

RECONSTRUCTION PROVISIONS ON COORDINATION BETWEEN INTELLIGENCE AGENCIES TO IMPROVE NATIONAL SECURITY IN INDONESIA

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Abstract

This study discusses the reconstruction of regulations regarding coordination among intelligence agencies to enhance national security in Indonesia. The primary focus is on the dual authority between the State Intelligence Agency (Badan Intelijen Negara, BIN) and the Police Intelligence and Security Agency (Baintelkam) following the enactment of Law No. 17 of 2011 on State Intelligence. The research approach used in this thesis is normative juridical with a multidisciplinary approach that combines the disciplines of law and management. The findings indicate that overlapping authority and the lack of an integrated information-sharing mechanism lead to policy fragmentation and delayed responses to national security threats. The study's main recommendation is to revise Law No. 2 of 2002 on the Indonesian National Police to align the strategic role of BIN with the operational duties of Baintelkam. Furthermore, clear implementing regulations are needed to establish coordination and information-sharing mechanisms, ensuring an effective, efficient, and integrated intelligence system to address increasingly complex threats in Indonesia.

Keywords: Coordination, Intelligence Agencies, National Security, BIN

INTRODUCTION

National security is a fundamental aspect of a nation's sovereignty, ensuring the safety, peace, and welfare of its citizens while protecting territorial integrity and supporting sustainable national development. For Indonesia, as the world's largest archipelagic state, national security remains a critical and ongoing concern. The country's geographical position, consisting of thousands of islands and sharing borders with several countries, exposes it to both traditional and non-traditional security threats. Such threats range from terrorism and separatism to transnational crimes and natural disasters, requiring a comprehensive and integrated approach to national security. One essential component of maintaining national security is the existence of a reliable and integrated intelligence system. Intelligence agencies play a vital role in gathering, analyzing, and providing strategic information to identify, prevent, and mitigate security threats. In Indonesia, the State Intelligence Agency (BIN) and the Police Intelligence and Security Agency (Baintelkam) of the Indonesian National Police (POLRI) are two key institutions responsible for these tasks. However, overlapping

authority and inadequate coordination between these agencies often lead to inefficiencies, delays in response, and fragmentation of crucial information, posing a significant challenge to effective national security management.

The concept of national security is multifaceted and extends beyond mere military defense. Barry Buzan (1991) emphasizes that national security encompasses political, economic, social, and environmental dimensions, while Kenneth Waltz (1979) views it as a state's ability to utilize internal and external resources to ensure survival and sovereignty. Indonesia adopts a comprehensive security approach that integrates political, economic, social, cultural, and defense sectors to address both traditional and non-traditional threats (Sayidiman & Suryohadiprojo, 1975). This comprehensive approach necessitates robust intelligence coordination to facilitate timely and accurate information dissemination, which is crucial for anticipating and mitigating various security risks. However, the duality in the authority between BIN and Baintelkam poses challenges to effective intelligence coordination. This study aims to analyze and reconstruct the legal framework governing intelligence coordination between these agencies to enhance national security effectiveness.

The legal basis for Indonesia's intelligence system is primarily established through Law No. 17 of 2011 concerning State Intelligence, which designates BIN as the primary coordinating body. However, Baintelkam operates under the authority of Law No. 2 of 2002 on the Indonesian National Police, granting it independent intelligence functions related to domestic security. This dual framework results in authority overlaps, leading to inconsistent intelligence practices and ineffective information sharing. Such issues are evident in major incidents like the suicide bombing at the Astana Anyar Police Station in December 2022, where poor inter-agency coordination delayed the identification and mitigation of security threats. The lack of an integrated coordination mechanism prevents timely responses, increasing vulnerabilities in national security operations.

Research by Sunarko, Sumartono, and Khairul Muluk (2019) highlights the challenges of intelligence coordination in Indonesia, identifying differing operational standards and the lack of effective coordination by BIN as major obstacles. Similarly, Wahyudi and Syauqillah (2022) stress the need for enhanced information-sharing mechanisms and joint operations to counter terrorism. While these studies focus on identifying coordination challenges, they lack comprehensive recommendations for legal and procedural reforms. This study seeks to bridge this gap by proposing a legal reconstruction of intelligence coordination mechanisms to create an integrated, efficient, and responsive intelligence system.

From a theoretical perspective, this study applies Complex Systems Theory and the theory of inter-authority law to analyze the dynamics of intelligence coordination. Complex Systems Theory emphasizes the interconnectedness and interdependence of organizational subsystems, suggesting that intelligence agencies must operate as an

integrated system rather than isolated entities. The theory of inter-authority law provides a legal framework for resolving overlapping jurisdictional conflicts and ensuring clear delineation of authority between agencies (Hasibuan, 2022). By combining these theoretical approaches, the study aims to offer a comprehensive understanding of the coordination challenges and propose actionable legal and operational solutions.

One of the critical issues in intelligence coordination between BIN and Baintelkam is the absence of a standardized information-sharing protocol. Without clear procedural guidelines, both agencies often collect and analyze similar intelligence without sharing critical insights, resulting in redundancy and operational inefficiencies. This issue is exacerbated during crisis situations, where delays in information exchange can have severe consequences for public safety and national security. Establishing a standardized protocol for intelligence sharing is essential to ensure that both agencies operate cohesively, minimizing duplication and enhancing the accuracy and timeliness of intelligence outputs (Robbins & Judge, 2022).

Comparative studies of intelligence coordination in other countries reveal best practices that could inform Indonesia's regulatory reforms. For instance, the coordination model of Israel's intelligence community—comprising Mossad, Shin Bet, and the Israel Defense Forces (IDF)—demonstrates how real-time information sharing and joint decision-making can improve operational efficiency and threat mitigation. Similarly, Interpol's I-24/7 system facilitates real-time information exchange across 194 member countries, enhancing international collaboration and response to transnational crimes. Adopting similar mechanisms could improve intelligence coordination in Indonesia by ensuring continuous information flow and integrated decision-making processes.

Legal reform is crucial to addressing the structural and operational gaps in Indonesia's intelligence coordination framework. Revising Law No. 2 of 2002 to align Baintelkam's operational duties with BIN's strategic coordination role would clarify authority boundaries and reduce jurisdictional conflicts. Additionally, developing implementing regulations (*peraturan pelaksana*) to specify coordination protocols, including real-time information sharing and joint task forces, would enhance operational synergy. These legal changes must also incorporate safeguards to ensure intelligence operations respect human rights and adhere to democratic principles, reinforcing public trust in national security institutions (Daft, 2021).

Technological integration is another essential aspect of improving intelligence coordination. Implementing advanced intelligence management systems that allow real-time data exchange and secure communication channels between BIN and Baintelkam would facilitate faster, more accurate intelligence dissemination. Such technological solutions should be complemented by regular joint training programs to foster institutional collaboration and build mutual trust among intelligence personnel.

By leveraging technology and enhancing inter-agency relationships, Indonesia can strengthen its intelligence capabilities to address emerging security threats effectively (Mintzberg, 2021).

In conclusion, the dual authority between BIN and Baintelkam, coupled with the lack of a cohesive legal framework and standardized coordination mechanisms, poses significant challenges to national security in Indonesia. This study emphasizes the need for legal reconstruction to establish BIN's role as the primary intelligence coordinator while delineating Baintelkam's operational functions. Revising existing laws, introducing clear procedural guidelines, and adopting advanced technological systems are critical steps toward creating an integrated and responsive intelligence framework. By implementing these reforms, Indonesia can enhance its capacity to address complex security challenges and ensure sustainable national security in the future.

RESEARCH METHOD

The research approach used in this thesis is normative juridical with a multidisciplinary approach that combines the disciplines of law and management. This approach aims to analyze legal provisions and regulations governing the coordination of intelligence agencies while applying management concepts to identify strategies for enhancing national security in Indonesia. The normative juridical approach evaluates legal aspects related to intelligence coordination, while the management approach examines practical implementation strategies and organizational dynamics to improve coordination effectiveness.

The research design integrates the normative legal method and the management approach. The normative legal method involves the examination of legal documents, including statutory regulations, policies, and official government publications. This analysis helps evaluate, interpret, and reconstruct legal frameworks governing intelligence coordination. Through this analysis, weaknesses in the current legal framework are identified, and recommendations for improvement are formulated (Robbins & Coulter, 2012). Meanwhile, the management approach analyzes the strategies and best practices in coordinating intelligence agencies. It applies concepts from risk management and decision-making to identify factors affecting coordination effectiveness and to develop strategies for improving inter-agency cooperation (Posner, 1973).

Data collection in this research relies on primary and secondary data sources. Primary data is obtained through a thorough review of official documents such as annual reports, regulations, policies, and governmental publications related to national security and intelligence coordination. These documents provide direct information on the legal framework and existing coordination practices. Secondary data includes literature on management, academic publications, and previous research related to the

topic. These secondary sources provide additional perspectives and support the analysis by integrating findings from various studies.

The data collection techniques adopted in this study include legal document analysis, literature review, and an in-depth review of academic publications. The legal document analysis focuses on examining laws and official regulations related to intelligence coordination. This method enables the researcher to identify legal provisions that govern the relationship between intelligence agencies and to highlight areas that require legal reconstruction. The literature review provides a comprehensive understanding of the theoretical framework and management principles that can enhance coordination effectiveness. This method also involves reviewing case studies and comparative analyses of intelligence coordination models in other countries.

Data analysis in this study combines legal analysis and management analysis. The legal analysis is conducted through a normative and interpretative approach to understand the legal implications of intelligence coordination. This method evaluates existing legal provisions, identifies inconsistencies, and proposes legal reforms to enhance coordination. The management analysis employs concepts from risk management and decision-making theories to assess the practical aspects of intelligence coordination. This combined analysis ensures that the research findings address both legal requirements and practical implementation strategies.

The study also adopts a comparative case study approach to examine intelligence coordination in other countries, particularly those with successful intelligence integration models. This approach provides valuable insights into the key factors that contribute to effective coordination and offers strategic recommendations adaptable to Indonesia's context. The comparative analysis is expected to provide practical solutions and identify best practices that can be incorporated into Indonesia's legal framework.

This research methodology ensures a comprehensive analysis by integrating legal and management perspectives. It not only evaluates the current legal framework but also provides practical recommendations for improving intelligence coordination. By combining legal and management approaches, the study offers a holistic understanding of the challenges and proposes solutions that are both legally sound and operationally effective. This methodology is intended to contribute significantly to the development of national security policy and enhance the effectiveness of intelligence coordination in Indonesia

RESULTS AND DISCUSSION

The Dualism of Coordination Between the Head of BIN and the Chief of Police Regarding Intelligence Activities Conducted by BAINTELKAM After the Enforcement of the Republic of Indonesia Law Number 17 of 2011 on State Intelligence

1. BIN's Authority as the State Intelligence Coordinator

Law No. 17 of 2011 designates the State Intelligence Agency (BIN) as the main coordinator for intelligence activities, both domestically and internationally. Presidential Regulation No. 79 of 2020 strengthens BIN's authority, particularly through Deputy VIII, which focuses on state apparatus security, potentially overlapping with Baintelkam Polri's domestic surveillance role.

BIN is responsible for formulating national intelligence policies, coordinating inter-agency intelligence (including Polri and TNI), managing intelligence analysis, and developing a national intelligence system. However, tensions arise between BIN's centralized role and the operational autonomy of other agencies.

Challenges include overlapping authority in internal security, wiretapping, and cyber intelligence, especially with Baintelkam Polri and police cyber units. The creation of Regional State Intelligence Units (Binda) further complicates local-level coordination. Despite a strong legal foundation, effective cooperation between BIN and other intelligence bodies remains a key issue due to differing mandates and operational approaches.

2. Police Authority in the Field of Intelligence

Law No. 2 of 2002 grants the Indonesian National Police (Polri) authority to conduct intelligence functions for maintaining public security. Article 13 outlines their main duties: maintaining security, enforcing laws, and serving the community. Baintelkam, as the intelligence unit, plays a key role in addressing domestic security threats like terrorism and transnational crime.

Article 14 and 15 authorize Polri to conduct investigations, gather evidence, and coordinate with other security bodies. However, these powers may overlap with the National Intelligence Agency (BIN), especially in intelligence collection and analysis. Effective coordination is essential to prevent duplication and ensure operational efficiency.

Polri must adhere to legal norms and human rights, as emphasized in Article 19. Strengthening inter-agency collaboration and improving intelligence training, as required by Article 32, are crucial for enhancing intelligence capabilities and ensuring lawful practices.

3. Potential Overlap of Authority

The authority granted to the State Intelligence Agency (BIN) as the coordinator of national intelligence (Article 38 of Law No. 17/2011) and the National Police (Polri) to conduct security intelligence (Article 14 of Law No. 2/2002) creates potential overlaps in several areas. Both BIN and Baintelkam Polri have similar powers in collecting and analyzing intelligence related to domestic security, leading to duplication of efforts and differing interpretations. Their distinct focuses—BIN on strategic, long-term threats and Baintelkam on tactical, operational issues—can cause misalignment in threat prioritization and resource allocation. Despite BIN's formal role as the national intelligence coordinator, information-sharing remains hindered by sectoral ego and

procedural differences, which can fragment intelligence and weaken early detection capabilities. Additionally, overlaps in field operations—particularly with the establishment of BIN’s new deputies for apparatus security and cyber intelligence—may cause confusion and resource duplication with the National Police’s equivalent units. To address these challenges, clearer coordination mechanisms, standardized procedures, and integrated information-sharing systems are essential. Effective collaboration can transform these overlaps into stronger joint efforts to prevent and counter threats, as demonstrated by BIN’s successful coordination with Regional Intelligence Agencies (Binda) under Presidential Regulation No. 67/2013.

4. Suboptimal Coordination Mechanisms

Although coordination forums such as the Central Intelligence Committee (Kominpus), chaired by the Head of BIN, have been established, field-level implementation still faces several challenges. One major obstacle is institutional sectoral ego, where differences in interests and priorities between intelligence agencies hinder information sharing and effective collaboration. According to findings from the Indonesia Budget Center (IBC), overlapping intelligence activities across seven ministries and agencies lead to budget inefficiencies. Each institution tends to guard its information, making it difficult to form a comprehensive understanding of national security threats.

Another challenge is differences in threat perspectives and priorities. BIN focuses on strategic, long-term national security threats, while Baintelkam Polri emphasizes tactical and operational issues related to law enforcement. This disparity makes it difficult to align priorities and allocate resources, especially in cases involving both national security and law enforcement, such as terrorism or transnational crime (widjjanto, 2021).

A further complication arises from the lack of an integrated information-sharing system. The absence of a unified platform prevents the seamless exchange of intelligence, leading to fragmented knowledge, duplication of effort, and delays in early threat detection and comprehensive analysis. These limitations also hinder swift and accurate decision-making during crises (Haripin, 2023).

Moreover, the absence of clear Standard Operating Procedures (SOPs) for inter-agency coordination causes confusion and inefficiencies in managing urgent threats. Without well-defined procedures, communication channels are unclear, responsibilities are ambiguous, and operational overlaps or conflicts may arise in the field (Kurniawan, 2023).

Finally, challenges in developing shared capacities stem from differences in standards, methods, and technology across intelligence agencies. This disparity hampers efforts to build joint analytical and operational capabilities. Addressing these challenges requires comprehensive improvements in regulations, policies, institutional frameworks, budgeting, and technological infrastructure. Implementing a secure,

integrated information-sharing system and enhancing regular coordination forums could reduce sectoral egos and improve intelligence collaboration (Bakrie, 2022). The government is also advised to optimize intelligence budgeting to avoid program duplication and enhance operational effectiveness.

5. Implications for the Effectiveness of Intelligence Operations

The dual coordination between the State Intelligence Agency (BIN) and the Criminal Intelligence Unit of the Indonesian National Police (Baintelkam Polri) poses several challenges to the effectiveness of national intelligence operations, including:

- a. **Duplication of Activities and Resource Waste**
Overlapping authority may lead to redundant activities, resulting in financial and human resource inefficiencies. According to the Indonesia Budget Center (IBC), such overlaps across seven government institutions contribute to budget inefficiency.
- b. **Delays in Early Threat Detection and Warning**
Fragmented information due to poor coordination hinders the ability to detect and respond to security threats promptly, contrary to the objectives outlined in Law No. 17/2011 on State Intelligence.
- c. **Challenges in Comprehensive Security Analysis**
Differences in priorities between BIN and Baintelkam Polri can lead to fragmented analyses, reducing the quality of intelligence products and undermining strategic decision-making.
Delays in Rapid and Accurate Decision-Making
Unclear coordination structures slow decision-making, especially in crises requiring immediate responses, contradicting the urgency emphasized in Law No. 17/2011.
- d. **Operational Conflicts in the Field**
Overlapping authority increases the risk of operational conflicts, particularly in areas such as cyber intelligence, where both agencies have overlapping mandates.
- e. **Difficulties in International Cooperation**
Dual coordination creates confusion for international intelligence partners, complicating efforts to address transnational threats like terrorism and cybercrime.
- f. **Challenges in Capability Development**
Parallel efforts to develop similar capabilities prevent specialization and slow the advancement of expertise needed to address evolving security threats.
- g. **Difficulties in Building Integrated Information Systems**
Differing systems and procedures hinder the creation of an integrated intelligence information system, which is crucial for seamless information flow and comprehensive analysis.

- h. Challenges in Oversight and Accountability
Unclear divisions of responsibility complicate oversight and increase the risk of abuse of power within intelligence operations.
- i. Impact on Morale and Performance
Unclear coordination and operational conflicts can lower morale and reduce the effectiveness of intelligence personnel.

Reconstructing The Coordination Provisions Between The Head Of BIN And The Chief Of The National Police To Enhance National Security In Indonesia

1. Clarifying the Division of Duties and Authorities

A crucial step in reconstructing the coordination provisions between the Head of BIN and the Chief of the National Police is to clearly define the division of duties and authorities between these two institutions. This is essential to avoid overlapping responsibilities and enhance operational efficiency in the implementation of national intelligence. A clearer delineation and reassessment of the roles and authorities between BIN and Baintelkam Polri must be established, particularly in the following areas:

- a. Intelligence Collection and Analysis Related to Domestic Security
BIN holds primary authority over the collection and analysis of strategic intelligence that affects national security on a broad scale. Meanwhile, Baintelkam Polri can focus on gathering and analyzing tactical intelligence directly related to law enforcement and public security. This distinction can be formalized through revisions to Law No. 17 of 2011 on State Intelligence or its implementing regulations, ensuring each institution operates within a clear framework without interfering with one another's functions.
Structural reform is necessary to ensure that each intelligence body has a clear focus and does not overlap in carrying out its functions. This highlights that a well-defined organizational structure is vital for achieving the shared goal of maintaining national security.
- b. Determining Threat Priorities and Their Management
In this regard, BIN should be granted the authority to set threat priorities at the national strategic level, while Baintelkam Polri can focus on prioritizing threats related to public security and order. Coordination between these institutions is crucial to align threat management efforts, ensuring more efficient resource allocation and fostering synergistic operations.
- c. Execution of Intelligence Operations in the Field
A clear division of the types of intelligence operations each institution can conduct is necessary. BIN should be authorized to carry out strategic and cross-sectoral intelligence operations, while Baintelkam Polri can focus on intelligence operations directly linked to law enforcement and domestic security

maintenance. This distinction will allow each institution to optimize its performance in accordance with its core duties.

The clarification of duties and authorities can be outlined through amendments to Law No. 17 of 2011 on State Intelligence or its derivative regulations. This is crucial to ensure that all parties understand their respective roles and prevent overlapping functions that could disrupt operational effectiveness.

By clarifying the division of duties and responsibilities and redefining each institution's functions, a stronger synergy between BIN and Baintelkam Polri is expected. This will not only enhance the effectiveness of national intelligence operations but also strengthen the response to increasingly complex national security threats.

2. Establishing a More Effective Coordination Mechanism

An effective coordination mechanism between the Head of BIN and the Chief of the National Police is essential to ensure that both institutions can collaborate synergistically in addressing national security challenges. Several steps can be taken to establish this mechanism, including:

a. Forming a Joint Coordination Team

An initial step is to form a joint coordination team comprising representatives from both institutions. This team would be responsible for identifying strategic issues requiring joint attention and formulating action plans to address threats. The team could also serve as a forum for sharing information and experiences, enhancing mutual understanding of each institution's roles and responsibilities. Effective inter-agency coordination can minimize potential conflicts and improve threat response efficiency.

b. Developing an Integrated Information System

Creating an integrated information system for intelligence data sharing between institutions is another critical step. This system would enable real-time access to relevant information by both institutions, accelerating decision-making processes and responses to threats. An integrated information system facilitates a smoother and more effective information flow, enhancing intelligence capabilities in detecting and addressing threats (Haripin, 2023).

c. Establishing Clear Coordination SOPs

Clear Standard Operating Procedures (SOPs) for coordination are necessary to ensure that all parties understand communication flows and their respective responsibilities in specific situations. These SOPs should outline procedures for handling emergencies, including the methods for sharing sensitive information and conducting joint operations. Clear SOPs are crucial to avoid confusion and ensure a swift, coordinated response during crises (Kurniawan, 2023).

d. Conducting Joint Training and Personnel Exchange

Joint training between BIN and Baintelkam Polri personnel can foster trust and understanding of each institution's working methods. Personnel exchange programs can further enhance synergy by allowing staff from each institution to gain firsthand insights into their counterparts' operations.

e. Enhancing Regular Coordination Forums

Regular coordination forums are indispensable. Routine meetings between the leadership of both institutions are necessary to discuss current issues, evaluate performance, and develop new strategies. These forums also provide an avenue for mutual feedback on policies and actions already undertaken.

f. Strengthening BIN's Role as National Intelligence Coordinator

Further reinforcement of BIN's role as the national intelligence coordinator is essential. BIN should possess clearer authority to coordinate intelligence activities across agencies, including Baintelkam Polri. This will ensure a more unified and effective intelligence network to address the evolving security landscape.

3. Strengthening the Role of BIN as Coordinator

Enhancing the role of the State Intelligence Agency (BIN) as the national intelligence coordinator is a crucial step to ensure that all intelligence activities in Indonesia are integrated and effective. Several measures can be taken to strengthen BIN's role, including:

a. Clarifying and Strengthening BIN's Authority

BIN's authority in coordinating cross-agency intelligence activities must be clearly defined and reinforced. Revising Law No. 17 of 2011 on State Intelligence is necessary to grant BIN full authority to direct and supervise intelligence operations across various agencies, including Baintelkam Polri (the Intelligence and Security Agency of the Indonesian National Police). This clarification ensures that each institution understands its jurisdictional boundaries and operates harmoniously. Strengthening BIN's authority as the intelligence coordinator will create a more organized structure for handling threats. With clear authority, all agencies are expected to work within a cooperative and supportive framework (Arum, 2019).

b. Establishing a Specialized Unit within BIN

Creating a specialized unit within BIN responsible for coordinating with other intelligence agencies, including Baintelkam Polri, is essential. This unit would serve as a liaison and facilitator for information exchange and inter-agency collaboration. The establishment of such a unit would enhance coordination capabilities and expedite responses to emerging threats. With this specialized unit, the coordination process will become more efficient and effective (Haripin, 2023).

c. Developing an Integrated Information System

BIN must develop an integrated information system that enables real-time intelligence data sharing with Baintelkam Polri and other agencies. This system should support rapid and accurate data analysis, facilitating timely decision-making during emergencies. An integrated information system is vital for ensuring the efficient flow of intelligence across agencies. By implementing such a system, relevant information can be accessed quickly, enhancing the effectiveness of threat responses (Bakrie, 2022).

d. Strengthening International Coordination

BIN should also reinforce cooperation with international intelligence agencies to acquire information on global threats that could impact Indonesia's national security. Through international collaboration, BIN can gain insights and adopt best practices from other countries in addressing security issues.

e. Conducting Regular Evaluations and Audits

Regular evaluations and audits of the coordination between BIN and Baintelkam Polri are crucial to identifying weaknesses in the current system. These evaluations can guide the formulation of corrective actions to improve the operational effectiveness of both agencies.

4. Enhancing Human Resource (HR) Capacity

Improving the capacity of human resources in both BIN and Baintelkam Polri is essential to strengthen the effectiveness of intelligence coordination and execution. Several strategies can be implemented to achieve this objective:

a. Joint Training Programs

Joint training programs for BIN and Baintelkam Polri personnel can foster a better understanding of each agency's working methods. These programs should cover various aspects of intelligence, including data analysis, information-gathering techniques, and the use of modern information technology. Joint training not only enhances technical skills but also strengthens interpersonal relationships among agency members (Arum, 2019). Improved relationships are expected to facilitate more effective communication and collaboration during crises.

b. Personnel Exchange Programs

Personnel exchange programs between BIN and Baintelkam Polri can be an effective strategy to enhance synergy. Such exchanges allow personnel to gain firsthand experience and insight into the operational practices of their counterparts. This initiative broadens their understanding of each agency's challenges and operational needs, fostering better cooperation and mutual learning.

c. Developing Aligned Competency Standards

Establishing aligned competency standards for both agencies is essential to ensure that all personnel possess the necessary skills and knowledge for

effective task execution. These standards should cover intelligence analysis, data collection, and legal and ethical considerations in intelligence operations. Clear competency standards facilitate performance evaluation and ensure personnel readiness in addressing complex intelligence challenges (Kurniawan, 2023).

d. Improving Employee Welfare

Enhancing the welfare of personnel in both agencies is crucial for maintaining motivation and optimal performance. Attention should be given to salaries, benefits, and other facilities to support the intelligence personnel's well-being and job satisfaction.

e. Promoting Research and Development

Supporting research and development in the intelligence field is vital for improving human resource capacity. Intelligence agencies should collaborate with academic institutions and researchers to develop new methodologies for data collection and analysis while keeping up with emerging threat trends.

f. Conducting Regular HR Performance Evaluations

Regular performance evaluations of personnel in both agencies can identify areas requiring improvement or reinforcement. These evaluations should incorporate feedback from supervisors and peers to provide a comprehensive assessment of individual and team performance.

g. Cultivating a Learning Culture

Finally, fostering a learning culture within both intelligence agencies is essential. Encouraging personnel to learn from past operational experiences and adopt international best practices enhances their adaptive capabilities to address new and evolving threats.

5. Strengthening Oversight and Accountability

Enhancing oversight and accountability mechanisms in the coordination between the Head of BIN and the Chief of Police is crucial to ensure intelligence activities are conducted transparently and in compliance with regulations. Strong oversight prevents abuse of power and fosters public trust. Key measures include:

a. Establishing an Independent Oversight Team

An independent oversight team comprising civil society, academics, and legal experts can evaluate the intelligence operations of BIN and Baintelkam Polri. This third-party oversight promotes transparency and provides objective assessments of operational effectiveness.

b. Regular Performance Audits

Periodic performance audits by credible independent bodies can identify weaknesses in the coordination system. Transparent audits offer comprehensive insights into cooperation effectiveness and areas needing improvement.

c. Developing a Code of Ethics and Guidelines

A code of ethics for BIN and Baintelkam Polri members should outline core principles, including respect for human rights and professional conduct, reinforcing legal and ethical compliance.

d. Public Complaint Mechanism

An effective public complaint mechanism allows citizens to report misconduct or abuse, empowering public oversight and enhancing institutional accountability.

e. Increasing Transparency through Reporting

Publishing annual intelligence activity reports—excluding sensitive data—improves transparency. These reports should summarize operations, achievements, and challenges.

f. Fostering an Accountability Culture

Promoting a culture of accountability through ethics education and training ensures members are responsible for their actions.

Effective coordination between BIN and Baintelkam Polri is vital for national security. Overlapping functions, as defined by Law No. 17/2011 on State Intelligence and Law No. 2/2002 on the Police, often delay responses to urgent threats like terrorism and transnational crime. Strengthening the Central Intelligence Committee (Kominpus) is a critical step to align cross-agency strategies and reduce conflicts. Additionally, an integrated information system is essential for real-time data sharing between BIN and Polri, facilitating faster and more accurate threat responses. Joint training programs and personnel exchanges foster mutual understanding and reduce institutional rivalry. Clear Standard Operating Procedures (SOPs) should define roles and conflict resolution mechanisms to ensure organized and effective joint operations, even during crises.

Preventing Legal Disharmony in Intelligence Coordination

To prevent legal disharmony in intelligence coordination, several steps can be taken. First, synchronizing existing laws is essential to avoid overlap and conflicts. This ensures all regulations align and complement each other. Second, establishing a harmonization team—comprising legal experts, representatives from BIN, Polri, and other stakeholders—can review and recommend necessary legislative changes. Regular reviews and updates of intelligence-related laws are crucial to maintain their relevance and adaptability to current conditions. Public consultation during lawmaking also enhances transparency and allows diverse input, ensuring more comprehensive and widely accepted regulations.

Implementation regulations should clearly define BIN's role as the national intelligence coordinator, as outlined in Article 38 of Law No. 17/2011. Revising Law No. 2/2002 is also necessary to distinguish BIN's strategic intelligence role from Polri's tactical functions. Additionally, mandatory reporting to the Central Intelligence Committee enhances transparency and inter-agency accountability.

The government should develop secure technology infrastructure to facilitate safe information sharing between agencies. Establishing strategic collaboration forums at national and regional levels can address local threats like separatism and organized crime, with Polri managing operations and BIN providing strategic analysis.

CONCLUSION

The research highlights the dualism in intelligence coordination between the Head of BIN and the Chief of the Indonesian National Police (Kapolri) due to inconsistencies between Law No. 17 of 2011 on State Intelligence and Law No. 2 of 2002 on the Indonesian National Police. This lack of harmonization leads to structural issues, sectoral egos, fragmented information, and the absence of clear operational procedures, causing duplication of activities, resource waste, and delayed responses to security threats. To address these challenges, it is crucial to reconstruct the coordination framework. This includes establishing a joint coordination team, implementing real-time information-sharing systems, and developing clear Standard Operating Procedures (SOPs). Strengthening BIN's role as the national intelligence coordinator through regulatory revisions and enhancing human resource capacity is essential. These measures aim to create a more integrated, efficient, and responsive intelligence system to better address national security challenges.

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