internal reorganizations since its creation to better address evolving security challenges.

The experiences of countries like the U.S. and Australia in merging agencies with different organizational cultures highlight the importance of managing the human aspect of integration. Indonesia should anticipate and plan for long-term cultural integration alongside any structural changes. This might involve comprehensive training programs, staff exchanges between agencies, and the development of a shared organizational culture centered on the mission of integrated border management. It's also worth noting that most successful integrated border management systems place a strong emphasis on intelligence-led operations. The Australian Border Force's risk-based approach, for example, relies heavily on advanced data analytics and intelligence to guide resource allocation and operational priorities. For Indonesia, this suggests that any move towards integration should include the development of robust, centralized intelligence capabilities.

The role of legal and regulatory frameworks in enabling integration is another important consideration. In most cases, significant legal reforms were necessary to establish new integrated agencies or to formalize cooperation mechanisms between existing ones. Indonesia would likely need to undertake a comprehensive review of its legal framework governing border management to facilitate effective integration.

Financial considerations are also paramount. While integrated systems can lead to long-term efficiencies, the initial costs of restructuring, technology investments, and training can be substantial. The U.S. and Australian experiences suggest that securing sustained political and budgetary support is crucial for the success of major border management reforms. Moreover, the international examples demonstrate the importance of clear performance metrics in assessing the effectiveness of integrated border management systems. Countries like Singapore and Australia have developed comprehensive sets of key performance indicators that go beyond traditional measures like arrest numbers or seizure quantities to include metrics on processing efficiency, customer satisfaction, and economic facilitation. Another valuable lesson comes from the EU's experience with external border management. The EU model emphasizes the importance of cooperation with neighboring countries in effective border management. For Indonesia, this could translate into enhanced bilateral cooperation with immediate neighbors like Malaysia, Papua New Guinea, and Timor-Leste, as well as key regional partners like Australia and Singapore.

The Canadian model of border management, while not discussed earlier, offers additional insights. Canada's Canada Border Services Agency (CBSA) operates under a "push-out-the-border" strategy, which involves conducting as much screening as possible before goods or people reach the physical border. This approach could be particularly relevant for Indonesia given its geographical challenges, allowing for more efficient use of resources at actual border crossing points. It's also worth considering the role of public-private partnerships in border management, an area where countries like the Netherlands have shown innovation. The Dutch model of "co-creation" involves close collaboration between government

agencies and private sector entities in developing and implementing border management solutions. Given Indonesia's vast coastline and numerous ports, a similar approach involving cooperation with shipping companies, port operators, and other private sector stakeholders could enhance border security while promoting trade facilitation.

Lastly, the experiences of these countries underscore the importance of public communication and stakeholder engagement in implementing major border management reforms. Successful integration efforts have typically involved extensive consultation with affected communities, businesses, and international partners. For Indonesia, this would mean engaging not only with government stakeholders but also with local communities in border areas, trade associations, tourism operators, and other relevant groups. In conclusion, while these international examples offer valuable insights, it's crucial to recognize that there is no one-size-fits-all solution to integrated border management. Each country's approach is shaped by its unique geographical, political, economic, and security context. For Indonesia, the key lies in carefully analyzing these international best practices and adapting them to fit its specific needs and constraints[25].

Proposed Solutions for Indonesia

Drawing upon the analysis of Indonesia's current border management system, the urgent need to address transnational organized crime, and the lessons from international examples, we can now outline potential solutions for Indonesia. These proposals aim to address the specific challenges faced by Indonesia while leveraging the country's unique strengths and position in the region. The first proposed solution involves the creation of a new, overarching agency that would consolidate key border management functions currently spread across multiple agencies. This new entity, which could be called the Indonesian Integrated Border Management Agency (IIBMA), would bring together the core functions of immigration, customs, maritime security, and border patrol under a single command structure.

The IIBMA would be headed by a Director-General, reporting directly to the President or a designated minister to ensure high-level support and coordination. The agency would be structured around core divisions including Border Security Operations (covering land, sea, and air borders), Intelligence and Risk Assessment, Policy and International Cooperation, and Technology and Innovation.

This integrated agency would provide several key advantages. Firstly, it would create a unified command structure, enabling faster and more coordinated responses to border security threats, particularly those posed by transnational organized crime. The centralization of intelligence gathering and analysis would allow for a more comprehensive understanding of complex, multi-faceted criminal operations. Moreover, this structure would streamline resource allocation, reducing duplication of efforts and allowing for more efficient distribution of personnel, technology, and other resources based on a holistic threat assessment. It would also provide a single point of contact for international partners, facilitating more effective cross-border cooperation in combating transnational crime. However, this solution also presents significant challenges. The creation of a new agency would require substantial legal and regulatory changes, as well as significant financial investment. There would likely be resistance from existing agencies concerned about losing autonomy or resources. Additionally, merging diverse organizational cultures into a cohesive new entity would be a complex and potentially lengthy process. An alternative solution, which could be implemented either as a final model or as an interim step towards full integration, is the establishment of a high-level Inter-Agency Border Management Coordination Committee (IBMCC). This committee would bring together leaders from all relevant border management agencies to coordinate strategies, share intelligence, and make joint decisions on critical border security issues.

The IBMCC would be chaired by a senior government official, possibly at the ministerial level, and would include representatives from immigration, customs, the coast guard, police, armed forces, and other relevant agencies. The committee would be supported by a permanent secretariat responsible for facilitating

information sharing, coordinating joint operations, and monitoring the implementation of integrated border management strategies.

This approach has the advantage of improving coordination and information sharing without requiring a complete overhaul of the existing institutional structure. It could be implemented more quickly and with less resistance than the creation of a new agency. The IBMCC could also serve as a platform for gradually harmonizing procedures and technologies across agencies, paving the way for deeper integration in the future. However, the effectiveness of this model would depend heavily on the willingness of participating agencies to cooperate and share information. Without a unified command structure, there might still be challenges in rapid decision-making and resource allocation in crisis situations.

Regardless of which structural model is adopted, several key elements should be incorporated into Indonesia's integrated border management approach:

1. **Advanced Technology Integration:** Investment in interoperable information systems, data analytics, and surveillance technologies is crucial. This could include the development of a centralized border management information system accessible to all relevant agencies, as well as the deployment of advanced scanning and detection technologies at key border points.
2. **Risk-Based Approach:** Adopting a risk-based model similar to that used by Australia would allow for more efficient use of resources. This would involve developing sophisticated risk assessment algorithms to identify high-risk individuals, goods, and vessels for more intensive screening.
3. **Capacity Building and Training:** A comprehensive program of joint training and capacity building should be implemented to ensure all personnel involved in border management have the necessary skills and knowledge to operate effectively in an integrated environment.
4. **Legal and Regulatory Reform:** A thorough review and reform of the legal framework governing border management would be necessary to enable effective integration and cooperation among agencies.

5. Regional and International Cooperation: Enhanced mechanisms for cooperation with ASEAN partners and other key countries should be developed. This could include joint operations, information sharing agreements, and capacity building initiatives.
6. Public-Private Partnerships: Engaging with private sector stakeholders, particularly in the maritime and aviation sectors, could enhance border security while facilitating legitimate trade and travel.
7. Performance Measurement: Developing a comprehensive set of key performance indicators to assess the effectiveness of the integrated border management system would be crucial for ongoing improvement and accountability.

Implementing these solutions would significantly enhance Indonesia's capacity to combat transnational organized crime. An integrated approach would allow for more effective detection and interdiction of drug trafficking operations by providing a comprehensive view of smuggling routes and methods across all border types. It would improve the ability to identify and dismantle human trafficking networks by connecting intelligence from immigration, law enforcement, and maritime security sources. Moreover, integrated border management would strengthen Indonesia's capacity to combat maritime crimes such as piracy and illegal fishing. By coordinating the efforts of the coast guard, navy, and maritime law enforcement agencies, Indonesia could more effectively patrol its vast waters and respond rapidly to incidents.

The proposed solutions would also enhance Indonesia's ability to address the growing threat of cybercrime by integrating digital border management into the overall border security framework. This could involve creating specialized units within the integrated structure to monitor and respond to cyber threats that intersect with border security issues. Furthermore, an integrated approach would improve Indonesia's capacity to deal with the nexus between transnational crime and terrorism. By breaking down information silos between agencies, it would be easier

to identify and track individuals and groups involved in both criminal and terrorist activities.

In conclusion, while the path to integrated border management presents significant challenges, it offers the best opportunity for Indonesia to effectively address the complex and evolving threats posed by transnational organized crime. By carefully designing and implementing an integrated approach, tailored to its unique geographical and political context, Indonesia can enhance its national security, contribute to regional stability, and position itself as a leader in innovative border management practices in Southeast Asia.

Conclusion

Indonesia's vast archipelago and extensive coastline present significant challenges for border management, particularly in combating the growing threat of transnational organized crime (TOC)[26]. Currently, Indonesia's border control system is fragmented, with key agencies such as the Directorate General of Immigration, Customs, the National Border Management Agency, and the Coast Guard operating independently, leading to inefficiencies and jurisdictional gaps that criminal networks exploit. The increasing complexity and sophistication of TOC, ranging from drug and human trafficking to cybercrime and piracy, demand a more coordinated and integrated approach. Drawing on international models, such as those from the U.S., Australia, and the EU, Indonesia can implement an integrated border management system that centralizes intelligence, enhances coordination among agencies, and leverages advanced technologies. Two primary solutions are proposed: the establishment of a unified Indonesian Integrated Border Management Agency (IIBMA) or a high-level Inter-Agency Border Management Coordination Committee (IBMCC). Both models aim to improve information sharing, streamline operations, and respond more effectively to the multifaceted threats posed by TOC [27].

Key elements essential for successful integration include the adoption of cutting-edge technologies, such as interoperable information systems and

surveillance tools, a risk-based management approach, capacity-building programs for personnel, and legal reforms to facilitate inter-agency collaboration. Strengthening international cooperation, particularly within ASEAN, is also vital in combating TOC, given its cross-border nature. While significant challenges remain, including resistance from existing agencies and the financial investment required, the potential benefits of integration far outweigh the costs. An integrated system would improve Indonesia's ability to tackle a wide range of crimes, from drug and human trafficking to maritime and cyber threats, while positioning the country as a leader in border security within Southeast Asia. This transformation would not only safeguard national security but also enhance regional stability, economic prosperity, and the global fight against TOC.

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