

# INDONESIA'S MARITIME SECURITY STRATEGY IN COUNTERING ILLEGAL FISHING THROUGH THE INDONESIA-AUSTRALIA FISHERIES SURVEILLANCE FORUM IN 2018-2022

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## ABSTRACT

This research describes Indonesia's maritime security strategy in countering illegal fishing through the Indonesia-Australia Fisheries Surveillance Forum in 2018-2022. The maritime border between Indonesia and Australia is prone to illegal fishing, which requires bilateral cooperation to resolve it. For this reason, Indonesia cooperates with Australia through the Indonesia-Australia Fisheries Surveillance Forum (IAFSF). This study uses descriptive qualitative method and the Maritime Security Strategy concept which includes Maritime Domain Awareness (MDA) and new epistemic infrastructure, coordination and maritime security governance and operational coordination. The results of this research show that Indonesia's Maritime Security Strategy within the IAFSF framework have been implemented by forming the 115 Task Force to enhance maritime domain awareness, developing a new epistemic infrastructure database of illegal fishing information, facilitating information exchange between Indonesia and Australia on illegal fishing cases, human resource capacity building for Indonesian staff, joint campaigns against illegal fishing, preparing alternative livelihoods for fishermen across the Indonesian-Australian maritime borders and Operation Gannet coordinated patrols between Bakamla and the Australian Border Force (ABF).

**Keywords:** Maritime Security Strategy, Illegal Fishing, IAFSF, Indonesia, Australia

## INTRODUCTION

This research describes Indonesia's maritime security strategy in countering illegal fishing through the Indonesia-Australia Fisheries Surveillance Forum (IAFSF) in 2018-2022. As an archipelagic state, Indonesia faces illegal fishing threats along its vast exclusive economic zone (EEZ). Illegal fishing is an unlawful activity of catching fish, which is unregulated by the local government, and the activities are unreported to the fisheries authorities. Illegal fishing doesn't respect states' maritime borders and sustainability of natural resources. Illegal fishing is conducted by nationally-registered

or foreign ships, which enter other country's maritime jurisdiction to steal fish without the permission of the sovereign country's government (FAO, 2023).

There are different categories of illegal fishing, including unreported fishing which do not report to the national or international authorities, and manipulating reports to disguise their activities in the states' exclusive economic zones. On the other hand, unregulated fishing is done by ships unregistered to any national authorities (Saputra, 2017). In short, the term is usually named illegal, unregulated and unreported (IUU) fishing.

The number of illegal fishing cases in the Indonesia-Australia maritime border has increased annually. Since 2014, Indonesia suffered an annual loss of 101 trillion Rupiah due to illegal fishing (KKP, 2022b). In 2015, The Ministry of Marine Affairs and Fisheries had arrested 157 illegal fishermen and sunk 107 fishing ships as sanctions. In 2016, there were 163 illegal fishing ships intercepted. On the other hand, the Australian Government has also captured 337 illegal fishing vessels in 2021-2022 (Hayes & Murphy, 2022). In short, illegal fishing has caused annual loss for both countries in terms the instability of fisheries stock, which decreased the number of fishes caught by local fishermen (Kusdiantoro, et al., 2019).

Illegal fishing happens in Indonesia due to various reasons, including catching fish without license, using a fake license or illegal tools to catch fish, and catching the species of fish different to what is specified in the license (Departemen Kelautan dan Perikanan, 2008). Lambok Silalahi mentioned that illegal fishermen used a fake fishing license, with documents that doesn't match with the ship's and fishing tools' specifications. The illegal fishermen caught fish in an unlawful quantity, while also using illegal methods to catch fish (Direktorat Jenderal Pengawasan dan Pengendalian Sumberdaya Kelautan dan Perikanan, 2005)

In response, the Indonesian Government conducted policies in countering illegal fishing, including sea patrols, and the Global Maritime Fulcrum to strengthen maritime defense (Rofidah, 2020). However, Indonesia needs to renew its maritime cooperation with neighboring countries to collaborate in combatting illegal fishing. For instance, Indonesia and Australia had signed the memorandum of understanding (MoU) Box 1974 which only discussed maritime natural resources cooperation, but doesn't encompass practical strategies in countering illegal fishing (Rahmadany & Olivia, 2020).

Indonesia and Australia renewed their maritime cooperation on 26 February 2017 in Sydney, by signing the Joint Declaration on Maritime Cooperation. The neighboring countries agreed on three points, including freedom of trade, navigation, flight and sustainable use of marine resources; contributing towards regional security and peaceful maritime dispute settlement; and commitment to countering transnational crimes. To implement the Joint Declaration on Maritime Cooperation between the Government of Australia and the Government of Indonesia, both countries formed the

Plan of Action for the Implementation of the Joint Declaration on Maritime Cooperation between the Government of Australia and the Government of Indonesia in 2018. There are several priority cooperation areas listed in the plan of action, including economic development, strengthening maritime security and combatting illegal fishing (Rahmadany & Olivia, 2020).

III	Combat Illegal, unreported and unregulated fishing as well as crimes in the fisheries sector		
No	Specific activities	Responsible agencies	Timeframe
1	Conduct joint capacity building exercises between civilian maritime enforcement agencies	AFMA, ABF, RAN/Bakamla, KKP, TNI-AL	Where appropriate
2	Continued cooperation through the Regional Plan of Action to Promote Responsible Fishing Practices including Combatting IUU Fishing (RPOA-IUU) including through the MCS Sub-Regional Group (Arafura and Timor Seas)	DAWR, AFMA/ KKP	Ongoing, RPOA-IUU meeting in November (annually)
3	Indonesia Australia Fisheries Surveillance Forum	ABF, AFMA/ KKP	Annual-dates variable

**Figure 1.** Indonesia and Australia’s Strategies in Combatting Illegal Fishing

**Source:** Plan of Action for the Implementation of the Joint Declaration on Maritime Cooperation between the Government of Australia and the Government of the Republic of Indonesia (Kemlu, 2018)

The Indonesia-Australia Fisheries Surveillance Forum (IAFSF) is a forum to monitor fisheries in order to prevent illegal fishing between Indonesia and Australia’s maritime borders, specifically in the Timor and Arafura Seas. IAFSF has developed a routine Gannet operation patrol held twice a year to prevent illegal fishing. IAFSF has also conducted coordinated training, information sharing related to law enforcement in the seas, surveillance technology sharing, bilateral and multilateral meetings (KKP, 2021). A memorandum of understanding between the Indonesian Directorate-General of Surveillance and Control of Marine and Fishery Resources (PSDKP) and the Australian Border Force (ABF) has become the principle to guide this cooperation. The Director-General of Surveillance and Control of Marine and Fishery Resources, Dr. Adin Nurawaluddin, M.Han. stated that Indonesia and Australia are committed to create a secure maritime area free from illegal, unregulated and unreported (IUU) fishing. Since IAFSF was launched in 2007, the neighboring countries agreed to strengthen cooperation on fisheries surveillance and biannual discussion forums (KKP, 2022b).

Previous studies have discussed about Indonesia’s maritime policy for economic benefits, the Indonesia-Australia bilateral cooperation in countering transnational crime, and multilateral efforts to maintain maritime security. Firstly, in terms of Indonesia’s maritime policy for economic benefits, Nugraha & Sudirman

(2016) argued that it's important for the Indonesian Navy (TNI-AL) to optimize the use of ports in Jakarta and Surabaya to support export activities. Hence, Indonesia's global maritime fulcrum (GMF) vision could be achieved (Nugraha & Sudirman, 2016).

Secondly, previous studies on the Indonesia-Australia bilateral cooperation in countering transnational crime discussed that Indonesia and Australia have signed cooperation based on the MoU BOX 1947 (Mamonto, 2020). Both states are committed to cooperate for mutual interest, and protect maritime border from transnational crime (Kamarudin, 2018). In practice, Indonesia and Australia have collaborated to combat illegal fishing in Arafura Sea in 2015-2018 through security cooperation and information exchange (Pinatih, 2019). This cooperation was conducted in order to protect the neighboring countries' economic interest by developing the blue economy through sustainable marine resources management for coastal society's welfare (Ekaputra, 2018). However, Indonesia's maritime diplomacy between Bakamla and the Australian Border Force (ABF) for maintaining trust was postponed to be held due to the Covid-19 pandemic in 2020 (Prabowo, 2022).

Thirdly, previous studies have also discussed about multilateral efforts to maintain maritime security. On one hand, Indonesia and other Southeast Asian countries conducted maritime security cooperation through dialogues within the Association of Southeast Asian Nations (ASEAN) framework (Agastia, 2021). The ASEAN framework's purpose was to uphold maritime governance and enhance Indo-pacific maritime cooperation (Damayanti, 2019). On the other hand, Australia tends to maintain maritime security in the Indo-Pacific region by being active in the International Maritime Organization (IMO) (Karim, 2020).

Alternatively, this research examines Indonesia's strategy within the framework of the Indonesia-Australia Fisheries Surveillance Forum (IAFSF), as mentioned in the Annex Plan of Action. IAFSF is a part of the Indonesia Australia Ministerial Forum (IAMF) on surveillance of fisheries resources to counter illegal fishing, followed by a joint communique on cooperation to counter illegal, unregulated and unreported (IUU) fishing. This framework regulates the observation of marine and fisheries resources to counter IUU fishing, signed in October 2015 by the Indonesian Minister of Maritime Affairs and Fisheries, Susi Pudjiastuti, and the Australian Minister for Agriculture and Water Resources, Barnaby Joyce. Besides that, both governments have conducted maritime policies to regulate maritime borders based on the Lombok Treaty since 2006. IAFSF is annually held based on the Plan of Action 2018-2022.

The surveillance forum between Indonesia and Australia is crucial to make sure stakeholders from both countries do not cause loss to each other. Previously, there had been incidents such as Indonesian fishermen fishing illegally in Australia's maritime borders. There were also large foreign ships responsible for illegal fishing in

Indonesia's maritime area, which caught more fish than Indonesian fishermen's traditional vessels (Ekaputra, Susiatiningsih & Hanura, 2018). Hence, this research examines Indonesia's maritime security strategy in countering illegal fishing through the IAFSF.

## **METHOD**

This research uses a descriptive qualitative method to describe Indonesia's maritime security strategy in combatting illegal fishing through the Indonesia-Australia Fisheries Surveillance Forum. Qualitative method is used to describe a social phenomenon, which is the cooperation framework of the Indonesia-Australia Fisheries Surveillance Forum by using sentences objectively. Descriptive approach describes the social phenomenon which becomes the study case of this research. This research uses a nation-state level of analysis according to Mas'ood's (1990) International Relations Research Method. The unit of analysis on this research is the Government of Indonesia, which has the responsibility to combat illegal fishing, through the Ministry of Maritime Affairs and Fisheries of the Republic of Indonesia and Indonesia's Maritime Security Agency (Bakamla).

This research uses secondary data sources, containing information needed for this research (Sugiono, 2008). The data source is from the Directorate General of Marine and Fisheries Resources Supervision, Ministry of Maritime Affairs and Fisheries, Republic of Indonesia (PSDKP) and Indonesia's Maritime Security Agency (Bakamla). The authors did not collect data through interviews, but from official documents such as memorandum of understandings to analyze the data.

Bueger (2015) explained that maritime security strategy is based on the ocean governance in countering maritime challenges, which involves coordination and field operations to manage the complexities faced. There are three strategies in organizing maritime security and managing complexity. Firstly, Maritime Domain Awareness (MDA) and new epistemic infrastructure. There needs to be innovations in countering maritime challenges through several mechanisms, such as capacity building to improve the fishermen's knowledge on the maritime environment and preparing a data base containing information on maritime situational awareness, for instance tracking ship movements. Secondly, coordination and maritime security governance by determining maritime security agenda through coordinating actions in countering mutual threats, organizing collaboration between actors, and facilitating the legal system development. Thirdly, operational coordination, which involves mandated activities with flexible tasks and practice, to enable collaboration between civil society and the military such as the Navy on maritime affairs, and activities with the purpose of countering maritime threats (Bueger & Edmunds, 2017).

By referring to the concept of Maritime Security Strategy from Bueger and Edmunds (2017), the authors describe Indonesia's maritime security strategy in

countering illegal fishing through the IAFSF. The first strategy is Maritime Domain Awareness and new epistemic infrastructure, describing strategies for developing maritime domain awareness in Indonesia in dealing with illegal fishing. The second strategy is coordination and maritime security governance through the IAFSF's programs against Illegal Fishing. The third strategy is operational coordination, which refers to joint patrols and military operations in countering illegal fishing around Indonesia and Australia's maritime borders.

## **RESULTS & DISCUSSION**

The authors divide the results and discussion into three parts, including Maritime Domain Awareness (MDA) and New Epistemic Infrastructure; Coordination and Maritime Security Governance; and Operational Coordination. Maritime Domain Awareness (MDA) and New Epistemic Infrastructure describes Indonesia's strategy for countering illegal fishing, along with supporting facilities in fulfilling the MDA. Maritime Domain Awareness needs to establish cooperation in the form of Coordination and Maritime Security Governance through the Indonesia-Australia Fisheries Surveillance Forum (IAFSF), describing activities agreed by both countries and its implementation as a form of Indonesia's maritime security strategy. Finally, Operational Coordination discusses the forms of maritime security practices to secure Indonesia and Australia's maritime borders from illegal fishing.

### **Maritime Domain Awareness and New Epistemic Infrastructure**

Indonesia's Global Maritime Fulcrum foreign policy shows Indonesia's ambition to become a maritime power capable of safeguarding its maritime environment. Based on this national interest, Indonesia needs to develop Maritime Domain Awareness (MDA) through capacity building to increase understanding about the maritime security threats, especially illegal fishing. Additionally, Indonesia also needs a new epistemic infrastructure in the form of information database containing information on illegal fishing activities.

Firstly, Indonesia formed the 115 Task Force to counter illegal fishing, based on the Presidential Decree of the Republic of Indonesia Number 115 Year 2015. This task force was formed by the Indonesian Minister of Maritime Affairs and Fisheries 2014-2019, Susi Pudjiastuti. Pudjiastuti explained that based on this decree, Indonesia could inspect foreign ships which enter Indonesia's maritime area illegally without the need to follow court procedure (BPK, 2015).

The 115 Task Force has a strategy, which attempts to create deterrent effect through monitoring, control and observation by catching, sinking and exploding ships proven to be used for illegal fishing. Practically, 115 Task Force conducted surveillance through satellite radars and data checking of information acquired from the control center. The task force also conducted monitoring through maritime patrolling using ships and airplanes, based on the Regulation of the Minister of

Maritime Affairs and Fisheries of the Republic of Indonesia Number 37 Year 2017 on the standard operational procedure in law enforcement to counter illegal fishing.

From 2017 until 2019, the 115 Task Force has successfully confiscated 633 ships proven of illegal fishing activities. The task force has also prevented the government's estimated 209.1 billion Rupiah loss due to tax evasion from illegal fishing activities. According to Bueger (2015), there needs to be an institution capable of developing maritime domain awareness in the field of maritime security, as well as a collaboration between civil society and the military.

Besides that, on the issue of maritime domain awareness in the field of the environment and economy, the 115 Task Force has a strategy to increase the stock of fish to maintain sustainability of the marine ecosystem by eradicating illegal fishing. As a result, through the policy of sinking ships used for illegal fishing, Indonesia's stock of fish has increased into 12,5 tons, which also contributed to the national income. The number of fish imported by Indonesia has also decreased by 80%, signifying Indonesia's capability to fulfill domestic needs (Humas Sekretariat Kabinet Republik Indonesia, 2016). Pudjiastuti explained that illegal fishing not only threatened Indonesia's fish supply for domestic consumption, but also pose a danger to the sustainability of marine resources (Rachman, 2017).

The 115 Task Force has conducted policies and strategies in maintaining maritime sovereignty and spreading awareness towards fishermen operating in Indonesia's seas. However, the 115 Task Force's operation has been suspended in 2019, and has not been continued ever since (Kompas Cyber Media, 2020). Therefore, the responsibility of countering illegal fishing is currently under the Ministry of Maritime Affairs and Fisheries of the Republic of Indonesia.

The ministry has formed a set of norms and internal mechanisms to counter illegal fishing. Despite no longer using the 115 Task Force, the implementation of countering illegal fishing remains the same. The difference is that currently there are not as much ship-sinking as compared to previous years. The Minister of Maritime Affairs and Fisheries of 2019-2020, Edhy Prabowo explained that sinking the ship requires a lot of budgets. Besides that, illegal vessels arrested for illegal fishing could be donated to the local fishermen instead. Hence, since 2020 until now, the Minister of Maritime Affairs and Fisheries, Sakti Wahyu Trenggono applies sinking the ship policy again. This is relevant to Bueger's explanation that states develop maritime domain awareness based on their national interest, while adapting to the maritime situational changes (Bueger, 2015).

Secondly, Indonesia provides centralized data and information. Data analysis and information taken from national and international institutions have been regulated by the Regulation of the Minister of Maritime Affairs and Fisheries of the Republic of Indonesia Number 37 Year 2017 on standard operational procedure in law enforcement to counter illegal fishing. Data collecting activities are done by the control center, a specific unit of the 115 Task Force, including from: Vessel Monitoring System (VMS); INDESOS satellite, which produce real-time images on

illegal fishing potentials. Data analysis from the satellite radar is updated every two hours, to ensure accuracy of the surveillance; LAPAN satellite imagery to detect the movement of illegal fishing vessels; Automated Identification System (AIS); The 115 Task Force patrol monitoring from ships and airplanes; Information sharing with international partners; and Call center reports from the society through social media @Satgas115, SMS, WhatsApp messages, phone calls to +628129115115 to report illegal fishing activities (BPK, 2017).

Data collected from various methods are analyzed to investigate illegal fishing activities which will then be followed by sanctions based on the proofs available (BPK, 2017). After the 115 Task Force has been suspended, the availability of data and information on surveillance of illegal fishing has been regulated under the Joint Agreement with the Coordinating Ministry for Maritime Affairs and Investment regarding the exchange of data and information in the context of law enforcement at sea, as follows:

No.	Institution	Duties and Responsibilities
1	Directorate General of Customs and Excise	Providing data and information on the identity of ships, vessel declaration, radar data, long range camera and maritime vulnerability
2	Directorate General of Maritime Affairs	Providing data from the Automated Identification System (AIS)
3	Ministry of Marine Affairs and Fisheries (KKP)	Providing data and information on Vessel Monitoring System (VMS), maritime and fisheries crimes, and fishing operational data
4	National Police Security Maintenance Agency (Baharkam Polri)	Providing data and information on illegal fishing cases, naval and aerial operations, and maritime vulnerability
5	Indonesia's Maritime Security Agency (Bakamla)	Providing main data and information on radar imagery, long rang camera, AIS Terrestrial and satellite, and vessel anomaly reports
6	National Institute of Aeronautics and Space	Providing data and information from the LAPAN satellite

**Figure 2.** Duties and responsibilities of agencies in presenting data and information

**Source:** Kemenko Bidang Kemaritiman dan Investasi (2019)

There has been specific division of tasks and responsibilities from various institutions which provide data and information on illegal fishing incidents. The responsibility of the Coordinating Ministry for Maritime Affairs and Investment is to synchronize, coordinate, and control the joint agreement through data and information provided. This is also to minimize the potential of overlapping roles, which may prevent institutional ineffectiveness in coordination (Kemenko Bidang Kemaritiman dan Investasi, 2019).

From the data above, we could conclude that Indonesia developed its Maritime Domain Awareness by forming the 115 Task Force, with the task to monitor the maritime environment and collect data on illegal fishing activities. This is relevant to Bueger and Edmunds' (2017) explanation that maritime domain awareness (MDA)

produce data and information from radars, satellites, and other means of technology, which could be achieved by integrating cross-sectoral tasks and infrastructure in analyzing maritime information (Bueger & Chan, 2019). Furthermore, Indonesia has also developed new epistemic infrastructure by gathering data and information from domestic and international institutions on illegal fishing activities to be stored in a database.

### **Coordination and Maritime Security Governance through the Indonesia-Australia Fisheries Surveillance Forum (IAFSF)**

Indonesia conducts coordination and maritime security governance through the Indonesia-Australia Fisheries Surveillance Forum (IAFSF) bilateral meeting to face mutual challenges. The IAFSF aims to prevent illegal fishing in both countries' exclusive economic zones. IAFSF was initially held in 2007, followed by the signing of Lombok Treaty. This occasion was a part of the Indonesia-Australia Ministerial Forum (IAMF) working on cooperation on maritime resources surveillance to prevent illegal fishing.

Additionally, the Indonesia-Australia Working Group for Marine Affairs and Fisheries is held annually to counter illegal fishing (Darmawan, Juned & Hikmawan, 2022). This forum shares information and data to support patrols between the two countries, with the mission to develop operations and communication, procedure, real-time information exchange and fisheries monitoring sustainably.

There are several activities in IAFSF. Firstly, data and information exchange. Indonesia and Australia have agreed on the kinds of data, location, time of delivery and information exchange mechanism; discussion on data exchange, including monitoring, implementation, and evaluation through formal meetings. Data and information available are not used for any other purpose unless necessary and regulated by law. This cooperation on information exchange is necessary to conduct operation patrols in countering illegal fishing (KKP, 2022b).

Secondly, capacity building of human resources. The Indonesian Directorate-General of Surveillance and Control of Marine and Fishery Resources (PSDKP) cooperated with the Australian Border Force (ABF) to conduct Vessel Search Courses for ship crews regarding fisheries surveillance. This training took place twice. Initially in Pontianak on 26 February until 1 March 2018. The second training took place in Kupang on 5 to 8 March 2018. Each session involved 16 participants from PSDKP, including ship crews. This activity was led by Sydney, an instructor from the ABF College, with the purpose of increasing the skills of ship crews on surveillance operations on illegal fishing ships. This activity is hoped to be able to safeguard maritime sovereignty and resources in Indonesia's seas (KKP, 2018).

Thirdly, Public Information Campaign (PIC). The Ministry of Maritime Affairs and Fisheries (KKP) and the Australian Fisheries Management Authority (AFMA) held a Public Information Campaign to counter illegal fishing in Rote Ndao regency, East Nusa Tenggara involving 300 fishermen. PIC was held for two days, on

Wednesday 30 November 2022 in Papela Harbour and Thursday 1 December 2022 in Ba'a, Rote Ndao district, East Nusa Tenggara (KKP, 2022b). This activity aimed to spread awareness to the local fishermen to not sail beyond national maritime boundaries while fishing.

The Manager of International Compliance Operations, Australian Fisheries Management Authority (AFMA), Lydia Woodhouse said to the fishermen to comply to both countries' MoU BOX 1947. Indonesian fishermen using traditional fishing methods are allowed to operate in Australia's maritime area within the 50.000 square kilometer in the Timor Sea. This is allowed for fishermen using traditional ships, without motor or engine. Violators of this rule will be sanctioned by having their ships, fishing tools and caught fish confiscated. The fishermen will be deported. If the same fishermen are caught violating this rule for the second time, then they are also warned with fines and imprisonment if decided by the Australian court. Thus, Indonesian fishermen are not allowed to fish freely without paying attention to this rule.

Principal fisheries supervisor, Directorate General of Marine Resources and Fisheries Supervision, KKP, Nugroho Aji said that this campaign is held in Papela Port, a public area. The reason is because Papela Port has become the main point of departure for Indonesian fishermen going fishing to Indonesia's maritime borders. Through this campaign, it is hoped that the Indonesian fishermen in Papela will abide by the rules agreed by both countries to prevent being sanctioned (Buhori, 2022).

Fourthly, providing alternative livelihood becomes the biggest challenge faced by KKP and AFMA. It's difficult for both countries to provide replacement jobs for fishermen who used to conduct illegal fishing. The issue of alternative livelihood had remained a problem since MoU Box 1974. Indonesia and Australia have agreed to work together in the field of fisheries to create alternative jobs in Eastern Indonesia to prevent illegal fishing in Australia's waters (Solihin, 2012).

ABF's data shows that there has been an increasing number of violations in Australian maritime borders. From 25 ship violation cases in 2019, to 50 ships in 2020 and 275 ships in 2021. This was allegedly due to the loosening patrols during the Covid-19 Pandemic. Ships used to cross Australian maritime borders have the size of <5GT to 10GT to catch sea cucumbers and sharks due to their economic value (KKP, 2022a).

The problem of fishermen crossing maritime borders have been discussed bilaterally by KKP and Australia. The Indonesian Directorate-General of Surveillance and Control of Marine and Fishery Resources (PSDKP) and Australian authorities met in Jakarta in the end of 2021. The first Indonesia-Australia Fisheries Surveillance Forum (IAFSF) was held in March 2022, followed by IAFSF's next meeting in mid-May 2022 (KKP, 2022a).

There was also an internal meeting held in the ministry, organized by the Bureau of Public Relations and Foreign Cooperation (BHKLN) and the KKP Secretariat General. BHKLN, KKP held a focus group discussion (FGD) with members of Provincial government of East Nusa Tenggara, Rote Ndao Regency

Government, Coordinating Ministry for Maritime Affairs and Investment, and the Ministry of Foreign Affairs and the Ministry of National Development Planning of the Republic of Indonesia in Jakarta on Friday, 27 May 2022. This shows that the Eastern Indonesia region still depends of fishery for their daily income. Hence, the participants of the internal meeting have agreed that finding alternative jobs would be a suitable solution to the problem (Fricila, Heryadi & Ma'arif, 2022).

Fifthly, joint and coordinated patrols by Australia and Indonesia in both countries' maritime boundaries. These patrols aim to detect, prevent and counter various illegal activities in the sea, especially in Eastern Indonesia region bordering Australia. The IAFSF was applied since the signing of an agreement between Indonesia and Australia, except if otherwise replaced by a newer agreement. Problems that might occur due to multiple interpretations of the agreement will be resolved peacefully through bilateral consultation and negotiation. This activity involves the Directorate General of Marine and Fisheries Resources Supervision, Ministry of Maritime Affairs and Fisheries of the Republic of Indonesia, Australia Fisheries Management Authority and the Australian Border Force. Based on Bueger and Edmund's (2017), maritime agenda, IAFSF produce strategies to coordinate action in facing mutual threats.

Additionally, IAFSF becomes a forum which links the interests of various institutions. Firstly, the Ministry of Maritime Affairs and Fisheries of the Republic of Indonesia through the Directorate General of Marine and Fishery Resources Supervision (Ditjen PSDKP). Ditjen PSDKP is a governmental institution under the Ministry of Maritime Affairs and Fisheries of the Republic of Indonesia, responsible for surveillance towards maritime resources to maintain its sustainability and the society's welfare. Ditjen PSDKP is based on the Presidential Regulation of the Republic of Indonesia Number 63 of 2015 concerning the Ministry of Maritime Affairs and Fisheries, and Regulation of the Minister of Maritime Affairs and Fisheries Number 48/PERMEN-KP/2020 concerning Organization and Work Procedures of the Ministry of Maritime Affairs and Fisheries. The role of Ditjen PSDKP is to formulate and apply norms on standard operational procedures, providing technical guidance, evaluation and report policies to strengthen the competitiveness of marine and fisheries products, management of marine space, organizing supervisory vessel operations, monitoring and improving marine and fisheries resource infrastructure and handling marine and fisheries crimes.

Secondly, the Australian Fisheries Management Authority (AFMA) is Australia's institution responsible for efficient marine resources management and countering illegal fishing in Australian Fishing Zone (AFZ). Thirdly, the Australian Border Force (ABF) under the Australian Ministry of Foreign Affairs is responsible for controlling and enforcing law of the sea, through sea patrols together with the Australian Maritime Border Command (MBC). Fourthly, the Australian Maritime Border Command (MBC) is a coast guard organization operating in the maritime domain, responsible for guarding Australia's exclusive economic zone against illegal

fishing. MBC consists of Australian Border Force (ABF) and Australian Defense Force (ADF). Various institutions above join forces, including civil society and the military in coordination against maritime challenges. IAFSF is the first bilateral meeting between Indonesia and Australia which agree upon countering illegal fishing.

Finally, IAFSF facilitates the development of legal system for dispute settlement. Different interpretations towards the IAFSF cooperation will be settled peacefully through consultation and negotiation between Indonesia and Australia based on mutual respect. The neighboring countries agreed to respect national law and fulfil respective responsibilities.

In 2019, the Indonesian Ministry of Maritime Affairs and Fisheries and the Indonesian Ministry of Foreign Affairs facilitates the return of 14 Indonesian fishermen arrested for illegal fishing in Australian waters. This deportation was coordinated by PDSKP and the Indonesian Consulate General in Darwin, through negotiation with Australia. An Australian judge in the Northern Territory imposed a fine of AUD 4.000, according to the Australian federal law. This fine for the violator needs to be paid within 28 days since verdict. However, the violator was repatriated since it's his first time committing illegal fishing. Thus, he didn't need to pay that fine. Fines will need to be paid if the subject repeats his crime for the second time. Besides from facilitating the return of Indonesian fishermen, KKP also conducted preventive measures including coaching clinic and socialization (KKP, 2019).

IAFSF has a legal system in coordination with domestic legal institutions to secure the maritime boundaries. This coordination is needed to ensure law enforcement against illegal fishing so that violators will be prosecuted in accordance with both countries' agreement. Nevertheless, the implementation of this agreement will be in accordance with domestic laws.

### **Operation Coordination through Operation Gannet Patrols**

In terms of operational strategy, IAFSF has a routine patrol agenda. Firstly, it has a clear mandate, structure, and flexible practice, with a wide range of tasks. This coordinated patrol is not mentioned specifically on the Annex Plan of Action 2018, but was based on the arrangement document between Indonesia's Maritime Security Agency (Bakamla) and the Australian Border Force (ABF) year 2017 which regulates coordinated patrols and joint exercise. It's also based on the memorandum of understanding signed by the Indonesian Ministry of Home Affairs, together with the Australian Border Force (ABF), the Directorate General of Marine and Fisheries Resources Supervision (PDSKP), and the Ministry of Maritime Affairs and Fisheries (KKP) of the Republic of Indonesia. This coordinated patrol is named Operation Gannet (Prabowo, 2022).

Operation Gannet is a maritime security cooperation by patrolling the sea to detect, prevent and inspect illegal activities. Operation Gannet's targets include potentials of illegal fishing, people smuggling, human trafficking, conservation of natural resources, and other transnational crimes between Indonesia and Australia's

maritime borders. Operation Gannet is conducted by the Indonesian Directorate General of Marine and Fisheries Resources Supervision and Australia.

Rear Admiral Mark Hill, Commander for Maritime Border Command stated that this operation will improve national security. Australia is always alert in facing maritime challenges. This operation is hoped to not only benefit both countries, but also the wider region, to improve the economy, safety, and security of the society living along the two countries' maritime borders.

On 15-22 October 2018, Operation AUSINDO or Gannet 19-2 was conducted to increase surveillance effectiveness along the Timor Sea. This operation involved PSDKP's type A ship, named KP Odra 04 with 60m length and patrol plane Beencraft King Air B350i. Bakamla also launched KN Gajah Laut ship. On the other hand, Australian Border Force (ABF) sent their surveillance ship ACV Thaiyak and patrol plane Bombardier Dash 8. One of the aims of this operation is to observe Savu Sea, a maritime conservation area from illegal means of catching fish. This activity became a great opportunity to exchange experience between staffs of KP Odra 04 and ACV Thaiyak regarding effective surveillance methods. On 23-27 September 2019, Operation AUSINDO which involved Bakamla, ABF and KKP has caught illegal fishing activities in the south of Timor Sea, beyond 12 miles of the territorial waters (KKP, 2018).

Operation Gannet took place before the Covid-19 pandemic. Since 2020, this operation was suspended due to the pandemic. Operation Gannet was continued in 2021, as a part of the Plan of Action's implementation, and ended in 2022. This operation has a flexible practice, without any commander, and the patrols are voluntarily held to secure maritime borders based on mutual cooperation (KKP, 2022b).

Operation Gannet involved civil society and the military, including Bakamla, the Indonesian Navy (TNI-AL), Australian Fisheries Management Authority (AFMA), Australian Border Force (ABF), and the Royal Australian Navy (RAN). Bueger and Edmunds (2017) explained that joint operations are essential to counter mutual threats, which requires coordination between various stakeholders, including civil society and the military to maintain maritime security.

There is mutual interest between Indonesia and Australia in countering mutual maritime threats, since illegal fishing ruined the maritime environment. The joint patrols to counter illegal fishing has become an implementation of IAFSF. Bueger and Edmunds (2017) also explained that coordinated operations could bridge between mutual interests and maritime security agenda in practice.

Indonesia has an interest to become a global maritime fulcrum. Hence, Indonesia needs to maintain regional maritime security. There are five pillars that Indonesia seeks to achieve to become a global maritime fulcrum, including enhancing maritime culture, safeguarding marine resources, developing maritime infrastructure, conducting maritime diplomacy, and maintaining maritime security (Humas Sekretariat Kabinet Republik Indonesia, 2019). In short, coordinated operations are

important to obtain the interest of both countries. According to Bueger and Edmunds (2017), mutual interests would lead to coordination to maintain maritime security to counter mutual threats, in this case illegal fishing. Indonesia and Australia have a similar perception towards safeguarding maritime security for economic benefits and sustainability of the ecosystem.

## CONCLUSION

This research concludes that Indonesia's maritime security strategy in combatting illegal fishing through the Indonesia-Australia Fisheries Surveillance Forum (IAFSF) was initially done by developing Maritime Domain Awareness (MDA) by forming the 115 Task Force, responsible for monitoring and collecting data on illegal fishing activities through various methods. Indonesia has also developed new epistemic infrastructure in the form of database to store collected information on illegal fishing activities. Secondly, Indonesia conducted coordination and maritime security governance through the Indonesia-Australia Fisheries Surveillance Forum (IAFSF) bilateral meeting, which facilitates information exchange on illegal fishing cases; capacity building for Indonesian staff and ship crews on fisheries surveillance; public information campaign which educated Indonesian fisherman on fishing regulations based on the MoU BOX 1947; providing alternative livelihood for former illegal fishermen; and coordinated patrols in Indonesia and Australia's maritime boundaries. Finally, IAFSF has also resulted in a routine Operation Gannett joint patrol agenda, which enabled exchange of experience between Bakamla and the ABF members on strategies in countering illegal fishing, while securing both countries' territorial waters.

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