

# The Role of Effective and Efficient Coordination between Intelligence Agencies

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Early detection is needed in order to prevent the occurrence of various threats, as is a formidable and professional State Intelligence. This can be done by strengthening the cooperation and coordination of State Intelligence by respecting the law, democratic values, and human rights as mandated in the Constitution of the Republic of the Republic Indonesia in 1945. To achieve the objectives or tasks of the state intelligence agency, coordination is necessary, namely as a synchronous and orderly effort to provide the right amount and time, and direct the implementation to produce a uniform and harmonious action on the determined targets. In order to realise integrated intelligence measures and results, effective and efficient coordination and cooperation between intelligence agencies in the Republic of Indonesia is needed. Intelligence as a tool of government is an important issue. This issue becomes even more important when thinking deeper into the role of intelligence in the future versus global issues. Where the organisation of the National Intelligence Agency as the organiser of the coordination function is less supportive, differences in operational standards set by each intelligence agency is separate. Therefore, the National Intelligence Agency as the coordinator of the state intelligence agency has not been able to carry out its function as the coordinator of all intelligence agencies.

**Key words:** *Intelligence, Coordination, Effective and Efficient.*

## Introduction

Related to the implementation of intelligence, various forms and sources of information in early detection constitute an initial and fundamental step towards administering intelligence operational strategies. Therefore, the science of public administration is expected to carry out

the mandate in providing solutions to various problems, including in this case the intelligence institutions in Indonesia. As Frederickson thought, the dynamics of state / public administration in an effort to provide benefits for public services has given birth to several models, among others, starting from contemporary state administration, seen from the mindset of a classical bureaucratic model that has two important components. These are namely regarding the structure or framework of an organisation and the ways to organise people and jobs within an organisational framework. Whereas in the neo bureaucracy models the emphasis is more on the decision making process in organisations. The institutional model puts forward the discussion of the real pattern of organisational behavior. The human relations model emphasizes the pattern of group dynamics, sensitivity training and organisational development. The public choice model emphasizes efforts to prioritize worker satisfaction, personal development, individual dignity and public choice (Frederickson, 2010).

Compared to other organisations in the security sector, intelligence services do indeed have the uniqueness of them, namely discovering information in order to achieve effective goals. Various problems that occur in the homeland associated with intelligence problems are the scope of the study of public administration and various perspectives can be raised to find solutions to these problems. As Muluk mentioned, as the study and practice of public administration in various countries continues to develop, various changes occur along with the growing complexity of the problems faced by public administrators. This theorist has responded to this complexity by continuing to develop the science of public administration. Denhardt & Denhardt revealed that there are three perspectives in public administration, namely old public administration, new public management, and new public service, (Muluk, 2006).

The state intelligence institutions in Indonesia are not only limited to the State Intelligence Agency (BIN) but also to the Strategic Intelligence Agency (BAIS) owned by the TNI Headquarters or the Security Intelligence (Intelkam) Police Headquarters. There are quite a lot of state intelligence agencies in Indonesia, as stated in Article 7 of Law Number 17 of 2011 concerning State Intelligence that the scope of State intelligence includes: a). Domestic and foreign intelligence, b). Defense and/or military intelligence, c). Police intelligence, d). Law enforcement intelligence, and e). Intelligence of ministries/non-ministerial government institutions. The general duties of the state intelligence agency as stated in Article 1 of Law Number 17 of 2011 concerning State Intelligence are explained that: 1. Intelligence is knowledge, organisation, and activities related to the formulation of policies, national strategies, and decision making based on an analysis of information and facts collected through working methods for early detection and warning in the context of preventing, deterring and overcoming any threat to national security. 2. State Intelligence is the organiser of intelligence that is an integral part of the national security system that has the authority to

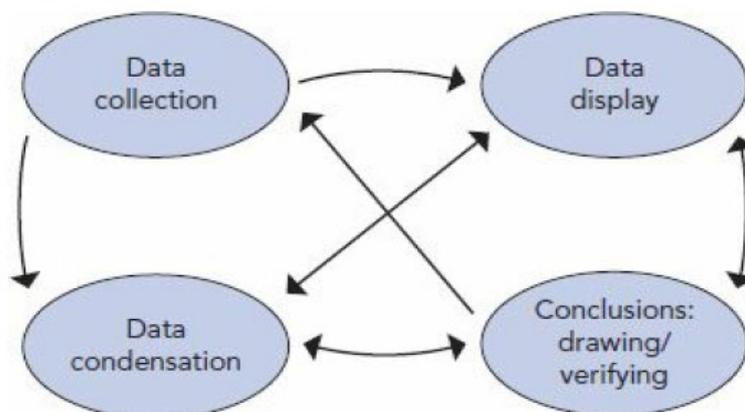
carry out the functions and activities of the State Intelligence. 3. State Intelligence Personnel are Indonesian citizens who have special intelligence capabilities and are devoted to the State Intelligence service (Law No. 17 of 2011).

Based on the consideration of point c of Law Number 17 Year 2011 which states that; "To conduct early detection and early warning to prevent the occurrence of various threats, a formidable and professional State Intelligence is needed, as well as strengthening the cooperation and coordination of State Intelligence by respecting the law, democratic values, and human rights as mandated in the Act -Basic grounds of the Republic of Indonesia in 1945". To achieve the objectives or tasks of the state intelligence agency, coordination is very necessary, namely as a synchronous and orderly effort to provide the right amount and time, and direct the implementation to produce a uniform and harmonious action on the determined targets. In order to realize integrated intelligence measures and results, effective and efficient coordination and cooperation between intelligence agencies in the Republic of Indonesia is needed. Intelligence as a tool of government is an important issue. This issue becomes increasingly important when thinking deeper into the role of intelligence.

## Methodology

This study uses qualitative research and according to Sinuff et al (2007: 87) the purpose of qualitative research is to develop concepts that help understand social phenomena in natural settings, by emphasizing understanding, experience and looking at participants. Primary data collection in this study used interviews and secondary data using documentation, then analysed the data of this study using SWOT analysis. The sharpened qualitative analysis model of the research is an interactive data analysis model developed by Miles, Huberman and Saldana (2014) and is known as an interactive model as presented in Figure 1. Interactive Components of Data Analysis.

**Figure 1.** Interactive components of data analysis



**Source:** Miles, Huberman and Saldana, (2014:33)

Data analysis supported by SWOT matrix analysis can clearly illustrate how opportunities and threats are faced and adjusted to the strengths and weaknesses they have in Table 1.

**Table 1:** SWOT Matrix Analysis

<b>IFAS</b>	<b>STRENGTH (S)</b> Determine 5-10 internal strength factors	<b>WEAKNESS (W)</b> Determine 5-10 factors of internal weakness
<b>EFAS</b>	<b>STRATEGIS – O</b> Create strategies that use power to take advantage of opportunities	<b>STRATEGI W – O</b> Create strategies that minimize weaknesses to take advantage of opportunities
<b>OPPORTUNITY (O)</b> Determine 5 - 10 external opportunity factors	<b>STRATEGIS – T</b> Create strategies that use power to overcome threats	<b>STRATEGI W – T</b> Create strategies that minimize weaknesses and avoid threats
<b>THREATS (T)</b> Determine 5-10 external threats		

## Result and Discussion

The legal basis for coordination between state intelligence institutions in Indonesia in accordance with Article 28 paragraph (2) of Law Number 17 of 2011 concerning State Intelligence, states that: "The State Intelligence Agency (BIN) carries out the State Intelligence coordination function". Based on existing laws and regulations, the state intelligence agency is the body that is authorized to carry out coordination between state intelligence agencies in Indonesia.

There has not been a unifying forum in the implementation of coordination between state intelligence agencies in Indonesia. So far, coordination that often arises in state intelligence agencies is internal coordination, such as coordination between TNI intelligence leaders and their members, coordination between POLRI intelligence leaders and their members, or coordination between TNI intelligence and POLRI leaders and their members.

There are quite a lot of intelligence institutions in Indonesia, but there is rarely coordination between these intelligence agencies. This is due to the strong ties and interdependence of the implementation of coordination between state intelligence agencies in Indonesia and this causes more internal intelligence coordination among intelligence agencies. BIN is considered as a body that has the authority to coordinate state intelligence agencies as contained in Article 28 of Law number 11 of 2011. But in the BIN organisational structure, there is no Deputy for Intelligence Coordination or Expert Staff for intelligence coordination. However, until now there is no part that has the duty and full responsibility to become a

reinforcement and a binding agent in the implementation of coordination between state intelligence agencies, so that intelligence is shared by agencies and departments are running independently.

There is an understanding of the legal basis that the coordination referred to is limited to the coordination of the state intelligence between the TNI and POLRI, even though Indonesia has a lot of intelligence. Indonesia may have more than some other countries in the world, including TNI, POLRI intelligence, The Prosecutors' Office of Justice, the Department of Justice, the Customs and Excise Department, the Ministry of Home Affairs, the Ministry of Foreign Affairs, even to the lowest levels in communities such as Hansip and Kamra.

Based on the description that has been obtained, then to carry out its duties, various resources and aspects must support the state intelligence agency, one of the elements considered important in ensuring the operation and smoothness of the state intelligence task is coordination. As mentioned earlier coordination is important for the organisation, as said by experts, among others, according to G. R. Terry; "Coordination is a harmonious and orderly effort to provide the right amount and time and direct the implementation to produce a uniform and harmonious action towards the determined target". Listening to this opinion, coordination between state intelligence agencies is a harmonious and orderly effort based on a force of law (Laws and Regulations) to provide the right amount and time in directing actions to produce uniform and harmonious activities on the specified targets in achieving the purpose of state intelligence agencies to maintain the interests of national security and integrity.

Coordination between state intelligence agencies is one of the factors that contribute to achieving the goals and tasks of intelligence agencies, through effective coordination of state intelligence agencies capable of collecting data and processing information properly, quickly and accurately. Some of the foreign intelligence agencies mentioned above also involve civil society in operations and coordination, proven to provide significant results in supporting the tasks and objectives of the state intelligence agency. In accordance with the results of the research presented, a Coordination Model in the State Intelligence Agency of the Republic of Indonesia is as follows.

### **Strengths**

Based on the focus of this research, our country's intelligence is getting better, meaning that its human resources, facilities and infrastructure have also been supported. In the future, our state intelligence can be developed more professionally and steadily because there is a State Intelligence College (STIN). The focus of this study is to find that:

- a) Existing state intelligence, especially the Indonesian National Armed Forces, is capable of supporting the realisation of the country's national goals which protect the entire Indonesian nation and all of Indonesia's blood spills.
- b) Existing state intelligence, especially for the TNI is able to conduct early detection and early warning to prevent the occurrence of various threats, a formidable and professional State Intelligence is needed, and strengthening cooperation and coordination of State Intelligence by respecting the law, democratic values and human rights as mandated in the 1945 Constitution of the Republic of Indonesia;
- c) Existing state intelligence, especially for the TNI is able to anticipate the development of the situation, and strategic environmental conditions, needs to conduct early detection and early warning of various forms and nature of threats, both from domestic and abroad that are complex and have a very broad spectrum;
- d) The fundamental problem that coordination between state intelligence agencies in Indonesia still lacks coordination from existing intelligence agencies. So that the existing state intelligence agencies seem to walk independently based on the Standard Operating Procedures (SOP) set by each intelligence agency.

### **Weaknesses**

Based on the focus of this study, there are many weaknesses (problems) in coordination. Some fundamental issues relating to coordination between state intelligence agencies include:

- a) The legal basis for coordination is still weak  
The intelligence law number 17 of 2011 which is still vague so that there is no specific coordination explanation yet. The Presidential Decree number 90 of 2012 concerning the state intelligence agency has not clearly and clearly explained the implementation of the coordination of our country's intelligence agencies.
- b) BIN's organisational structure is still not very supportive  
When viewed from the structure of the State Intelligence Agency Organisation, it has not specifically made a configuration for coordinating the coordination of state intelligence.
- c) Ambiguous coordination standards  
Every intelligence agency in our country has its own standards so that BIN as an intelligence coordinator has not been able to reach out to coordinate all existing intelligence institutions.
- d) Separate coordination  
Since the separation of the TNI and POLRI for internal security was taken by the National Police, the coordination also became fragmented, especially with other intelligence agencies.

Whereas domestic and foreign security the TNI and POLRI and other intelligence agencies must cooperate.

## **Opportunities**

The need for strategic information is delegated in the form of institutional authority which is manifested in an intelligence infrastructure that consists of establishing the intelligence function. In connection with the focus of opportunities, there are two main aspects obtained from this research, namely;

### **a) Internal Opportunities**

Internal coordination between state intelligence agencies is coordination conducted between state intelligence institutions such as between TNI intelligence and the Ministry of Defense, or intelligence intelligence with the Indonesian National Police and other intelligence services.

The coordination of intelligence agencies in Indonesia is actually an opportunity for intelligence coordination within the country which can be said to be a form of internal opportunity and this opportunity is that our country's intelligence agencies have adequate members (quantity) with good quality support. There are intelligence agencies in every region of the Republic of Indonesia called regional intelligence, in which these regional intelligence agencies play a role in detecting threats, maintaining the security and integrity of the Republic of Indonesia.

Another internal opportunity is the capability of the resources owned by our country's intelligence institutions, namely infrastructure, technology and information that are already sophisticated enough to strongly support the implementation of coordination.

### **b) External coordination opportunities**

External coordination between state intelligence agencies, namely the opportunity for coordination between state intelligence agencies and with foreign countries. This opportunity, among other things, will be with embassies outside the country, the cooperation of our country's intelligence agencies with several countries' intelligence in the world. With this collaboration, it is very beneficial in achieving the main objectives of our country's intelligence agencies, namely detecting threats, maintaining the security and integrity of the Republic of Indonesia.

## Threats

Threats are things that can bring threats or losses from outside and affect the coordination of activities between state intelligence agencies in Indonesia. The task of state intelligence agencies cannot be released with national security and defense and the results of research related to threats in coordination between state intelligence agencies in Indonesia in this study have several findings, including;

- a) There is still a lack of attention and concern from political figures, bureaucratic figures, economic figures, public figures, academic tokohh and diplomatic tokohh in supporting the interests of coordinating our country's intelligence institutions.
- b) Still weak laws and regulations on state intelligence, if seen from the existing laws and regulations, coordination is still perceived only for military and police intelligence.
- c) The State Intelligence Agency (BIN) as the coordinator but in the organisational structure of BIN there is no configuration for the coordination section, so it is unclear where the intelligence must coordinate.
- d) The weak relationship between intelligence and civilians, for example if there is intelligence entering a place where civil society tends to shut down, this is certainly a very intelligence ability in early detection.
- e) The budget for state intelligence operations is still inadequate so that it is difficult to coordinate regularly between state intelligence agencies.
- f) There is still a strong enough opinion of "black intelligence" in the community so that it makes our country's intelligence institutions as if parasitic to society.
- g) Legal umbrella for intelligence members in carrying out tasks that are still not strong enough so that they are always haunted by "violations of human rights" if they act.

**Table 2:** Coordination SWOT Analysis between State Intelligence Agencies

<b>INTERNAL</b>	<p><b>Strengths (Potensi)</b></p> <ol style="list-style-type: none"> <li>1. Loyalty of intelligence to the Republic of Indonesia</li> <li>2. HR capabilities are quite adequate</li> <li>3. There are STIN</li> <li>4. The existence of regional intelligence</li> <li>5. There is a clear SOP</li> <li>6. 6. The facilities and infrastructure are sufficient</li> </ol>	<p><b>Weaknesses (Masalah)</b></p> <ol style="list-style-type: none"> <li>1. The legal umbrella is still weak</li> <li>2. Organisational Structuring does not support</li> <li>3. The budget is still small</li> <li>4. Cooperation is less effective</li> <li>5. Lack of support from various parties</li> <li>1. 5. Fear of Human Rights Violations</li> </ol>
<b>EXTERNAL</b>	<p><b>Opportunities (Peluang)</b></p> <ol style="list-style-type: none"> <li>1. Development of intelligence HR capacity</li> <li>2. Development of more resilient SOPs</li> <li>3. Improvement of facilities and infrastructure</li> <li>4. Technology and Information Innovation</li> <li>5. Work better with foreign intelligence</li> </ol>	<p><b>Threats (Ancaman)</b></p> <ol style="list-style-type: none"> <li>1. The quantity of crime increases</li> <li>2. The quality of crime is increasingly complex</li> <li>3. Coordination becomes increasingly weak</li> <li>4. Early detection has not been reached substantially</li> <li>5. The crime rate is getting higher</li> <li>6. Defense and Security become increasingly weak</li> </ol>

The problem of coordination between state intelligence agencies becomes very important for state intelligence agencies in Indonesia as shown in table 2 of the SWOT Analysis of Inter-State Intelligence Coordination. If coordination between state intelligence agencies is very strong, the cases mentioned above may be detected early and the consequences may not be as severe as they are today. Even coordinating reforms are increasingly seen as necessary because of increasingly sophisticated science and technology, which can pose a threat to the State. There is not much difference from the information those researchers got earlier that in the opinion of the resource persons the researcher presented, namely indeed the problem of coordinating this state intelligence agency still needs to be sharpened. So far, what has been done so far is reform of state intelligence, so reform of coordination of state intelligence agencies needs to be done. If reviewed from the legal basis governing the functions and roles of the intelligence services currently in force, the law and regulations provide policy to BIN as the coordinator of state intelligence in general. However, in order to achieve the objectives of the tasks of state intelligence, the existing laws and regulations are not yet as specific as managing the coordination between state intelligence agencies, so there is still a misperception in carrying out the tasks.



The principles of ongoing coordination between state intelligence agencies in Indonesia are a "package" of good coordination, which must be contained in environmental policies that are embodied in the set of environmental legislation. Harmonisation of the principle of coordination between state intelligence agencies in Indonesia also has implications for:

1. The drive towards coordination between state intelligence agencies in Indonesia is stronger (including the demands of the international community);
2. Society will be more open and democratic (democratic society and government) in assessing the coordination between state intelligence agencies in Indonesia
3. The strengths of civil society as a support group needs to be built effectively;
4. The Rule of Law has increasingly been built in coordination between state intelligence agencies in Indonesia

**Figure 3.** The Need for Laws and Regulations as Guarantor for Coordination between State Intelligence Agencies

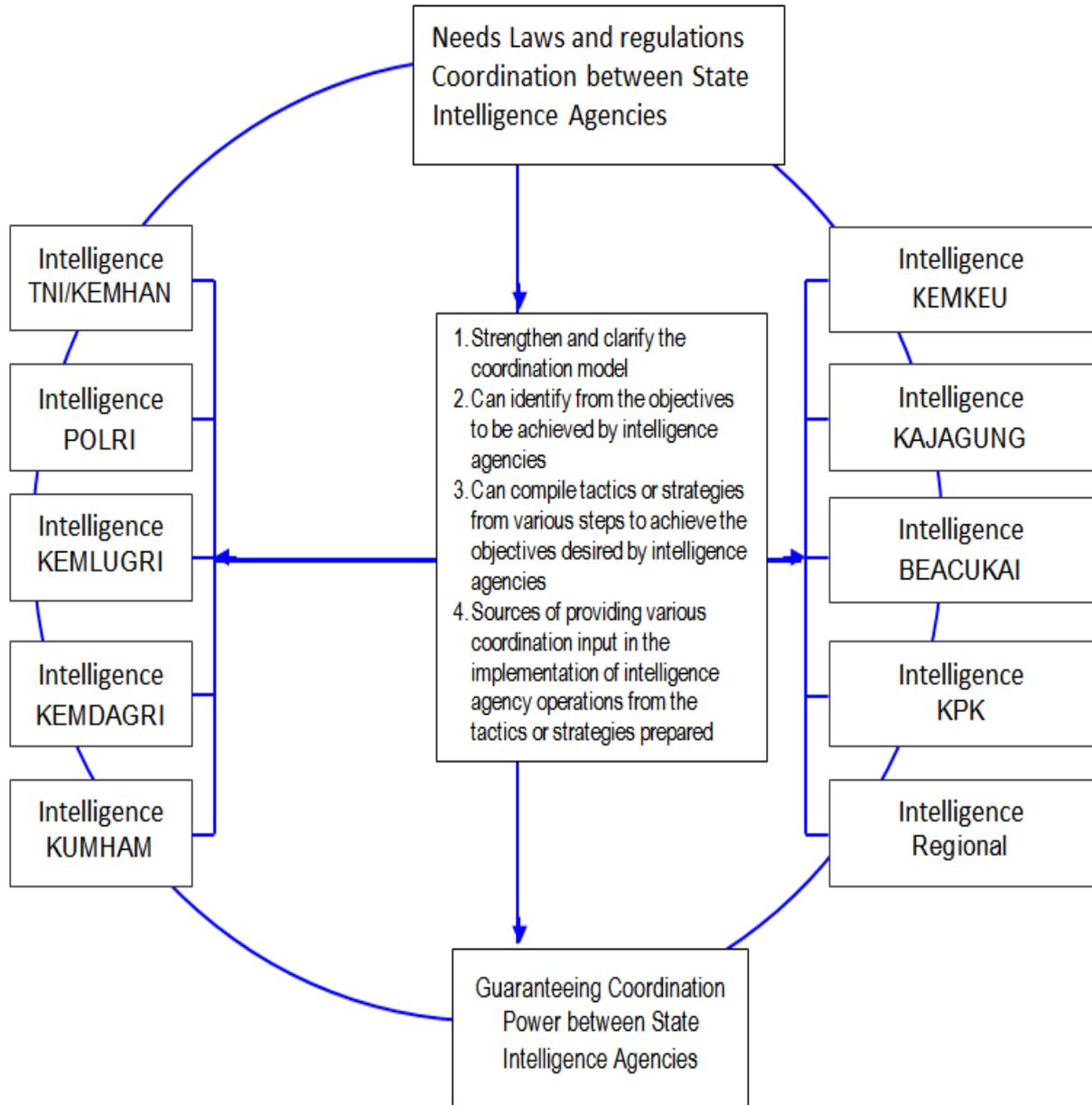


Figure 3 explains the coordination between state intelligence agencies can be done using a coordinating mechanism of reciprocal adjustment because the relationship between individuals and units has reciprocal interdependence, whereas between sequential interdependent relationships, the coordination mechanism is based on planning. Based on the thoughts that have been conveyed, a model of interdependence of the implementation of coordination between state intelligence agencies in Indonesia can be made as follows.

The model Network Type Command model is also in accordance with the Chart of USA intelligence organisations in which there is DNI who has the main authority in coordinating intelligence tasks and coordinating intelligence activities between departments and governments. The proposed coordination can make adjustments of each section, and efforts to move and operate the parts at a suitable time \, so that each part can contribute the most to the overall results. The thoughts from the coordination of Network Type Command (NTC) presented are also in line with the thoughts of Verhoest and Bouckaert (2010: 25) which states: "The logic of approaching coordination as a political rather than administrative activity is that the legitimacy and political power is necessary to push and prod organisations out of their established patterns of delivering policies through 'silos' is vested largely in political leaders rather than in administrators." Producing effective, coordinated policy actions requires making government go against many ingrained patterns of making decisions and managing programs, and most administrative officials will have few incentives to engage in that type of battle. Therefore, political leaders may need to use their legitimate power in government to change such ingrained patterns.

The most important consideration is that any coordination problem faced by the state intelligence agency needs full attention, so that threats to national defense and security can be increased. Based on the results of that have been presented based on previous research studies, the study of Wilson's theory (1989), Mintzber (1996), Verhoest (2010), Karen's thinking, LB (2008), Jeffray, TR 2016 and William, S (2017: 104), it is recommended that a model of coordination between the State Intelligence Institutions be effective in implementing intelligence in Indonesia.

## **Conclusion**

The role of coordination between intelligence agencies that is effective and efficient is formulated on four main conclusions that are compiled from the focus of research, presentation of research results and discussion so as to provide answers to problems and research objectives.

### **1. The complexity of coordination between state intelligence agencies in Indonesia, which consists of:**

- a. The legal basis for the policy regulating the implementation of coordination among state intelligence agencies in Indonesia is Law Number 17 of 2011 concerning State Intelligence. It is explained in article 28 that; "The State Intelligence Agency carries out the State Intelligence coordination function".

Article 7 states; "The scope of the State Intelligence includes; a). Domestic and foreign intelligence, b). Defense and/or military intelligence, c). Police intelligence, d). Law enforcement intelligence, and e). Intelligence of ministries/non-ministerial government agencies".

This study found a misperception of the legal basis for organising coordination, which is perceived as an implementation of the coordination of military and police intelligence agencies.

b. Interdependence of the implementation of coordination between state intelligence agencies in Indonesia

The results found that coordination dependency seems weak, because coordination is more internal in the intelligence institutions so that the coordination of implementation runs independently. The example is the coordination between TNI intelligence leaders and their members or between the intelligence leaders of the Indonesian National Police and its members, or between central and regional intelligence.

c. Differences in attitudes and ways of working in implementing coordination between state intelligence agencies in Indonesia.

The results obtained prove the attitude and way of working is quite significant, given the duties and authorities of different state intelligence agencies. This condition has a quite complex impact on efforts to unite coordination between state intelligence agencies. But it was also explained that differences in attitudes and ways of working in the implementation of coordination need not be questioned deeply. It is important to look for solutions to coordinate accordingly to achieve the role, objectives and functions of intelligence.

d. An organisation that unites coordination between state intelligence agencies in Indonesia. By constitution the organisation formed was BIN, this is in accordance with Article 28 of Law Number 17 of 2011 which states; "The State Intelligence Agency carries out the State Intelligence coordination function".

However, if seen in the organisational structure of BIN, there is still no visible section and officials who have full authority to take full responsibility in coordinating the state intelligence agency.

**2. Conditions of SWOT (Strengths, Weaknesses, Opportunities and Threats) Coordination between State Intelligence Institutions in Indonesia.**

- a. Strengths: existing state intelligence agencies have loyalty to the high state, have adequate human resource capabilities, professional and can be developed. Operations have been supported by sophisticated technological facilities and infrastructure: there is a State Intelligence College (STIN) and good cooperation with foreign intelligence agencies.
- b. Weaknesses: the legal basis (Laws and Regulations) still have not provided a discourse that is in line with the needs of implementing coordination between state intelligence agencies. The BIN organisation as the organiser of the coordination function does not support differences in operational standards set by each intelligence agency and encourages separate coordination. So that BIN as the coordinator of the state intelligence agency has not been able to carry out its function as the coordinator of all intelligence agencies.
- c. Opportunities, divided into two namely;

- 1) Domestic opportunities

For domestic opportunities can be said as a form of internal opportunity and this opportunity is a state intelligence agency that has adequate members with good quality support. There are intelligence agencies in every region of the Republic of Indonesia called regional intelligence, in which these regional intelligence agencies play a role in detecting threats, maintaining the security and integrity of the Republic of Indonesia.

Another internal opportunity is the capability of resources owned by the state intelligence agency, namely adequate facilities and infrastructure, technology support that is sophisticated enough to strongly support the implementation of coordination.

- 2) Overseas opportunities

For foreign opportunities can be said as a form of external opportunities and this opportunity is among other things the collaboration of state intelligence agencies with several intelligence countries in the world. With this collaboration it is very beneficial in achieving the main objectives of the state intelligence agency to detect threats early, maintain security and the integrity of the Unitary Republic of Indonesia.

- d. Threats in coordination are divided into two, namely;

- 1) Internal aspects

Internally this threat is a threat to coordination from within, among others; the lack of a clear legal umbrella that forms the basis of coordination activities, the weak organisational structure that handles coordination and the lack of attention from high state officials to the importance of coordination for state intelligence agencies. On the other

hand coordination activities between state intelligence agencies run independently, so that the relations of existing state intelligence members in the intelligence institution become less harmonious.

2) External aspects

Externally this threat is still a small budget given to state intelligence agencies so that coordination activities between state intelligence agencies are rarely carried out. There is a negative opinion on the state intelligence agency, so it is not supported by civil society.

**3. Reform of the Coordination of State Intelligence Institutions in Achieving Successful Implementation of Intelligence Duties.**

- a. The institutional reform of intelligence has been carried out by placing the position of each intelligence institution in accordance with the role, objectives, and functions and scope of the intelligence institution so that intelligence institutions are formed separately according to their capacity.

With these conditions, coordination between state intelligence agencies runs independently, which is more focused on internal intelligence agencies.

- b. Reform of the implementation of coordination between state intelligence agencies is not well covered, so that to unite the implementation of coordination between state intelligence agencies is also still an obstacle both technically and operationally in the coordination of intelligence agencies.

**4. The focus of the Coordination Model among the State Intelligence Institutions that is effective in administering intelligence in Indonesia concludes:**

- a. Existing legal basis, namely Law Number 17 of 2011 is incidental so that it has not given full authority to the state intelligence agencies in carrying out their duties and functions.
- b. Effective coordination between intelligence agencies in Indonesia has not been able to be achieved effectively, because the basic policy of implementation of the existing coordination (legal basis) is perceived to be limited to coordination for military and police intelligence agencies.
- c. The coordination model used is Hierarchy Type Mechanism (HTM), which is coordination that refers to a coordination mechanism that is based on authority and domination, so that it is more concerned with the internal coordination of intelligence agencies, having an impact on the emergence of sectorial egos from each party who values more than the parties other.



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