

Collaborative Model for Defense Force Development in Natuna in Facing Border Conflict by the Indonesian National Armed Forces and the Republic of Indonesia Navy

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Abstract

This institutional research will formulate various effective strategies for developing integrated defense forces in Natuna through collaboration to optimally address border conflicts in Natuna. In this study, the author employed both a qualitative approach and a modeling method. The rationale for using this method is that the product of the research is the development of an effective model for collaborative governance in the management of homeless people and beggars in Cirebon City. To design this model, the author employed Soft Systems Methodology (SSM) and Research and Development (R&D). The results demonstrate that there is an effective collaborative model for developing defense forces in Natuna by the Indonesian Navy, emphasizing the integration of strategic planning, cross-agency and cross-ministerial/institutional coordination, and synchronization between defense interests and border region development. This collaboration overcomes geographical limitations, threat complexity, and resource constraints through an integrated approach involving defense, security, and community welfare.

Keywords: Collaboration Model, Defense Force Development, Indonesian Navy, Government

INTRODUCTION

The establishment of the PPKT in Presidential Decree Number 6 of 2017 was based on considerations of Government Regulation Number 38 of 2002 concerning the List of Geographic Coordinates of the Baseline Points of the Indonesian Archipelago, as amended by Government Regulation Number 37 of 2008, which essentially changed the number of outermost small islands from 92 to 111. When this presidential decree came into effect, the provisions of Article 1 paragraph (2) and the Attachment to Presidential Decree Number 78 of 2005 concerning PPKT Management were revoked and declared null and void. This demonstrates the Indonesian government's commitment to safeguarding and regulating the PPKT, as it serves as the vanguard of the Unitary State of the Republic of Indonesia (NKRI).

The PPKT constitutes the border area between Indonesia and other countries. According to Minister of Defense Regulation (Permenhan) Number 13 of 2014 concerning Border Area Security Policy, a border area is a geographical region facing a neighboring country, with a population residing in that area, united through socio-economic and socio-cultural relations within a specific administrative area after an agreement has been reached between the bordering countries. According to Permenhan Number 13 of 2014, Article 2, border area security includes: maintaining sovereignty and territorial integrity, preventing border violations, preventing smuggling and theft of natural resources; and implementing border defense empowerment.

Thantowi (2006:177) states that inter-state conflicts due to unclear territorial boundaries in various parts of the world still exist and occasionally emerge as armed conflicts. Therefore, defense is one of the functions of the outermost small islands (especially those on the borders), which act as gateways or vanguards in maintaining the integrity of the Unitary State of the Republic of Indonesia. Through monitoring and protecting the outermost islands, territorial boundaries are simultaneously maintained and monitored. Thus, national resilience and the territorial integrity of the Republic of Indonesia can be consistently maintained and protected from various threats.

To address the border conflict in Natuna, the Indonesian government has established defense forces in Natuna as part of the development of Indonesia's national defense forces. Article 1 of Law Number 3 of 2002 concerning National Defense states that national defense is all efforts to maintain state sovereignty, the territorial integrity of the Unitary State of the Republic of Indonesia, and the safety of the entire nation from threats and disturbances to the integrity of the nation and state. Furthermore, the preamble to Law Number 3 of 2002 emphasizes that national defense efforts are implemented by building, maintaining, developing, and utilizing national defense forces based on the principles of democracy, human rights, public welfare, the environment, national legal provisions, international law and international customs, and the principle of peaceful coexistence.

According to Article 10 of Minister of Defense Regulation Number 13 of 2014, in implementing border security, the Ministry of Defense and the Indonesian National Armed Forces (TNI) can coordinate with various related Ministries/Institutions, such as the Ministry of Home Affairs, Ministry of Foreign Affairs, Ministry of Finance, Ministry of Public Works, Ministry of Forestry, Ministry of Development of Disadvantaged Regions, Ministry of Law and Human Rights, Ministry of Transportation, Ministry of Maritime Affairs and Fisheries, the Indonesian National Police, National Development Planning Agency, National Border Management Agency, State Intelligence Agency, and National Survey and Mapping Coordinating Agency. However, this study does not only highlight the coordination aspect but also emphasizes collaboration. This is based on Cigler's (1999:5) view that networking, cooperation, coordination, and collaboration are all forms of partnership, but collaboration is the strongest level of partnership because it involves long-term relationships and a strong commitment to resource utilization.

According to Agranoff & McGuire (2003:4), collaboration is defined as a process that encourages organizations to work together to enhance organizational potential and seek innovative alternatives to overcome limitations in knowledge, time, budget, and competition. In line with this opinion, collaboration is crucial for developing defense forces in Natuna. Through collaboration, the organizations involved collaborate to enhance their potential and seek innovative alternatives to overcome limitations in knowledge, time, budget, and competition.

Previous research on the border conflict or crisis in Natuna has been extensively conducted. Several studies have demonstrated a lack of coordination between ministries and agencies, but these have not been analyzed specifically and in-depth in the context of defense force development in Natuna, as is the case in this study. For example, research by Merisa Dwi Juanita, Supartono, and Purwanto (2021) found a lack of integration and coordination between ministries and agencies in handling the crisis in the North Natuna Sea. Ahmad Pradipta Budhihatma Adikara and Adis Imam Munandar (2021) also expressed a similar view, stating that inter-agency coordination in implementing Indonesia's maritime defense diplomacy policy is still suboptimal. However, these studies generally utilize a defense theory perspective, while this study utilizes a public administration theory approach, specifically coordination and collaboration. Therefore, this research possesses elements of novelty and originality, both scientifically and legally.

Table 1 Comparison Study Writer with Study Previously

No.	Title , Author Name and Year	Equality with Study Writer	Difference with Study Writer
1.	“Conflict Natuna Islands Between Indonesia and China (A Legal Review) Author: Butje Tampi (2017)	- Analyze problem border in Natuna - Use method study qualitative	- Draft study is conflict - Do not use theory as knife the analysis
2.	" The Indonesian Government's strategy in Settlement Conflict Claim Traditional Fishing Ground in Indonesia's Exclusive Economic Zone in the Natuna Waters by the People's Republic of China". Author: Sri Wahyuni (2019)	- Analyze problem border in Natuna - Use method study qualitative	- Draft study is strategy - Do not use theory as knife the analysis
3.	“Settlement Dispute in the North Natuna Sea". Authors: Rizal Dwi Novianto, Dimas Agung Firmansyah & Naufal Adi Pratama (2020)	- Analyze problem border in Natuna - Use method study qualitative	- Draft study is settlement dispute - Do not use theory as knife the analysis
4.	" Synergy between the Ministry of Foreign Affairs and the Ministry of Defense in Indonesian Foreign Policy” Author: Agus Subagyo and Yusep Ginanjar (2020)	- Analyze problem border in Natuna - Use method study qualitative	- Draft study is synergy - Use theory synergy from Covey
5.	" Analysis Conflict Natuna Islands in 2016-2019” Author: Faindatul Muslimah, Wazi'atus Santiyah, and Depict Pristine Adi (2020)	- Analyze problem border in Natuna - Use method study qualitative	- Draft study is analysis conflict - Use theory conflict
6.	“Indonesia's Diplomacy in North Natuna Sea in Confronting China to Protect National Interest” Author: Gerald Theodurus Lumban Toruan and Adi Sunaryo (2020)	- Analyze problem border in Natuna - Use method study qualitative	- Draft study is Indonesian diplomacy - Use theory diplomacy
7.	“Reconstruction Indonesian Maritime Security in the Context of Realizing Regional Resilience (Study in Natuna Regency Period (2019-2020))” Authors: Panji Suwarno , Siswo Hadi Sumantri, and Fauzi Bahar (2021)	- Analyze problem border in Natuna - Use method study qualitative	- Draft study is reconstruction security - Use national and international security theory
8.	“Review Policy Indonesia's Defense in the Natuna Islands Faces Challenges with Development Progress China Base”	- Analyze problem border in Natuna - Use method study qualitative	- Draft study is policy - Use military strategy theory from Carl von Clausewitz and Liddell Hart

No.	Title , Author Name and Year	Equality with Study Writer	Difference with Study Writer
	Authors: Muhammad Achyar, I Wayan Midhio , and Khaerudin (2021)		
9..	"The Role of Maritime Diplomacy in Addressing the Crisis in the North Natuna Sea Between Indonesia and China" Authors: Merisa Dwi Juanita, Supartono , and Purwanto (2021)	<ul style="list-style-type: none"> - Analyze problem border in Natuna - Use method study qualitative 	<ul style="list-style-type: none"> - Draft study is role diplomacy - Use theory manufacturing decision abroad from William D. Coplin
10.	" Challenge Policy Diplomacy Indonesia's Maritime Defense Policy in Progress North Natuna Sea Conflict" Authors: Ahmad Pradipta Budhihatma Adikara and Adis Imam Munandar (2021)	<ul style="list-style-type: none"> - Analyze problem border in Natuna - Using method study qualitative 	<ul style="list-style-type: none"> - Draft study is challenge policy diplomacy - Use theory analysis policy from Jones & McBeth

Source of Research Results 2025

In this study, the author discusses collaboration in the development of defense forces in Natuna because the development of defense forces in Natuna is carried out by many stakeholders, not only the Indonesian National Armed Forces (TNI) but also other Ministries/Institutions, the Riau Islands Provincial Government, and the Natuna Regency Government. Therefore, effective collaboration is needed to produce optimal defense forces in Natuna in order to face border conflicts. However, in reality, collaboration in the development of defense forces in Natuna has not been effective, so that border conflicts cannot be addressed optimally. Based on the description above, the author is interested in conducting further research in order to compile a dissertation with the title: "A Collaborative Model of Defense Force Development in Natuna in Facing Border Conflicts of the Indonesian National Armed Forces and the Republic of Indonesia Navy."

METHOD

The research method used by the researcher is descriptive analysis with a qualitative approach. According to Sugiyono (2001:86), "descriptive analysis is intended as a method that describes a situation that is ongoing at the time the research is conducted." In this study, the author used a qualitative approach and a modeling method. The reason for using the modeling method is because the product of the author's research is the development of an effective model for collaborative governance in the development of homeless and beggars in Cirebon City. To design the model, the author used the Soft Systems Methodology (SSM) and Research and Development (R&D) methods.

The data in this study consist of primary and secondary data. Primary data is data obtained from primary sources, namely interviews, observations, and documentation. Secondary data is data obtained from books, documents, statistical data, archives, and laws and regulations. The informants in this study were authorized and relevant officials whose agencies collaborated in developing defense forces in Natuna, namely the Ministry of Defense (Kemenhan), the Indonesian National Armed Forces (TNI), the Navy (TNI AL), the Maritime Security Agency (Bakamla RI), the Ministry of Foreign Affairs (Kemenlu), and local governments. (Provincial Government) Natuna. Data analysis in this study was conducted using qualitative data analysis. According to Miles and Huberman (1992:20), qualitative data

analysis is conducted in three stages: data reduction, data presentation, and drawing conclusions.

RESULT AND DISCUSSION

An effective model of collaborative defense development in Natuna by the Indonesian National Armed Forces (TNI-AL) and the Republic of Indonesia Navy (ROI) will be examined using the Collaborative Systems Theory approach by Wood & Gray (1991:145) through the following dimensions: 1) Antecedents, 2) Process, and 3) Outcomes. The implementation of collaborative defense development in Natuna is explained in detail below.

1. Antecedents Dimension

Based on the research results, an effective model of collaborative defense development in Natuna by the Indonesian National Armed Forces (TNI-AL) and the Republic of Indonesia Navy (TNI-AL) has been identified as having a positive impact on collaborative defense development in Natuna.

The analysis results indicate that the effectiveness of collaborative defense development in the Natuna region by the Indonesian National Armed Forces (TNI-AL) and the Republic of Indonesia Navy (TNI-AL) is largely determined by the initial conditions (antecedents) that shape the needs, direction, and patterns of cooperation between stakeholders. In the context of maritime border areas of high strategic value, the antecedents dimension serves not only as a prerequisite for collaboration but also as a structural foundation that determines the sustainability and quality of defense force development. Natuna, as an outermost archipelago located on international transit routes and directly intersecting with the geopolitical dynamics of the South China Sea, presents complex threats, limited resources, and governance challenges that cannot be addressed sectorally.

The results of this research analysis confirm that an effective collaborative model for defense force development in Natuna must be built on a strong and well-managed antecedents dimension. High interdependence, the need to share resources and risks, resource availability, problem complexity, force development governance, and administrative capacity are interconnected determining factors. This model positions collaboration not as a reactive response to threats, but as a structural strategy designed from the planning stage to ensure the sustainability and effectiveness of Indonesia's maritime defense in border areas.

The research results and discussion indicate that the effectiveness of collaborative defense force development in the Natuna region by the Indonesian Navy is largely determined by the strength of the antecedents dimension as the initial foundation for collaboration. The high level of interdependence among stakeholders, the need to share resources and risks, and the comprehensive resources of each actor make collaboration a strategic necessity, not simply a policy option. The complexity of issues in the Natuna maritime border region demands a multidimensional approach that can only be effectively addressed through integrated and sustainable defense development governance. Furthermore, adaptive development administration capacity that supports cross-sectoral collaboration is a determining factor in ensuring that collaboration is not limited to the normative level but can be consistently implemented. Therefore, effective collaboration in Natuna must be understood as a structural strategy developed from the planning stage to ensure the sustainability and effectiveness of national maritime defense.

It can be concluded that the antecedents dimension is the most crucial foundation for building collaborative defense development in Natuna by the Indonesian Navy. The high level of interdependence among stakeholders, limited and comprehensive resources, the need for risk sharing, and the complexity of defense and security issues in the border region make collaboration a strategic necessity, not simply a policy option. These initial conditions are reinforced by operational realities on the ground, which demand base readiness, a sustained

maritime presence, and integration across all dimensions and ministries/agencies. Therefore, the success of the collaboration is highly dependent on the clarity of the governance of force development, consistency of planning, and adaptive administrative capacity from the initial stage, so that the collaboration can run sustainably and effectively in strengthening maritime defense in Natuna.

2. Process Dimension

Based on the results of research on an effective model of collaborative defense development in Natuna by the Indonesian Navy, the Process dimension, with parameters such as government decisions on governance, administrative structures governing governance data, organizational autonomy, mutuality (mutual benefit), and building social capital norms in reciprocal relationships, has had a significant impact on collaborative defense development in Natuna. The research analysis shows that the effectiveness of collaborative defense development in the Natuna region by the Indonesian Navy is not solely determined by initial conditions (antecedents), but is highly dependent on the quality of the ongoing collaborative process. The Process dimension represents how collaboration is operationalized in practice, from decision-making and administrative arrangements to inter-institutional relationships, to the formation of cooperative norms. In the context of Natuna, a strategic border region with high geopolitical dynamics, the collaborative process is a key factor bridging normative policies with operational implementation on the ground.

The analysis shows that the Process dimension serves as a space for actualizing collaboration, where policies are translated into concrete actions. Clear governance decisions provide direction, administrative structures ensure data integration and coordination, organizational autonomy maintains flexibility, mutuality ensures sustainability, and social capital norms strengthen the quality of inter-institutional relationships. All of these parameters are interconnected and form a collaborative ecosystem that adapts to the dynamics of threats and challenges in the border region. The results of this analysis confirm that an effective collaborative model for defense force development in Natuna requires conscious, systematic, and sustainable management of the collaborative process. The process dimension serves as a strategic link between the initial foundation of collaboration and actual achievements on the ground. Without a collaborative process supported by strong governance, integrated administration, proportional autonomy, the principle of mutual benefit, and solid social norms and capital, defense force development in Natuna risks being temporary and lacking in adaptability. Therefore, strengthening the process dimension must be positioned as a core strategy to ensure effective, sustainable maritime defense collaboration capable of safeguarding Indonesia's sovereignty in the border region.

Based on the research and interviews, it can be concluded that the process dimension is a determining factor in ensuring effective and sustainable collaboration for defense force development in Natuna by the Indonesian Navy. Clarity in government decisions regarding governance serves as the primary foundation for aligning roles across dimensions and ministries/agencies, while an integrated administrative structure ensures timely coordination, data management, and decision-making. Proportional organizational autonomy allows each institution to remain responsive to field dynamics without losing the focus of collaboration, while the principle of mutuality ensures that all actors derive tangible benefits from the cooperation established. Furthermore, the establishment of norms and social capital based on trust and intensive communication strengthens the quality of inter-institutional relationships, enabling strategic policies to be effectively translated into operational actions. Thus, the process dimension serves as a key bridge between planning and implementation in strengthening Indonesia's maritime defense in the Natuna region.

3. Outcome Dimension

Based on the results of research on an effective model of collaborative defense development in Natuna by the Indonesian Navy, the Outcome dimension, with parameters such as goal achievement, embedded social relations, the creation of new partnership capital, collaborative development generating capacity to utilize resources, the impact of collective action to resolve institutional supply issues, commitment and monitoring, and efforts to build resilience in Natuna in response to border conflicts, is known to have made a positive contribution to an effective model of collaborative defense development in Natuna by the Indonesian Navy.

The results of the research analysis indicate that the outcome dimension is a key indicator in assessing the effectiveness of collaborative defense development in the Natuna region by the Indonesian National Armed Forces (TNI-NAP). This dimension not only reflects the final achievements of the collaboration process but also indicates the extent to which collaboration can produce tangible changes in defense capacity, governance, and national resilience in the border region. In the context of Natuna, with its high geopolitical and operational complexity, the outcome of collaboration serves as a benchmark for the success of cross-sector integration in addressing maritime defense challenges. The results of the research analysis indicate that the outcome dimension is a key indicator in assessing the effectiveness of collaborative defense development in the Natuna region by the Indonesian National Armed Forces (TNI-AL) and the Republic of Indonesia Navy (ROI). This dimension not only reflects the final achievements of the collaboration process but also demonstrates the extent to which collaboration has generated tangible changes in defense capacity, governance, and national resilience in the border region. In the context of Natuna, with its high geopolitical and operational complexity, collaborative outcomes serve as a benchmark for the success of cross-sector integration in addressing maritime defense challenges.

Based on the research and interviews, it can be concluded that the outcome dimension makes a significant contribution to assessing the effectiveness of collaborative defense development in Natuna by the Republic of Indonesia Navy (TNI-AL). Collaboration not only successfully achieves defense objectives in a more targeted manner but also builds embedded social relationships, generates new partnership capital, and enhances collective capacity in resource utilization and resolving institutional supply issues. The impact of collective action, reinforced by shared commitment and cross-agency monitoring mechanisms, is reflected in increased regional preparedness, operational sustainability, and consistent maritime defense policies. Thus, the outcome dimension confirms that effective collaboration is a long-term strategy capable of strengthening the resilience of the Natuna region and enhancing Indonesia's ability to address the dynamics of border conflict adaptively and sustainably.

Based on the results of a comprehensive research analysis, the Process dimension is the most prominent and deemed ineffective in the collaboration on defense development in Natuna by the Indonesian Navy. This ineffectiveness is primarily evident in the weak governance of the collaboration process, particularly in the administrative structure that regulates data and cross-agency coordination. Data fragmentation, differing information standards, and the lack of an integrated data governance system often result in slow and unsynchronized decision-making. Furthermore, the balance between centralized coordination and organizational autonomy has not been fully achieved, resulting in collaboration still tending to be sectoral and reliant on informal relationships. This situation has resulted in suboptimal mutuality and institutionalization of cooperative norms, which should be the main strengths of the collaborative process. Thus, weaknesses in the Process dimension are a key factor hampering the overall effectiveness of the collaboration, despite the initial foundation and achievements of the collaboration having shown positive progress.

The novelty of the research on the collaborative model for defense force development in Natuna in response to border conflicts by the Indonesian National Armed Forces (TNI) and the Republic of Indonesia Navy (NAV) can be seen in the following description.

1. Sustainment for Outermost Islands

There has been a paradigm shift in defense force development in outermost islands, particularly Natuna, from an approach oriented toward the quantity of assets and platforms to a sustainability-first approach. Defense resilience in maritime border areas is not solely determined by the number of warships, aircraft, or weapons systems deployed, but rather by the availability and ability to sustain these assets. In the context of a remote region like Natuna, limitations in infrastructure, logistics, and technical support mean that even quantitatively adequate assets may not be able to operate optimally in the long term. Therefore, the effectiveness of defense forces is determined more by the ability to maintain operational readiness than simply adding defense equipment.

This affirmation emphasizes that defense development in outermost islands must place sustainability as a primary foundation of policy and strategic planning. A sustainability-first approach demands integration between supporting infrastructure development, logistics systems, human resource readiness, and long-term financing mechanisms that adapt to the characteristics of border areas. This finding provides a new conceptual contribution to the study of Indonesian maritime defense, emphasizing that an effective military presence on the outermost islands is not solely measured by symbolic power, but by the state's ability to consistently ensure the operational continuity and reliability of its defense system in the face of dynamic regional threats.

2. Integrated data architecture (single source of truth)

The effectiveness of collaborative defense development in border areas, particularly Natuna, is largely determined by the availability of an integrated data architecture that serves as a single source of truth. Operational decision-making is often hampered by data fragmentation between agencies, differing information standards, and delays in field data updates. These conditions limit shared situational awareness and potentially lead to unsynchronized responses between agencies. Through an integrated data architecture that integrates maritime surveillance, intelligence, logistics, and operations data, all defense stakeholders have a common, accurate, and reliable information base for formulating tactical and strategic steps.

The importance of developing a near-real-time Common Operating Picture (COP), complemented by rapid update mechanisms and cross-agency validation, is emphasized. The COP is positioned not only as an operational visualization tool but also as a collaborative defense governance instrument that ensures consistency in threat perception and response. With rapid data updates and a shared validation process, the risk of decision-making errors due to outdated information or sectoral biases can be minimized. This finding provides a conceptual contribution by emphasizing that defense superiority in border regions depends not only on physical strength but also on information superiority managed in an integrated, adaptive, and collaborative manner.

3. Multiyear Policy and Defense Public Communication

Sustainable jointness in the development and management of defense forces in border regions cannot be achieved through ad hoc policy approaches or short-term projects. Effective jointness requires policies that bind across ministries and agencies and are designed within a consistent multiyear planning framework. Without certainty about medium- to long-term policies and funding, interagency and cross-sector collaboration tends to be fragmented, dependent on leadership momentum or specific circumstances. The emphasis that jointness must be treated as a sustainable defense governance function, not simply a program output,

requires policy instruments that are structural, binding, and integrated within the national planning system.

Public communication also plays a strategic role as a governance variable in handling gray zone incidents, which have so far been understood primarily through operational and diplomatic perspectives. Properly managed public communication serves to shape domestic and international perceptions, maintain the legitimacy of state actions, and prevent unwanted escalation. Public communication should be positioned as an element that runs parallel and on a par with military operations, law enforcement, and diplomacy. Thus, handling grey zones requires policy orchestration that is not only operationally robust, but also narratively coherent and consistent within the framework of state governance. The novelty of this research lies in the assertion that sustainable defense jointness requires binding policies based on multi-year planning, as well as positioning public communication as a strategic governance variable that runs parallel and on par with military operations, law enforcement, and diplomacy in handling grey zone incidents.

CONCLUSION

This research demonstrates an effective collaborative model for the development of defense forces in Natuna by the Indonesian Navy, emphasizing the integration of strategic planning, cross-service coordination, and cooperation across relevant ministries and institutions. This collaborative model encourages synchronization between national defense interests and sustainable border region development efforts. Through this collaborative approach, various challenges such as the geographical limitations of the Natuna region, the complexity of threats in the North Natuna Sea, and resource limitations can be addressed more effectively through integrated policies, programs, and resource utilization across institutions. Furthermore, this collaboration also integrates aspects of defense, security, and the welfare of local communities, so that defense force development is not only oriented towards increasing military capacity alone, but also contributes to strengthening the state's presence in the border region, improving border region governance, and strengthening national resilience in facing the dynamics of maritime conflict and geopolitical challenges in the region.

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