Posture Fortification of Maritime Security Agency (Bakamla Republik Indonesia) in Realizing Indonesia's Maritime Security

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Abstract

With the enactment of Republic of Indonesia Law Number 32 of 2014 concerning Marine, the task of patrolling security and safety in Indonesian territorial waters and Indonesian jurisdiction becomes the responsibility of Marine Security Agency (Bakamla). From this information the question arises, how can Bakamla be formed with tasks that are very complex but not supported by adequate postures. Therefore, with a gap in the implementation of this policy, the researcher conducted this research with the aim of analyzing the implementation of policies carried out by Bakamla in relation to the policy of strengthening Bakamla's posture and analyzing the factors that support and hinder the implementation of Bakamla's strengthening policies and formulate what strategies are good for carrying out strengthening of Bakamla's posture. The research data was collected through informants from Marine Security Agency (Bakamla) based on interview and documentation methods. Then the data is analyzed with Edward III's theory which uses 4 variables that can influence Policy Implementation, namely the Communication, Resources, Disposition and Bureaucratic Structure variables. Each variable is analyzed its actual condition, then the actual condition of each variable is combined to produce a conclusion about the implementation of policies on strengthening Bakamla. The results of this study indicate that the implementation of policies regarding Marine Security Agency (Bakamla) tasks faced with Bakamla's current posture has not been implemented optimally. The factors that cause the policy to be unable to materialize are due to the four analysis tools / variables used in accordance with Edward III's theory, there is one variable that still does not meet the realization of the policy implementation on strengthening Marine Security Agency (Bakamla), which is related to resource factors which include human resources, budget, infrastructure and facilities. It is hoped that all the shortcomings associated with these resources can be met immediately. With a large and strong condition, Marine Security Agency (Bakamla) will support the implementation of Bakamla's duties optimally, so that security in Indonesian seas will be realized.

Keywords: Strengthening, Security, Bakamla, Strategy, Posture.
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1. Introduction

As regulated in the United Nations Convention on the Law of the Sea (UNCLOS) 1982, Indonesia as an archipelagic country is a unitary jurisdiction, which is sovereign and has full rights and authority recognized by the international community to regulate, manage and utilize its marine resources for interests of all Indonesian people. Indonesia also has sovereign rights over natural resources and various interests that are above, below the surface and below the seabed in the exclusive economic zone (EEZ) covering an area of 3 million km² which surrounds a 200 nautical mile wide sovereign sea. This is in accordance with UNCLOS 1982, that grants the right to islands to draw baselines of their territorial sea boundaries by drawing straight lines and outermost points and declaring the waters within the circle of baselines to be archipelagic waters.

Based on UNCLOS 1982 and Law Number 6 of 1996 concerning Indonesian Waters and Law Number 43 of 2008 concerning State Territory, the Indonesian Sea Territory consists of Indonesian Waters and Waters of Indonesian Jurisdiction. Indonesian waters include marine regimes, namely Inland Waters, Archipelagic Waters and Territorial Seas. Whereas Indonesian Jurisdiction includes: Additional Zone is a zone whose width does not exceed 24 nautical miles measured from the baseline from which the width of the territorial sea is measured; The Exclusive Economic Zone is an area outside and adjacent to the Indonesian territorial sea as referred to in the law regulating Indonesian waters, with an outer limit of 200 nautical miles from the baseline from which the width of the territorial sea is measured; The Contingent Shelf is the seabed and the land beneath it from the area below sea level, which lies outside the territorial sea, along the natural ocean of the land area to the outer edge of the continental shelf or to a distance of 200 nautical miles from the baseline from which the width of the territorial sea is measured. In the event that the outer edge of the continental edge does not extend to such a distance as far as 350 nautical miles or up to a distance of 100 nautical miles from the 2,500 meter depth line (isobath); The free sea is part of the sea that is not included in the Exclusive Economic Zone, Territorial Sea, Archipelagic Waters and Inland Waters; The international seabed area is the seabed and the land beneath it that

lies outside the boundaries of national jurisdiction.

Based on the maritime zoning mentioned above, Indonesia has interests in all zones, namely inland waters to the high seas and even in the international seabed. As a consequence, Indonesia needs to have the ability to respond to national, regional and international dynamics in all Indonesian territorial waters and Indonesian jurisdictions.

Currently in Indonesia there are several agencies that have the authority to enforce law and security in the marine area. These agencies have the facilities and infrastructure to support the implementation of their duties according to the law which is their legal basis. Therefore, maritime security in the perspective of the Unitary State of the Republic of Indonesia can be defined as a dynamic condition that ensures that the sea can be controlled and safely used by users, free from threats to shipping / navigation, as well as violations of law / crime. Basically, maritime security is enforced to realize good order at sea. To realize good order at sea, 3 things are needed, namely maritime awareness, a maritime policy, and integrated maritime governance which are then implemented by both marine and military security apparatus. This law enforcement applies in all areas of the country including in the sea space. This law enforcement implies a demand for the ability to maintain and supervise the pending of certain legal provisions in the waters of Indonesia's national jurisdiction and other waters in order to defend and protect national interests.

The essence of marine power for a country is the extent to which the state can use and utilize the sea effectively for its interests, including trade, shipping, maritime industry and utilization of marine resources as well as its strategic potentials maximally.

Proper management of marine resources can deliver Indonesia to national goals. Better welfare of the Indonesian people with permanent education is possible if the state is able to optimally benefit from the sea. As a country that is the fulcrum of two oceans, Indonesia has the obligation to build maritime power. This is needed not only to safeguard maritime sovereignty and wealth, but also a form of state responsibility in maintaining shipping safety and maritime security.

Indonesia's geographic location needs to be optimally utilized as an effective defense and security medium. Straits that form strategic funnels and choke points can be used as a medium of defense by developing anti-access tactics through the concept of joint coastal defense operations. Meanwhile, semi-closed and open sea areas can be utilized to develop traditional maritime defense capabilities in the form of a joint sea operations concept.

Referring to the development of the strategic environment, there are various threats to maritime security in Indonesia both internally and externally, including traditional threats facing Indonesia today and in the future, among others, namely border disputes and North Natuna Sea disputes as well as non-traditional threats to Indonesia's maritime security. among others, namely armed and robbery and piracy, trans national organized crimes such as drug smuggling, arms smuggling, illegal entry, terrorism and fuel smuggling.

The escalation of the conflict in the North Natuna Sea has triggered a shift in the map of the struggle for the world's major powers, namely towards the Asia Pacific region. It is feared that the conflict based on overlapping claims between China and ASEAN countries will bring an unfavorable situation for Indonesia, especially regarding the military build-up in the region. On the other hand, it is important for Indonesia to be able to increase its role and leadership in forums as well as inter and intra regional cooperation to protect or achieve national interests.

The duties of Bakamla RI are stated in Law Number 32 of 2014 concerning Maritime Affairs, in article 61 where the simple extraction of the task is that Bakamla RI must be able to carry out the main task of carrying out security and safety patrols in Indonesian territorial waters and Indonesian jurisdiction. With complex maritime security threats, Bakamla is required to be able to deal with these threats. For this reason, it is necessary to match the ability (means), the concept of operations (ways), to achieve the goal of the mission and tasks (ends). Of the three elements of the strategy, the problem currently experienced by Bakamla RI lies in the means they have, which are related to posture (strength, ability and deployment of patrol elements), because in Law Number 32 of 2014 concerning Marine This does not regulate the posture of Bakamla, so there is confusion in implementing it, on the one hand the tasks given to Bakamla RI are so broad and complex, on the other hand its posture is very limited both in terms of the number of patrol boats, personnel, infrastructure and authority given. This is the problem or gap that causes a mismatch between means and ends, so that it will result in less optimal operating results obtained.

Observing the problems as stated above, the researchers are interested in conducting this research with a research focus on the policy of strengthening Bakamla. This research is entitled, "**Posture Fortification of Maritime Security Agency (Bakamla Republik indonesia) in Realizing Indonesia's Maritime Security**," with the formulation of the problem:

• How is the implementation of Law Number 32 of 2014 concerning Maritime Affairs, article 61 regarding the duties of Bakamla when faced with Bakamla's current posture?

• What are the supporting and inhibiting factors for the implementation of Law Number 32 of 2014 concerning Maritime Affairs, article 61 concerning the duties of Bakamla when faced with Bakamla's current

posture?
•   What is the strategy for strengthening Bakamla posture?

2. Method

Various research methods have been proposed by experts according to the field of study being studied. Some of the research methods that the author can put forward as a tool to dissect this research will be the analysis knife in the preparation of this thesis. The type of research is qualitative research by conducting field research which is revealed descriptively and analytically.

Some of the research methods used are specific techniques in research as suggested by Deddy Mulyana in his book "Qualitative Research Methods New Paradigm of Communication and Other Social Sciences" (2002, p. 149), that focus on analysis with the perspective of research subjects. To find a value, this research uses qualitative methods. The analysis in this study is directed at a qualitative descriptive design, according to Bungin (2007, p. 68), stating that qualitative descriptive embraces phenomenology and postpositivism. This is emphasized by the views of Edmund Hussert, Martin Heidgger and Merleau Ponty, the pioneers of the flow of phenomenology in Bungin (2007, p. 69), which is a philosophy that studies appearances or phenomena and consciousness is not isolated from one another, but is always dialectically connected. Bungin also argues that the qualitative descriptive format is more appropriate when used for researching problems that require in-depth study, including problems in the implementation of public policies in society and so on.

In this study, the approach method does not shy away from multi-disciplinary science according to policy science, sociology, legal normative, and posture concepts to obtain a comprehensive analysis. Given that this research is social in nature, this research uses qualitative research. Qualitative research starts from assumptions, a broad understanding, looking at it from a theoretical point of view and discussing problems involving individuals or groups to explain social problems or social phenomena.

This study tries to answer problems related to the implementation of the Bakamla strengthening policy, adjustments between the tasks that must be carried out and the postural abilities possessed by Bakamla. This research is aimed at answering the problem, namely whether the government policy regarding Bakamla's tasks which are faced with the current Bakamla posture can be implemented according to the stated objectives, then analyze the factors that drive and hinder the implementation of these policies and formulate the best strategy for strengthening posture Bakamla. Therefore, researchers will also take a normative or legal (regulatory) approach, public policy and doctrine. This research was conducted by collecting primary and secondary data, legal materials and normative review contained in the research object.

3. Literature Review
3.1 Public policy
Many definitions are made by experts to explain the meaning of policy. Dye in Abidin (2012), mentions policy as the government's choice to do or not do something (whatever governments choose to do or not to do). The definition is made by connecting several other definitions from David Easton, Lasswell and Kaplan. Easton in Abidin, mentions government policy as "the power of allocating the values of society as a whole". This contains the connotation of government authority which covers the whole of social life. There is no other organization whose jurisdiction covers the whole of society except the government. Meanwhile, Lasswell and Kaplan in Abidin who see policy as a means to achieve goals, mention policy as "a program that is projected with regard to goals, values and practices.

According to Thomas Dye, the definition of public policy is whatever the government chooses to do or not do something. This definition implies that the public policy is made by a government agency and not private; public policy concerns choices that should be made or not made by government agencies. Furthermore, Soebarsono (2013) wrote that public policy has a framework called a public policy framework. The framework will be determined by several variables, including the following:

•   The objectives to be achieved include the complexity of the objectives to be achieved. The more complex the policy objectives are, the more difficult it will be to achieve an analysis of policy performance. Conversely, if the policy objectives are simpler, the easier it is to achieve them.

•   Value preferences that need to be considered in policy making. A policy that contains a variety of values will be much more difficult than a policy that only pursues one value.

•   Resources that support the policy. The performance of a policy will be determined by financial, material and other infrastructure resources.

•   The capabilities of the people involved in policy makers. The quality of a policy will be influenced by the people involved in the policy making process. The quality will be determined from the level of education, competence in the field, work experience and moral integrity.

•   The surrounding environment. The performance of a policy will be influenced by the social, economic and political environment in which the policy is implemented.

•	The strategy used to achieve goals. The strategy used to implement a policy will affect the performance of a policy. The strategy used can be a top-down approach or a bottom-up approach, authority or democratic.

When referring to Dunn, policies are written rules which are formal organizational decisions, which are binding, which regulate behavior with the aim of creating new values in society. The policy will be the main reference for members of the organization or community members in their behavior. Policies are generally problem solving and proactive in nature. Unlike the law (law) and regulations (regulation). Policies are more adaptive and interpretative, although policies also regulate "what is allowed and what is not". Policies are also expected to be general in nature but without losing specific local characteristics. Policies must provide opportunities to be interpreted according to the specific conditions that exist (William Dunn, 2012)

Solichin Abdul Wahab argued that the term policy itself is still conflicting and is an arena for debate the experts. So to understand the term policy, Solichin provides the following guidelines:

•	Policies must be distinguished from decisions.
•	Policies are not necessarily distinguishable from administration.
•	Policies include behavior and expectations.
•	Policy includes the absence of action or the existence of action.
•	Policies usually have the final result to be achieved.
•	Every policy has certain goals or objectives, either explicit or implicit.
•	Policy arises from a process that takes place over time.
•	Policy includes inter-organizational and intra-organizational relationships.
•	Public policy, although not exclusively, concerns the key roles of government institutions.
•	The policy is formulated or defined subjectively.

The definition of state policy put forward by Harol D. Lasswell and Abraham Kaplan as a projrcted program of goals, values and practices (Siti, 2010). Also as a program to achieve goals, values and directed practices (Marsuni and Lauddin, 2006).

Based on the opinions of the experts above, it can be concluded that policies are actions or activities that are intentionally carried out or not carried out by a person, group or government in which there is an element of decision in the form of an effort to choose among the various alternatives available to achieve the goals and objectives certain.

3.2 Policy Implementation

In principle, policy implementation is a way for a policy to achieve its goals. Implementation study is a study of policy studies that leads to the implementation process of a policy. In practice, policy implementation is a process that is so complex that it is often politically charged with the intervention of various interests. To illustrate the complexity of the implementation process, see the statement put forward by a policy study expert Ugene Bardach (1977), namely: "It is sufficient to create a program and general policy that looks good on paper. It is even more difficult to formulate them in words and slogans that sound like they wear to the ears of the leaders and voters who hear them. And it is even more difficult to carry it out in a way that satisfies everyone including those who are considered clients ".

In another degree, Daniel Mazmanian and Paul Sabatier (1983) define policy implementation as:

"The implementation of basic policy decisions, usually in the form of laws, but can also take the form of orders or important executive decisions or judicial decisions. Usually the decision identifies the problem to be resolved, explicitly states the goal or target to be achieved, and various ways to structure or regulate the implementation process. "

Meanwhile, Van Meter and Van Horn (1975) define policy implementation as:

"Actions taken by either individuals or officials or government or private groups directed at achieving the objectives outlined in the policy decision."

From the three definitions above, it can be seen that policy implementation involves three things, namely:

•	There is a policy objective or objective.
•	The existence of activities or activities to achieve goals.
•	There are results of activities

From the three definitions above, it can be concluded that policy implementation is a dynamic process, in which the policy implementer carries out an activity or activity, so that in the end it will get an outcome that is in accordance with the objectives or objectives of the policy itself.

Government policy in the field of marine security related to Law Number 32 of 2014 concerning Maritime Affairs, is a form of policy implementation in the field of maritime security to address preparedness in facing all forms of threats that occur in Indonesian territorial waters and Indonesian jurisdiction in order to achieve security and safety of the Indonesian sea strong.

The following are models of public policy implementation theory according to several experts:

Table 1. Policy Implementation Models

No	Model	Variabel	Explanation
1.	Van Meter and Van Horn	1.Standard and Objectives / targets 2. Resources 3. Communication 4. Economic, Social and Political Environment 5. Characteristics of Bureaucratic Agents 6. Disposition	• Policy standards must be understood from top to bottom and must have measures. • Implementation requires the support of various resources. • Policy implementation requires support and coordination within an organization. • The economic, social and political conditions that occur have an effect on implementation. • Response to policy implementation. • Implementor's understanding of the content and objectives of the policy • The intensity of the value preference that the implementor has.
2.	Mazmanian and Sabastier	1. Characteristics of the Problem	• Level of technical difficulty of the problem. • The level of diversity of the target group. • The scope of the changes expected. • The proportion of the target group to the total population. • Clarity and consistency of rules. • Level of commitment.
		2. Characteristics of the Policy	•Clarity of the content of the policy. • Theoretical support for policy. • The amount of allocation of financial resources. • Clarity and consistency of implementation rules. • Access outside groups to participate.
		3. Environmental Conditions	• Social and economic conditions of the community. • Public support for policy. • The attitude of the voters group. • Implementor commitment and skills.
3.	Grindle	1. Policy Content	• To what extent are the interests of the target group accommodated • Types of benefits desired by the policy. • The desired changes. • The position of policy makers. • Who is implementing the policy. • Resources.
		2. Policy Context	• How much power and strategy the implementor has. • Characteristics of the ruling regime. • The level of compliance of the target group.
4.	G. Edward III	1. Communication 2. Resources 3. Disposition 4. Bureaucracy	• The parties involved must have communication so that policy objectives are clear. • Human resources, funds, time etc. • Commitment and honesty in implementation • A good bureaucracy really supports implementation.

Of all the models in the concept of policy implementation previously stated, the researcher chose to use the George C. Edward III (1980) policy implementation model, which argues that there are four variables that influence policy implementation, namely communication, resources, disposition and bureaucratic structure. The four variables will be used by researchers to analyze the results of this study.

4. Results And Discussion
4.1 Implementation of policies regarding Bakamla duties faced with the current state of Bakamla posture.
Policy implementation will not begin until goals and objectives are set or identified by policy decisions. Implementation is a process of activities carried out by various actors so that in the end they will get a result that is in accordance with the objectives or objectives of the policy itself.

In practice, the implementation of Bakamla's duties, conditions in the field indicate that the limited infrastructure owned by Bakamla, especially the facilities that support operations at sea, resulted in the results of the operation being not optimal. Especially in the case of illegal fishing, based on the data that the researchers found, the source of the wealth of Indonesian fish that was taken by foreign fishermen in a year, if it was rotated, reached Rp. 300 tllion. However, the results of the operation obtained by Bakamla in a year can only save fish

wealth in the amount of approximately Rp. 1 Trillion. This proves that the presence of Bakamla in carrying out its duties in the field is not in accordance with the objectives to be achieved from the government policy. This also proves that a policy is not going well.

Van Meter and Van Horn (Lusiana, 2018) also define policy implementation, as an action that is carried out either by individuals or by government or private officials or groups that are directed towards achieving the goals outlined in policy decisions. One of the important things that can never be separated from the success of a policy is that the implementer must understand well what is the goal of a policy. Policy implementation is an important matter in implementing policies that have been made, because where one of the determining factors in how to achieve good results from a policy is the implementor. Policy implementation is the implementation of basic policy decisions in the form of laws, orders or decisions made by the executive.

Another problem that arises from the Bakamla task policy which is faced with the weak posture of Bakamla at this time is that there are still many waters which are the territory of Bakamla RI which experience a vacuum from the supervision of the Bakamla patrol elements, thus creating a gap that can be exploited by certain people or groups who are not responsible for committing criminal acts at sea, so that piracy, drug smuggling, fuel smuggling, weapons smuggling and terrorists still occur.

Based on the results of the research that has been carried out, the implementation of policies regarding Bakamla's tasks that are faced with the current Bakamla posture is analyzed using a model from Edward III's theory, namely as follows:

• Communication

The results of the research that has been carried out, on the communication variable show that in Bakamla there has been good communication that can support the realization of strengthening the Bakamla posture state. In order to seek the process of finding solutions to the problems faced by Bakamla, communication efforts were carried out to various parties as a way to get positive support so that from these communication efforts obtained positive output that would encourage the realization of Bakamla's posture that was better than the current condition. The communication that has been made by Bakamla which is a very important moment and responded back is the attention given by Commission I of the Indonesian Parliament, because in it discussed the budget needed by Bakamla to improve the quality of Bakamla's posture, which is related to the operational budget for sea patrol and air patrol. So far, only 14.23% support for marine patrols and 36.72% for air patrol support for one full year. This communication with Commission I of the Indonesian Parliament is a momentum for Bakamla to be able to improve performance in realizing security and safety in Indonesian territorial waters and Indonesian jurisdiction.

Communication is also carried out by providing directions or information related to their respective duties and information about policies that must be carried out, namely those related to discipline and order at work. This is very good for superiors to always do to their subordinates to provide encouragement and enthusiasm in carrying out their duties. This is also a reflection of the implementation of a policy that has been set and whatever the circumstances are to be enthusiastic and loyal and strive to maintain the existence of Bakamla as well as to find the best solution to be able to realize a strong and large Bakamla.

In addition, there is good communication between Bakamla and several overseas coast guards such as USCG (United State Coast Guard), JCG (Japan Coast Guard), PCG (Philippine Coast Guard), MMEA (Malaysian Maritime Enforcement Agency), SPCG (Singapore Police Coast Guard), TCGC (Turkish Coast Guard Command), KCG (Korea Coast Guard), AMBC (Australian Maritime Border Command). This activity is a form of communication established between Bakamla and several coast guards from friendly countries in order to connect maritime diplomacy through exchanging visits with one another, to create security stability in Indonesian territorial waters, as well as to ask for their support about Bakamla's existence as a Indonesian coast guard.

Furthermore, Bakamla personnel also often carry out seminars or focus groups in order to fulfill invitations from other agencies or Bakamla itself as the organizer of the seminar or focus group. The implementation of seminars or focus groups is a sign or sign that Bakamla is carrying out communication with other parties with the aim of absorbing knowledge or sharing about matters related to the types of tasks at Bakamla. So that later it will become a material or reference to be used as a solution in improving the condition of Bakamla's posture, as well as to introduce the existence of Bakamla to the entire community heard the title Bakamla or the Maritime Security Agency of the Republic of Indonesia.

From the information that the researcher has conveyed regarding communication variables, the researcher can conclude that based on the results of this study, communication is indeed a very important factor that can affect the occurrence of changes from existing conditions. From the communication process, some ideas or ideas will be found that can be used as a reference in improving or solving problems that are happening in an agency. The relationship with the implementation of the policy of Law Number 32 of 2014 concerning Maritime Affairs, article 61 concerning Bakamla's duties which is faced with the current condition of Bakamla's posture, that Bakamla has made efforts to realize the strengthening of Bakamla's posture through communication.

•   Resource

Based on the results of the research, the resources related to the infrastructure owned by Bakamla are currently in very limited condition, starting from office buildings, patrol boats and berth/dock facilities and base facilities. The office building used has the status of borrow and use, which at any time if the government needs the building for very important and urgent needs, where will the fate of the personnel in it be transferred? This was very disturbing and had a negative effect on the implementation of the policy to strengthen Bakamla's posture. This also has to do with the welfare of personnel, especially those who serve in the regional zone, if the zone office has the same status as the loan head office of the local government, what about the fate of its personnel, where they want to be placed as a proper place to live, whether to be placed in an office as well as a residence or prepared a special residence such as a mess or official housing. This situation absolutely has a very negative effect on the performance of Bakamla personnel. Then the number of ships owned by Bakamla is currently only 40 ships consisting of 10 ships measuring 48-110 meters and 20 small ships measuring 12-15 meters. There are only 10 ships that are the mainstay of patrols to the EEZ, but during the same period, not all of these vessels are ready for operation, some are carrying out maintenance and repairs, so that only 1/3 of the ships are active. Likewise, with berthing facilities in the form of docks / bases, currently they still use piers to choose from local government or private.

In connection with the human resources (HR) manning the Bakamla, currently it is very limited, especially the personnel manning the patrol boats. As stated in Law Number 32 of 2014 concerning Maritime Affairs, article 61 states that the task of Bakamla is to carry out security and safety patrols in Indonesian territorial waters and Indonesian jurisdiction, thus the most prioritized in carrying out these tasks are patrol boats and their crew. complete. But in fact, there are many personnel piling up in offices. How can a patrol boat carry out its duties at sea if the crew is incomplete or lacking. Tasks at sea are very high risk, and are not the same as serving on land. Patrol boats can sail because they use engines and machines require fuel oil. So, indirectly, the crew members who are on the patrol boat, they live on the oil, which at times threatens their safety in the event of a fire or explosion of the oil. The condition of these human resources is the same as the condition of the Bakamla building, it has the same negative effect on the implementation of the Bakamla strengthening policy. This affects the results of the operation what is obtained is that the less frequent patrol boats carry out patrols due to lack of personnel, the operational targets will not be obtained and the impact of non-criminal offenders at sea is increasingly rampant.

Another resource that is sufficiently needed by Bakamla in addition to infrastructure and human resources is the budget. The budget that Bakamla really needs is the budget to meet the implementation of sea and air operations, where the supported budget for marine operations is only 14.23% and the supported air operation budget is only 36.72% of the operating budget for one full year.

From the discussion that the researcher has conveyed, it can be concluded that from the resource variable it shows that Bakamla is experiencing limitations and shortcomings in terms of infrastructure, human resources and budget. This is an obstacle in Bakamla to create a big and strong posture.

•   Disposition/Attitude

Based on the research results, from the results of the interviews that have been submitted by the four informants, they show a good attitude in carrying out their respective duties. There are two positive attitudes that have been carried out by the four informants, namely a professional attitude and an attitude of loyalty.

The professional attitude shown by the four Bakamla personnel in carrying out their duties is a very commendable attitude that can support the implementation of policies to strengthen Bakamla. Bakamla personnel work in accordance with their respective duties and in accordance with established rules. They are not workers or employees who work at Bakamla because they do not have other jobs, but have become permanent employees who are ready to serve the country through Bakamla.

The second positive attitude shown by Bakamla personnel is loyalty. As stated by Hermawan in the Oxford English dictionary, there is a word for the depth of strong feelings, one of which is about organization. This is the main element that influences the closeness between Bakamla personnel and the organization they supervise, namely Bakamla. This attitude of loyalty is very necessary and must exist in all Bakamla personnel, to maintain the existence of Bakamla, especially to improve Bakamla's posture.

From the discussion of the third variable of Edward III's theory, that the attitudes of all personnel in an organization are the same as communication and resource factors, which are very important to exist in an organization. The professional attitude and loyalty shown by the four informants are two very positive and commendable attitudes. This greatly supports the implementation of policies to strengthen Bakamla's posture.

•   Bureaucracy

According to Max Weber, the definition of bureaucracy is a form of organization whose application is related to the goals to be achieved. This bureaucracy is intended as a system of authority established rationally by various kinds of regulations to organize the work done by many people. Then according to Peter A. Blau and Charles H. Page (1956), the meaning of bureaucracy is a type of organization that is intended to achieve large administrative

tasks, namely by systematically coordinating the work done by many people.

The bureaucratic system has its own characteristics so that it is easily recognized. According to Max Weber, the characteristics of bureaucracy are as follows: Administrative offices are organized hierarchically; Each office is filled by people who have certain competencies (Each office has its own area of competence); Civil servants are determined based on technical qualifications indicated by diplomas or examinations (Civil Servants are appointed, not electe, on the basis of technical qualification as determined by diplomas or examination); Civil servants receive fixed salaries according to rank or position (Civil servants receive fixed salaries according to rank); Job is a limited career, or at least, his job as a civil servant (The job is a career and the sole, or at least primary, employment of the civil servant); The officials do not have their own offices (The official does not own his or her office); Officials as subjects to control and discipline (the official is subject to control and discipline); Promotion is based on the consideration of ability that exceeds the average (Promotion is based on superiors judgment).

Based on the results of the research, Bakamla is already an agency or organization that has run a bureaucratic system, such as the characteristics conveyed by Max Weber, namely that the positions of the personnel at Bakamla are in accordance with the hierarchy starting from the position of Head of Bakamla to the lowest position, all of them is set. Then the second one to become a member of the Bakamla was carried out through a selection process both from members of the TNI, Polri, the Attorney General's Office and from the ANS. The third income or salary received by all Bakamla personnel is adjusted to the level or rank of each division. Fourth, that all Bakamla personnel will one day enter retirement in accordance with the working period of their respective groups, usually according to age, and it is impossible to continue working until there is no limit. This aims to provide opportunities for the younger generation to continue with new energy. Fifth, that Bakamla officials cannot work individually, but they are assisted by staff to do all the tasks that must be completed, it is impossible for an official to do all the work on his own without staff to help him. So the participation of staff is needed in completing every job carried out by the Bakamla officials. Sixth, that the duties of Bakamla officials are to hold managerial functions, namely as controllers or supervisors of their staff who carry out the work they delegate. Seventh, that Bakamla personnel to get a higher position than their original position must go through a promotion or through a competency test or test to test the respective abilities carried out by higher officials. This is done to get qualified personnel to occupy important positions that have been prepared.

4.2 Pushing and Inhibiting Factors

From the results of research conducted through in-depth interviews and documentation, as a supporting factor in the implementation of the policy of Law Number 32 of 2014 concerning Maritime Affairs, Article 61 concerning Bakamla's duties faced with Bakamla's current posture, namely the support of President Joko Widodo, since Initial Establishment of Bakamla President Joko Widodo wanted Bakamla to become the only body authorized in the field of maritime security after the Indonesian Navy. Even in his remarks at the inauguration of the Head of Bakamla, he wanted Bakamla to become Indonesia's coast guard. Besides support from the President, support also came from the legislature, namely Commission I DPR RI. The House of Representatives Commission I was very enthusiastic about the existence of Bakamla since the expulsion of the Chinese coast guard ship by the Bakamla patrol boat, then Bakamla was invited to a hearing at the DPR RI Building to discuss the budget requirements needed by Bakamla for marine and air operations. The next supporting factor comes from the central government and local governments, which have volunteered to provide office building loans both for the Bakamla Headquarters office and for the offices of each regional zone. Meanwhile, the inhibiting factor which greatly influences the implementation of the policy is the limited human resources owned by Bakamla, currently the condition is still not sufficient to fill in the personnel composition list for each section, especially to fill the personnel on duty on patrol boats. Currently only about 30% of the DSP can be met. Then another inhibiting factor is the limited means of patrol boats owned by Bakamla, of the ten ships owned only 30% are actually actively carrying out patrols. This matter really disturbs the creation of a safe Indonesian sea. Furthermore, the third inhibiting factor is the limited budget to support the implementation of both sea and air operations, where the supported budget for sea operations is only 14.23% and the supported air operation budget is only 36.72% of the operating budget for one full year.

4.3 The Strategy in Strengthening the Posture of Bakamla
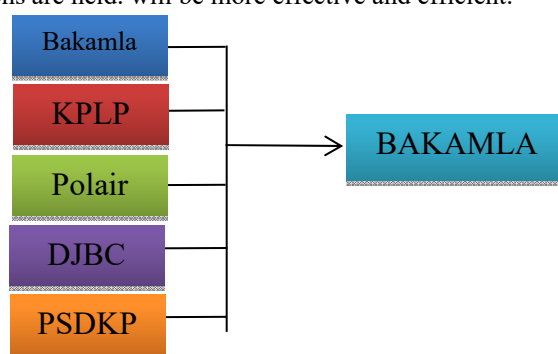
Strategy is a term that is often used to describe various meanings such as a plan, tactic or a way to achieve something to be achieved. According to Effendy (2007, p.32), strategy is essentially planning and management to achieve a goal. According to Rangkuti (2009, p. 3), strategy is a tool to achieve goals. The main objective is so that companies can see objectively internal and external conditions, so that the company can anticipate changes in the external environment. Meanwhile, according to the theory put forward by Arthur F. Lykke (1997) about "Defining Military Strategy" in the Military Review No. 77 Vol 1., namely the strategy is a description of

the existence of goals or means. In terms of resources, of course there is a gap between needs and available resources, which means that there will always be some risks. So, to minimize this risk, it is necessary to develop a strategy, namely by balancing the goals, methods and means.

From the opinion of the experts above, it can be synthesized that strategy is a pattern determination/ model that is pursued using ways, means to show the desired ends, but there will always be risks in terms of fulfilling the required resources. Strategy really supports the achievement of a goal, strategy is very influential in the success of an organization or entity in achieving a goal to be achieved. In this study, a strategy is needed to support or provide a way or a way so that in the process of improving Bakamla posture conditions will be achieved properly and with little risk.

From the results of this study, the best strategy that researchers can formulate in order to support the strengthening of Bakamla's posture is the Merger Strategy, which combines all elements of the patrol boats owned by the four agencies namely KPLP, Polairud, DJBC and PSDKP with the status of being granted to Bakamla.

The purpose of this Merger Strategy is to avoid overlapping authority and overlapping operations at sea and to prevent sectoral egos and tug of war from each agency, so that by combining all patrol boats under Bakamla, maritime security operations are held. will be more effective and efficient.

Picture 1: Merger Strategi

Merger comes from the Latin "mergerer" which means (1) joining, together, joining together, combining (2) causing loss of identity due to being absorbed or ingested by something. Merge r is a combination of two or more companies to form a new company (Scott C. Whitaker, 2012). Mergers are commonly used in companies as a process of merging a business. Mergers can be done both internally and externally. Internal merger occurs when the target company is in the same group ownership while external merger occurs when the target company is in a different ownership group.

In the business strategy, Merger is defined by Hitt (2001, p. 295) as a strategy in which two companies agree to unify their operational activities on a relatively balanced basis, because they have the resources and capabilities that together can create a stronger competitive advantage. Furthermore Sudarsanam (1999, p. 1) says that in a merger, companies that combine and share their own resources to achieve a common goal, and the shareholders of the companies that join together often remain in the position of joint owners of the entity that is combined.

The donation of patrol boats owned by the four agencies to Bakamla is the best solution to untangle the tangled threads that have occurred due to overlapping authorities in carrying out security operations at sea and sectoral egos and tug of war for the interests of each agency, so that if there is no decisiveness to make changes, the conditions for the implementation of the Indonesian maritime security patrols will not change for the better.

According to data submitted by the Maritime Journal on December 12, 2019, currently the number of patrol boats owned by the 4 agencies including ships owned by Bakamla, if combined, the number is 839 ships of various sizes and types. This number far exceeds that of MMEA (Malaysian Maritime Enforcement Agency) which only has 260 ships. Of the 839 units, there are 51 patrol boats measuring over 40 meters that are capable of carrying out operations up to the jurisdictional sea area (additional zone and ZEEI). Hundreds of other units for operations in the territorial sea, coast and rivers. With a total fleet of more than 800 patrol vessels, the country will not be too burdened with the procurement of new vessels, but in the implementation of maritime security operations there will be no overlaps, more effectively and efficiently and there will be no waste of budget.

By combining all the elements of the ship into Bakamla, automatically those related to operational command and control, security and safety information systems, personnel on board and budget and logistics support to support ship operations as a whole will become Bakamla's responsibility. The budget for ship operations and support for crew members includes salaries that were previously managed by each agency, which will then be transferred to Bakamla.

With the implementation of this Merger Strategy, there is no slightest thing that harms or affects the four related agencies, whether material losses, budget or personnel, all things transferred to Bakamla are assets belonging to the Government/State as well and not assets owned by individuals or groups or entities. In particular, only the managers have changed, namely under the management and regulation of Bakamla. This requires commitment from the leadership stakeholders from each agency that this is only in the interest of Indonesia's maritime security.

In connection with the regulations governing the authority of Bakamla, currently there are 24 overlapping laws and regulations related to maritime security issues, so it is necessary to simplify regulations or change policies from the government. As a concept of this Merger Strategy, the government should issue a Government Regulation in Lieu of a Law (Perppu). This is done to strengthen the main tasks and functions of Bakamla. The drafting of the Perppu does not go through a time-consuming process and does not need to go through the DPR, as long as the draft has been drafted and it is agreed that it can be issued immediately.

5. Conclusion

The implementation of policies regarding Bakamla's tasks which are faced with the current posture of Bakamla, has not been implemented optimally. Bakamla's current posture has not been able to secure all Indonesian territorial waters and waters of Indonesian jurisdiction. If it is associated with the theory of G Edward III of the infrastructure variable, it shows that there are deficiencies, namely the limited human resources, the limited patrol boat facilities owned by Bakamla, and the limited budget to support the implementation of operations, both sea and air operations.

The supporting factor in the implementation of policies regarding Bakamla duties faced with the current Bakamla posture, namely the support from the government and the Indonesian Parliament. Meanwhile, the inhibiting factors that greatly influence the implementation of the policy are the limited human resources, the limited patrol boat facilities owned by Bakamla, and the limited budget to support the implementation of operations, both sea and air operations.

The strategy in order to strengthen Bakamla's posture is the "Merger Strategy", which is to combine all the strengths and abilities of the patrol boat elements along with the personnel belonging to the four related agencies, by giving all patrol boats to Bakamla and the crew. Bakamla is responsible for marrying him. This aims to avoid overlapping authority and overlapping operations at sea as well as preventing sectoral egos and tug of war for the interests of each agency, so that by combining all patrol boats under Bakamla, maritime security operations will be more effective and efficient.

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