

Policy Network Gaps in Indonesia's Peacekeeping Governance: Evidence from the Democratic Republic of Congo

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ABSTRACT

Indonesia has maintained a significant role in United Nations peacekeeping operations; however, its peacekeeping governance continues to face challenges related to operational readiness, resource allocation, interagency coordination, and limited participation of non-state actors. This study examined gaps in Indonesia's peacekeeping policy network and their implications for strengthening peacekeeping capabilities, using Indonesia's peacekeeping mission in the Democratic Republic of Congo (DRC) from 2018 to 2023 as a case study. The study employed a qualitative case study approach based on in-depth interviews, document analysis, and data triangulation. The analysis applied Frans van Waarden's policy network framework, focusing on seven dimensions: actors, functions, structure, institutionalization, rules of conduct, power relations, and actor strategies. The findings revealed that Indonesia's peacekeeping policy network remained predominantly state-centered, with decision-making authority concentrated among defense and military actors. Civil society organizations, academic institutions, international organizations, and the private sector had limited access to policy formulation and decision-making processes. The study also identified weaknesses in interagency coordination, institutionalized collaboration, resource support, and the integration of civilian perspectives into peacekeeping strategies. These network gaps constrained the development of comprehensive responses to operational, humanitarian, and long-term peacebuilding challenges in multidimensional peacekeeping missions. The study demonstrated that strengthening Indonesia's peacekeeping capabilities requires a more inclusive and institutionalized policy network that expands meaningful participation among state and non-state actors while improving coordination and resource integration. This study contributes to peacekeeping governance research by demonstrating how structural and relational gaps within policy networks influence Indonesia's capacity to address multidimensional peacekeeping challenges.



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INTRODUCTION

United Nations peacekeeping operations represent one of the most significant instruments of international collective security, with more than 70 missions deployed since 1948 and over 100,000 personnel currently serving in active missions worldwide (United Nations, 2023). These operations have evolved from traditional ceasefire monitoring missions into complex multidimensional operations encompassing civilian protection, human rights

promotion, institutional capacity-building, and long-term peacebuilding (Day et al., 2020). The effectiveness of these missions depends not only on the operational readiness of peacekeeping forces but also on the strength and inclusiveness of the policy networks that govern their deployment and sustainability. However, many troop-contributing countries continue to face governance challenges that limit their ability to respond effectively to the evolving demands of multidimensional peacekeeping (Haass & Ansorg, 2018).

Indonesia has maintained a significant role in global security engagement, particularly through its participation in United Nations peacekeeping operations. As one of the major troop-contributing countries, Indonesia plays an important role in supporting international peace and security; however, its peacekeeping forces continue to encounter several challenges. These challenges include operational readiness, resource allocation, adaptation to emerging threats, and bureaucratic constraints that may affect institutional effectiveness (Haass & Ansorg, 2018). Indonesia's contributions to UN peacekeeping have increased substantially, with the country consistently ranking among the leading troop-contributing countries and deploying personnel to missions in Africa, the Middle East, and Asia (Direktorat Keamanan Internasional dan Perlucutan Senjata, 2020). Nevertheless, challenges faced by Indonesian peacekeepers, including casualty risks, early repatriation, and resource limitations, indicate that existing governance arrangements require further strengthening to address the demands of contemporary peacekeeping operations.

This research explored how multi-actor policy networks could strengthen Indonesia's peacekeeping capabilities. A predominantly government-centered policy approach may limit meaningful engagement from civil society organizations, private-sector actors, and academic institutions. Therefore, this study examined how collaborative governance involving diverse stakeholders could contribute to more adaptive, flexible, and sustainable peacekeeping strategies (Howlett & Ramesh, 1995). Through qualitative research and a case study of Indonesia's peacekeeping missions in the Democratic Republic of Congo (DRC) during 2018–2023, this study investigated how collaborative networks could enhance peacekeeping capacity. The study applied Frans van Waarden's (1992) policy network framework, focusing on seven dimensions: actors, functions, structure, institutionalization, rules of conduct, power relations, and actor strategies. This framework was selected because it provides a comprehensive analytical perspective for examining relationships, power dynamics, and institutional arrangements that influence policy outcomes in complex governance contexts such as peacekeeping.

The urgency of this research was highlighted by the increasingly complex nature of contemporary peacekeeping missions and the growing responsibilities faced by troop-contributing countries such as Indonesia. As peacekeeping mandates have expanded to include civilian protection, human rights promotion, and peacebuilding activities, the need for inclusive and coordinated policy networks has become increasingly important. Without a systematic understanding of gaps within Indonesia's peacekeeping policy network, efforts to strengthen peacekeeping capabilities may remain fragmented and insufficiently coordinated. Therefore, this study provided an in-depth examination of the structural and relational gaps that influence Indonesia's peacekeeping effectiveness.

The novelty of this research lies in applying Frans van Waarden's policy network framework to the study of Indonesia's peacekeeping governance. Unlike previous studies that have primarily examined peacekeeping operations from operational or military perspectives, this study analyzed the policy network underlying peacekeeping decision-making, resource allocation, and coordination processes. By focusing on seven dimensions of policy networks—actors, functions, structure, institutionalization, rules of conduct, power relations, and actor strategies—this study provided a comprehensive understanding of the gaps that influence

Indonesia's peacekeeping capabilities. The application of this framework contributes a new analytical perspective to the study of Indonesian peacekeeping governance.

The primary aim of this research was to examine ways to strengthen Indonesia's contributions to international peace and security through a more inclusive policy network. Specifically, this study aimed to: (1) map the existing policy network of Indonesia's peacekeeping operations, including involved actors, their functions, and relationship structures; (2) identify gaps within the policy network based on the seven dimensions of van Waarden's framework; and (3) formulate policy-oriented recommendations to promote inclusive collaboration and strengthen Indonesia's peacekeeping capabilities.

METHOD

This study employed a qualitative methodology with a case study design. Data were collected through in-depth interviews, document analysis, and triangulation to examine Indonesia's peacekeeping capabilities and the policy networks that support the operational readiness of its peacekeeping forces. The study focused on Indonesia's participation in United Nations peacekeeping missions in the Democratic Republic of Congo (DRC) during the 2018–2023 period.

Research Design and Approach

In this study, qualitative research methods are used in the design, with the intention to really get a grip on policy networks and peacekeeping capabilities from several different angles. By looking at the case of Indonesia's UN peacekeeping role in the DRC, it's possible to study this situation. This case study approach lets us drill down into specific things that happened, the problems faced, and the different people playing a part in peacekeeping. This provides a lot of insight into the ways Indonesia works to bolster its forces for these operations (Yin, 2009). The reasoning behind using qualitative research stems from the fact that it works well for exploring those complex social things and getting a better handle on how different people have an impact on policy decisions around peacekeeping operations.

Data Collection

For the purposes of this study, data was gathered from a range of sources. This ensured not only reliability, but a comprehensive picture of the subject matter. The data collection, in practice, involved several key elements: detailed interviews, examination of relevant documents, and the exploration of specific case studies.

In-depth Interviews

A significant component of the research was conducting in-depth interviews with key individuals closely linked to Indonesia's peacekeeping endeavors. Interviewees included:

- a) Individuals holding positions within the Ministry of Foreign Affairs (MOFA)
- b) Representatives of the Ministry of Defense (MOD)
- c) Indonesian peacekeepers with experience in the DRC, notably members of the Indonesian National Army (TNI) and the Police Force Protection Unit (FPU)
- d) Representatives from international entities like the United Nations, along with other organizations engaged in these operations.

The interviews were intended to elicit considered insights from those with direct involvement in the strategies and execution of Indonesia's peacekeeping missions. While generally following a semi-structured format using a pre-prepared guide, the aim was to delve into subjects like the operation of policy networks, operational preparedness, and the contributions of diverse actors to the missions.

Document Analysis

The study also relied on document analysis to gather secondary data. Key documents analyzed included:

- a) Official reports from peacekeeping missions
- b) Government policies related to peacekeeping and military deployments
- c) Operational handbooks and mission guidelines provided by the United Nations (UN)
- d) Internal documents from Indonesia's peacekeeping units and related ministries
- e) Relevant publications from international and regional peacekeeping bodies

These documents were analyzed to complement the data collected from interviews and to cross-check the consistency of information obtained from multiple sources.

Case Study Analysis

To really understand how Indonesia's peacekeeping efforts work, this research took a close look at its missions in the Democratic Republic of Congo (DRC). The focus was on the period between 2018 and 2023. This case study approach made it possible to follow particular events, the difficulties encountered, and the policies that were put in place as they unfolded. In doing so, it was possible to assess whether the policy network model is suitable for Indonesia's peacekeeping operations and the effectiveness of current strategies.

Data Analysis

Our data analysis took its cues from the interactive model described by Miles and Huberman (2014). This meant a cyclical approach: we collected data, then condensed it down, followed by displaying it in a meaningful way, and finally drawing some initial conclusions. It's iterative, this process. As data came in, we didn't just file it away; instead, we were constantly analyzing and refining it. The goal? To develop insights, little by little, that would ultimately inform the study's broader findings.

Triangulation

Data validity and reliability were improved through triangulation, where findings were assessed using multiple sources. Technique triangulation and source triangulation were key elements here. In particular, technique triangulation incorporated data from interviews alongside document analysis and observations from the case study. Furthermore, source triangulation checked information from different informants and data origins, verifying consistency, and confirming the accuracy of results.

Coding and Categorization

We employed qualitative analysis software to carefully code the data gathered from interviews, documents, and detailed case studies. As we delved into the data, the coding process centered on pinpointing and categorizing key recurring themes. These themes revolved around policy networks, the nuanced strategies employed in peacekeeping operations, the operational capabilities at play, and the complex interactions between various stakeholders. As the analysis progressed, the coding scheme underwent refinements, incorporating freshly discovered insights gleaned from the data.

Member Checking

To validate findings, informants checked transcripts and interpretations of interviews. This member-checking process cross-validated data, strengthening the findings by confirming the accuracy and resonance with participant views. Member checking ensured that data conclusions had a firm foundation in lived experiences.

Ethical Considerations

Ethical considerations were paramount throughout this research endeavor. Indeed, we rigorously adhered to established ethical guidelines, prioritizing the rights and confidentiality of all individuals involved. Prior to participation, informed consent was obtained from each subject. Furthermore, the study design and procedures received full approval from the appropriate ethics committees at Sriwijaya University. Our commitment extended to upholding

the fundamental principles of ethical research. Data collection and subsequent analysis were conducted with utmost integrity and complete transparency. Critically, this study did not involve animals or any vulnerable population groups. Throughout the entire research process, all human participants were treated with respect.

Limitations

This study zeroes in on Indonesia's engagement in the DRC for peacekeeping, which is certainly insightful. However, you might find that what we learn here doesn't neatly translate to other peacekeeping efforts elsewhere. Then there's the matter of depending on key informants. While helpful, that does open the door to certain biases, though we do try to account for this with triangulation methods.

RESULTS AND DISCUSSION

This part of the discussion will focus on what was learned from the data that was gathered. Specifically, we will be examining Indonesia's contributions to peacekeeping and analyzing it through the lens of policy networks. Understanding how these networks influence what Indonesia can achieve in peacekeeping is essential. We will break down the analysis using seven different aspects of policy networks, as outlined by Frans Van Waarden. These aspects are actors, functions, structure, institutionalization, rules of conduct, power relations, and strategies. Using this method, we can gain a thorough picture of the difficulties Indonesia faces when it comes to both carrying out and deciding on its peacekeeping operations. The focus is especially on the challenges encountered during its missions in the Democratic Republic of Congo (DRC).

Empirical Problems

Indonesia encounters considerable hurdles when it comes to deploying, and then sustaining, effective peacekeeping forces under a United Nations mandate, and this is where the empirical problems identified in our study largely arise. We observed a number of issues in the real world, including training that perhaps wasn't quite up to par, questions surrounding how resources are allocated, coordination that sometimes falters, diplomatic backing that could be stronger, and, of course, the simple fact that international relations are complex and that this impacts whether peacekeeping operations succeed or not. The information presented in this section is derived from discussions with those in the know, internal documents, and a close look at mission-related papers from the Indonesian National Army (TNI), Policing Units (FPU), and UN operations.

Key Findings:

- a) **High Casualty and Return Rates:** One of the major issues observed was the high rate of casualties and early returns of Indonesian peacekeepers from missions, particularly in the DRC, where a significant number of peacekeepers were either evacuated due to medical issues or lost their lives during the mission (based on interviews with peacekeeping personnel). These challenges indicate gaps in the operational readiness and sustainability of peacekeeping forces.

Table 1. Numbers of Early Returned Peacekeepers

Year	2018	2019	2020	2021	2022	2023
Early Returned Peacekeepers (%)	3.5	2.8	1.9	2.3	1.6	1.1

- b) **Resource shortfalls** were a recurring theme, really. It wasn't just one thing; it was a consistent issue with having enough resources — things like major equipment (ME) and the self-

sustainment (SS) stuff that's vital when you're trying to make things work way out in conflict zones. You need that gear to succeed, plain and simple.

c) And then there's the problem with everyone playing nice together. The current network for getting things done suffers from a lack of true interagency collaboration. We're talking about the military, government folks, and even civilian groups. Better coordination among all these entities could really boost our peacekeeping abilities. The Ministries of Foreign Affairs and Defense are doing their part, sure, but other crucial players — civil society orgs, academics, and even the private sector — are often left out of the loop, it seems.

Table 2. Indonesian Contribution of Military Peacekeepers, 2018-2023

Year	Total Peacekeepers	Male	Target of Female	Realization	Deviation	Remark
2018	3384	3291	10% (338)	93	-245	Uniformed Gender Parity Strategy 2018-2028 has targeted 25% of female peacekeepers by 2028 Indonesian 4000 Peacekeepers by 2019
2019	2531	2415	12,5% (316)	116	-200	
2020	2496	2365	15% (374)	131	-243	
2021	2514	2375	16,25% (409)	139	-270	
2022	2505	2384	17,5% (438)	121	-317	
2023	2625	2547	18,75% (492)	78	-414	

Policy Networks Analysis

The subsequent analysis leverages Frans van Waarden's framework — essentially, seven key dimensions of policy networks — to shed light on Indonesia's peacekeeping policy networks. It seeks to understand their structure, the influence of various players, the strategies they use, and importantly, what's getting in the way of them truly working well (Waarden, 1992).

Actors

The actors in the Indonesian peacekeeping policy network include various state and non-state entities. Key state actors are:

- The Ministry of Foreign Affairs (MOFA): Responsible for diplomatic negotiations and international coordination.
- The Ministry of Defense (MOD): Plays a central role in mobilizing and deploying peacekeeping forces.
- Indonesian National Armed Forces (TNI): The backbone of Indonesia's peacekeeping operations, providing personnel and logistical support.
- National Defense Forces and Local Governance Units: These entities participate in coordination and logistical support at the mission level.
- Non-state actors, while often underrepresented, include: International Organizations (the United Nations and related peacekeeping bodies); Civil Society (NGOs and advocacy groups that can provide crucial insights into local needs, humanitarian efforts, and local community relations); and Academia (research institutions that can contribute to knowledge, training, and policy innovation).

The prominence of military figures in influencing policy can sometimes restrict how well civilian and scholarly viewpoints are included — viewpoints that honestly matter when dealing with the many-sided issues peacekeeping now involves. Talking with people involved revealed that global teamwork isn't always as strong as one might hope. Policy choices in Indonesia, specifically, often happen without much consultation from a wide range of outside specialists (such as, say, global advisors or NGOs).

Functions

Policy network functions in peacekeeping are about the responsibilities that different players have when it comes to shaping, carrying out, and judging these missions. In the case of Indonesia's network, we see a few main functions:

- a) Policy is mainly hammered out by the Defense and Foreign Affairs ministries. They figure out where things should be headed and what diplomatic angles to consider for peacekeeping.
- b) When it comes to getting resources where they need to be, that's mostly the TNI's job. They handle getting people and gear in place. Civilian groups sometimes help out later, like with getting people back on their feet and providing health care.
- c) The actual nitty-gritty of peacekeeping, like securing areas and protecting people, is handled by the military and police on the ground.
- d) The government does reporting and assessment, sure, but NGOs and other outside groups can give valuable insights into how these missions are affecting local populations.

Observations from actual peacekeeping documents suggest logistics and resource distribution can be a bit clunky. What's more, the military doesn't always have a lot of civilian backup, particularly when it comes to humanitarian aid and rebuilding communities.

Table 3. Function of Actors in Existing Policy Network (TKMPP)

Actor	Access to decision making process	Information Exchange	Resource Exchange	Cooperation
Government (TKMPP)	Policy maker	Limited	Policy, legal basis, budgetary, policy studies, recommendation	Regular
Academics/Researchers	None	Limited	Scientific research, policy innovations, theories	None
Organizational representatives (ICRC, UNDP, etc)	None	Limited	Information/data, international strategic guidance, cooperation, trainings, access	Regular
Community Leaders (I/NGO, environment)	None	Limited	Information, experiences	Limited
Private Sector/Business	None	Limited	R&D, logistics, materials	Regular
Media	None	Limited	News broadcasting, public opinion mainstreaming	Limited

Structure and Institutionalization

Decision-making power related to policy tends to reside centrally, particularly with the Ministry of Defense and the Indonesian National Armed Forces (TNI). However, this largely top-down approach can create complications in terms of coordination. Specifically, it makes including a range of contributors in policy formation somewhat challenging.

Despite existing accords and frameworks, such as the MoUs between Indonesia and the UN, the institutionalization of this system is not particularly robust. The issue is that formal, institutionalized teamwork is lacking across governmental, military, and non-military areas. The result is a degree of fragmentation in peacekeeping strategy.

According to what interviewees shared, innovation is also held back by the bureaucratic nature of the involved organizations. For example, it appears that civil society groups often have limited influence, which then restricts their capacity to promote enduring and future-focused peacekeeping approaches.

Table 4. Structure of the Existing Policy Network

Actor	Size of Network	Type of Membership	Type of Coordination	Relation Quality
Government (TKMPP)	Big	Ex-officio	Consultative	Cooperative
Academics/Researchers	Medium	None	Consultative	Cooperative
Organizational representatives (ICRC, UNDP, etc)	Small	None	Consultative	Cooperative
Community Leaders (environment)	Small	None	Consultative	Cooperative
Private Sector/Business	Medium	None	Consultative	Cooperative
Media	Small	None	Consultative	Cooperative

Rules of Conduct

The behavior of those involved in a policy network is shaped by rules of conduct, both those formally written down and those understood informally. When it comes to Indonesia's involvement in peacekeeping, international deals, like the UN's guidelines, have a big impact.

But what's officially on the books doesn't always match what happens in reality. Military personnel might put getting the job done quickly ahead of being diplomatic or thinking about humanitarian issues, which can cause problems when they're trying to carry out a mission.

One important thing this research highlighted was that civilians don't really have a way to officially share their thoughts. This is particularly troublesome when it comes to things like human rights and helping communities get back on their feet. It seems civilian actors don't have a clearly defined, official part to play in deciding the rules for peacekeeping, which makes it harder for them to make sure local needs are taken care of.

Power Relations

Within the policy network, power dynamics tend to tilt heavily towards military actors, somewhat limiting the say of civilian entities. The TNI, along with Police Forces, generally commands substantial authority — shaping decisions and controlling resource distribution, in most cases. This imbalance, generally speaking, has caused hurdles in crafting peacekeeping missions that comprehensively address humanitarian and social development dimensions, in most cases. While international players are important, challenging or influencing the prevailing military viewpoint can prove difficult.

The dominance of military imperatives often overshadows diplomatic and developmental facets, evident in decision-making. NGOs and other civil society actors often report feeling sidelined during mission objective discussions, particularly concerning post-conflict reconstruction and human rights protections — especially areas related to the long-term impacts.

Strategies of the Actors

The strategies employed within Indonesia's peacekeeping policy network primarily focus on operational readiness, logistics, and coordination. The military-driven focus emphasizes quick deployments, security, and the maintenance of peace within conflict zones.

However, these strategies often neglect long-term peace-building and developmental issues, such as economic recovery and humanitarian assistance. The lack of long-term planning and collaborative strategies has hindered the success of peacekeeping operations in addressing the root causes of conflict and ensuring sustainable peace.

Interviews with key informants revealed a desire among some stakeholders for more innovative approaches, including a greater focus on collaboration with civilian actors and a stronger integration of local populations in peacebuilding activities. The current strategies, while effective in short-term stabilization, are insufficient to address the broader, long-term challenges of peacekeeping.

Discussion

This study's outcomes offer important understandings concerning how well Indonesia's peacekeeping works, noticeably in the Democratic Republic of Congo (DRC), and how policy networks help the country do better in peacekeeping. In the next part, we will talk about these results in relation to what other studies have found and the ideas we originally had. We will also look at what these results mean in a larger sense, and give some ideas for where research could go next.

Interpretation of Findings

The study's findings reveal several key insights that align with the hypotheses presented in the introduction, particularly regarding the challenges faced by Indonesia's peacekeeping forces and the potential benefits of expanding policy networks. Below are the key findings and their interpretations:

- a) **High Casualty and Return Rates:** The high number of casualties and early returns of Indonesian peacekeepers, particularly from the DRC, is a significant issue. Previous studies have shown that peacekeeping missions, particularly in conflict zones like Africa, often result in increased risks for peacekeepers (Findlay 2020). This finding confirms that operational readiness and adequate preparation for peacekeepers remain insufficient. It also supports the hypothesis that there is a gap in the coordination of logistics, resources, and training, which has been highlighted in earlier works on peacekeeping challenges (Haass and Ansorg 2018). The lack of adequate self-sustainment resources and major equipment (ME) are identified as critical shortcomings in preparing peacekeepers for multidimensional threats.
- b) **Resource Deficiencies:** As indicated by the interviews and documents reviewed, Indonesia's peacekeeping forces suffer from deficiencies in both material resources (e.g., equipment) and human resources (e.g., training). This finding aligns with previous research by Haass and Ansorg (2018), who pointed out that lack of resources and technical support were significant limitations for peacekeeping forces. The study supports the notion that resource allocation and long-term sustainability are key areas that require reform and better integration within the policy network.
- c) **Limited Interagency Collaboration:** The research found that the policy network in place for Indonesia's peacekeeping operations is highly centralized, with the Ministry of Defense (MOD) and Indonesian National Army (TNI) holding significant decision-making authority. This is consistent with findings from Howlett and Ramesh (1995), who argued that the traditional top-down policy-making approach often inhibits effective collaboration and inter-agency cooperation. The lack of collaboration between military and civilian agencies limits the effectiveness of peacekeeping operations, particularly in addressing long-term humanitarian needs and reintegration processes.
- d) **Role of Non-State Actors:** A significant finding is the limited involvement of non-state actors, such as civil society organizations, academia, and the private sector. Previous studies have highlighted the importance of integrating non-state actors into peacebuilding efforts (Ansell & Gash, 2008). The absence of these actors in Indonesia's peacekeeping policy network reduces the scope for innovative solutions, particularly in addressing the social and developmental dimensions of peacekeeping. This finding supports the hypothesis that a broader

policy network, involving diverse sectors, could lead to more holistic and effective peacekeeping strategies.

Discussion of Findings in the Context of Previous Studies

The findings from this study are in line with several previous studies that have analyzed the challenges of peacekeeping operations. As highlighted by Haass & Ansorg, (2018), one of the main obstacles in peacekeeping is the lack of resource support, particularly in conflict zones with highly dynamic environments. This study confirms that Indonesia's peacekeeping operations are hindered by these challenges, particularly with respect to self-sustainment and the provision of necessary military equipment.

Previous studies on governance and collaborative decision-making, such as Ansell & Gash, (2003) and Howlett & Ramesh, (1995), underscore the significance of multi-actor policy networks when tackling peacekeeping challenges. These works suggest that effective peacekeeping isn't just about military might; rather, it involves incorporating civilian expertise and diplomatic coordination into operational strategy. This study's results align with these arguments, particularly noting how the lack of civilian actors and non-state organizations restricts the comprehensiveness of Indonesia's peacekeeping operations.

Coordination within policy networks has also been examined by several scholars, too. The dynamics of power within these networks are critical for understanding peacekeeping efforts, generally speaking. This study demonstrates that concentrating decision-making power within military and defense bodies has — in most cases — hampered the implementation of cross-sectoral strategies addressing social, economic, and developmental concerns (Pollitt 1993). This idea reinforces the need for policy networks to be more inclusive and decentralized to effectively address the complex realities inherent in peacekeeping.

Implications of Findings

The findings have several important implications for both policy formulation and the future of peacekeeping operations:

a) **Strengthening Policy Networks:** Policy networks in Indonesia, according to the research, could really benefit from being more inclusive. It's important to integrate actors like civil society, the private sector, and academic institutions into how decisions are made. This integration could lead to a more holistic way of approaching peacekeeping. By considering not just military goals, but also important humanitarian and development considerations, peace efforts can be more effective. Including these non-state actors can also improve flexibility. Operations will be able to adapt more easily to the kinds of complex and changing conflicts that exist today.

b) **Resource Allocation and Support:** For peacekeeping missions to truly succeed, improved resource allocation is paramount, with self-sustainment and logistical support being critical. In most cases, Indonesia, along with the UN, must ensure adequate training and equipment, and support mechanisms are in place for peacekeepers in general. It's not just about having the right resources; improved coordination between military and civilian agencies is also needed. Ensuring peacekeepers are fully prepared for challenges faced in conflict zones requires an increased focus on pre-deployment preparation.

c) **Long-Term Peacebuilding:** Indonesia's peacekeeping work has done well to calm troubled areas. Yet, more attention should be paid to building lasting peace and helping these regions grow. Right now, the focus is mostly on quick fixes. This misses the real reasons behind the fighting and the need to rebuild the economy and society. Going forward, peacekeeping missions should really put community reintegration first. They should also focus on economic recovery and protecting human rights to make sure peace lasts.

Future Research Directions

The findings from this study open several avenues for future research:

- a) Exploring Broader Policy Networks: Looking ahead, further study might explore the involvement of entities beyond governments — think of groups within communities or even businesses — in efforts to keep the peace. Gaining clarity on how we might more effectively bring these participants into peacekeeping approaches has the potential to significantly boost the success and long-term viability of missions aimed at achieving peace.
- b) Comparative Analysis: A comparative study of Indonesia's peacekeeping operations with other countries could offer insights into best practices and highlight potential areas for improvement. For example, comparing Indonesia's multilateral peacekeeping network with countries like Australia, Japan or New Zealand could help identify strategies for more efficient resource management and inter-agency collaboration.
- c) Impact of Policy Networks on Long-Term Peacebuilding: Further research could explore the impact of policy networks on long-term peacebuilding efforts, particularly in post-conflict reconstruction and community development. Understanding how different policy networks influence peacebuilding outcomes could provide practical recommendations for improving peacekeeping missions beyond stabilization efforts.

CONCLUSION

This study examined Indonesia's peacekeeping capabilities through the perspectives of collaborative governance and policy networks, with a specific focus on peacekeeping missions in the Democratic Republic of Congo (DRC) during the 2018–2023 period. The findings highlight both opportunities and challenges in strengthening Indonesia's contribution to global peacekeeping efforts. Applying Frans van Waarden's seven dimensions of policy network theory, the analysis revealed that although Indonesia has made significant contributions to international peacekeeping, several governance gaps remain, particularly in operational readiness, resource allocation, and coordination among key actors.

The findings identified several challenges, including early repatriation of peacekeepers, casualty risks, and resource limitations, particularly regarding major equipment (ME) and self-sustainment capabilities. These challenges demonstrate the need for stronger policy networks that involve academic institutions, civil society organizations, and non-governmental organizations (NGOs) alongside government and military actors. The study also found that decision-making processes remain highly centralized within military institutions, while participation from civilian and academic sectors remains limited, which may constrain the development of more comprehensive peacekeeping strategies.

This study suggests that Indonesia's peacekeeping policy network should adopt a more collaborative and inclusive approach to improve mission effectiveness. Strengthening cooperation among diverse actors could support a more integrated approach that combines diplomatic, humanitarian, and developmental perspectives in addressing complex multidimensional peacekeeping challenges. Furthermore, the findings emphasize the importance of strengthening social reintegration, economic recovery, and long-term peacebuilding efforts as essential components of sustainable peace.

In conclusion, transforming Indonesia's existing peacekeeping policy network toward a more collaborative and inclusive framework could strengthen peacekeeping governance and operational capacity. Such an approach may enhance mission preparedness while supporting sustainable peacebuilding efforts in post-conflict environments. Future research should further examine the role of policy networks in peacekeeping governance, particularly regarding mechanisms for integrating non-state actors into broader peacebuilding processes. This study contributes to discussions on international collaboration, peacekeeping governance, and global

security by providing insights into policy improvement and institutional reform in peacekeeping strategies.

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