

INDONESIA'S INTERESTS IN THE COOPERATION ON DRUG AND VACCINE OVERSIGHT WITH THE UNITED ARAB EMIRATES IN 2021

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Abstract

This study examines how Indonesia articulates its national interests through bilateral cooperation in drug and vaccine regulatory oversight with the United Arab Emirates (UAE) in 2021. Using a qualitative descriptive approach, the research analyzes primary documents, including the Memorandum of Understanding (MoU) and official reports from the Indonesian Food and Drug Monitoring Agency (BPOM) and the Ministry of Health, supplemented by secondary sources. The study applies Andrew Moravcsik's liberal intergovernmentalism framework, focusing on four indicators: consideration of domestic actors, bargaining among domestic actors, reflection of domestic preferences in international cooperation, and flexibility based on domestic dynamics. The findings indicate that Indonesia's national interests are articulated through collaborative mechanisms that reflect the preferences and needs of diverse domestic actors, including government institutions, the health sector, industry stakeholders, and civil society. Policy decisions are the result of bargaining among these actors, ensuring that international cooperation aligns with domestic priorities such as technical capacity building, knowledge transfer, and public welfare. Furthermore, the MoU and related phenomena demonstrate that international agreements are not solely driven by geopolitical power, but by domestic considerations and mutual benefits, highlighting the adaptive and context-sensitive nature of Indonesia's foreign policy in health regulation. This study contributes to a deeper understanding of how liberal approaches to national interest and intergovernmental cooperation shape international health policy, offering practical insights for policymakers to design flexible, inclusive, and sustainable international agreements in the health sector.

Keywords: *National interest, international cooperation, drug and vaccine regulation, Indonesia–UAE*

INTRODUCTION

Indonesia, as a country with a population of over 275 million people, has a very high demand for safe, high-quality, and effective drugs and vaccines. This significant demand is not only related to healthcare services but also concerns the strategic interests of the country in maintaining social stability, national resilience, and Indonesia's diplomatic image at the global level (BPOM, 2021). In this context, strengthening drug and vaccine oversight has become a national priority, especially after the COVID-19 pandemic, which highlighted the importance of a country's capacity to assess, monitor, and ensure the quality of pharmaceutical products. Indonesia has a strategic interest in strengthening regulations, expanding cooperation networks, and ensuring that every drug and vaccine circulating within its territory meets international standards. In addition, Indonesia also aims to enhance strategic partnerships with various countries, including the United Arab Emirates (UAE), which is not only important as an economic partner but also as a technical partner in drug oversight. Indonesia's interest in drug and vaccine oversight cooperation with the UAE in 2021 arose from the need to improve national regulatory quality, broaden access to global safety data, and strengthen Indonesia's position in international health diplomacy (MoU BPOM-KEEMENKES UAE, 2021). However, in practice, Indonesia still faces several fundamental challenges in its drug and vaccine oversight system, meaning that national capacity has not fully met global standards. The first issue relates to the limited laboratory infrastructure and testing capacity, particularly for advanced pharmaceuticals such as mRNA vaccines, viral vector vaccines, recombinant proteins, and other advanced biologics. Although Indonesia possesses testing laboratories, not all meet international standards such as PIC/S and ICH for various types of modern pharmaceutical products. This limitation makes it difficult for Indonesia to conduct independent testing on foreign pharmaceutical products. Dependence on data from producing countries becomes a specific challenge, especially when access to safety, efficacy, and quality data is not fully disclosed due to commercial or national policy reasons. This creates a contradiction between Indonesia's need to make rapid and precise decisions regarding drug and vaccine

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circulation and its technical capacity, which is still not on par with advanced regulators. The second issue is Indonesia's reliance on imported raw materials and finished vaccines, creating vulnerabilities in supply chain oversight. Indonesia does not have the full capacity to produce vaccines to meet all national needs, making imports the only viable option. In such situations, Indonesia requires direct access to clinical trial data, pharmacovigilance information, and production standards from global manufacturers. However, such information is not always comprehensively available. At the same time, Indonesia does not yet have a sufficiently broad network of international regulators to facilitate data exchange and standard harmonization. As one of the largest pharmaceutical markets in Southeast Asia, Indonesia requires a stronger information system to monitor the cross-border circulation of pharmaceutical products. Here, the UAE becomes a strategic partner, as it serves as a global drug and vaccine distribution hub connected to various international manufacturers. Through this cooperation, Indonesia aims to strengthen its pharmacovigilance capacity, improve access to global data, and reduce dependence on single-source data from traditional producing countries. In addition to these two main issues, Indonesia also faces a gap between its ambitions as a large pharmaceutical market and limitations in international regulatory harmonization. In recent years, Indonesia has aimed to become a regional center for health and pharmaceuticals. To achieve this position, Indonesia requires strengthened international regulatory cooperation. Such cooperation was previously mostly conducted with Western countries or international organizations such as the WHO, while relations with the Middle East, including the UAE, have largely been limited to economic and investment cooperation. However, the growing export-import of pharmaceutical products between Indonesia and the UAE has not been matched by harmonization of drug oversight standards. The mismatch between trade growth and regulatory preparedness poses risks to drug safety, as differences in standards can affect registration processes, quality control, and product recall systems. Therefore, the drug and vaccine oversight cooperation signed in 2021 became an important step to bridge this gap (MoU BPOM-KEEMENKES UAE, 2021).

Based on these issues, there is a clear research gap, namely the contradiction between the ideal conditions of Indonesia's national drug oversight system and the reality on the ground. Ideally, Indonesia requires a strong oversight system, rapid access to global data, and a wide network of international regulators. In reality, domestic capacity in drug oversight remains limited, information access is not always sufficient, and regulatory cooperation with other countries has not fully developed. Moreover, although Indonesia-UAE relations have significantly improved in various fields, there has been limited research explaining how Indonesia's national interests are articulated in drug and vaccine oversight cooperation with the UAE, rather than with other countries more recognized as global pharmaceutical regulators such as the US, Japan, Singapore, or the EU. This gap forms the foundation for this study. The research seeks to answer a factual contradiction: why Indonesia, with its pressing domestic capacity needs, chose the UAE as a strategic partner for drug and vaccine oversight in 2021, and how Indonesia's national interests are articulated in this cooperation. Thus, this study carries high urgency both academically and practically. Academically, it contributes to international relations studies, particularly in the field of health diplomacy and pharmaceutical regulatory cooperation, which remain underexplored. The research expands understanding of how developing countries establish technical partnerships to bridge capacity gaps and how national interests influence the formation of cross-border health cooperation. It also enriches the discourse on Indonesia's diplomacy with Middle Eastern countries, which has been dominated by energy and investment issues. From a policy perspective, the study is important for providing insights to the government, particularly BPOM, regarding the strategic rationale behind the MoU, potential for strengthening regulatory capacity, and opportunities for Indonesia to expand technical cooperation networks in the future. Understanding Indonesia's motivations, context, and interests in this cooperation can serve as a reference for formulating more integrated and responsive drug oversight policies. Overall, the urgency of this research lies in Indonesia's need to develop a more modern, adaptive, and connected drug oversight system, and the importance of strengthening health diplomacy to protect the population while enhancing Indonesia's international standing (BPOM, 2021; MoU BPOM-KEEMENKES UAE, 2021).

LITERATURE REVIEW

Drug and Vaccine Oversight in Indonesia

Indonesia, as a developing country with a large pharmaceutical market, faces significant challenges in ensuring the safety, quality, and efficacy of drugs and vaccines. Previous studies indicate that despite progress in laboratory infrastructure and pharmacovigilance, limitations in testing facilities and access to global data remain critical constraints (BPOM, 2021). The country's reliance on imported raw materials and vaccines, coupled with limited domestic production capacity, underscores the need for stronger regulatory frameworks and international cooperation. This literature provides the foundational understanding of the domestic challenges motivating Indonesia's strategic partnerships in pharmaceutical regulation.

International Regulatory Cooperation and Technical Partnerships

Several studies highlight the importance of international cooperation for harmonizing regulatory standards and strengthening national capacity. Liu, Huang, and Jin (2022) illustrate how China's vaccine diplomacy integrates bilateral and multilateral partnerships, data exchange, and regulatory harmonization to safeguard national interests. Similarly, Afshari et al. (2023) emphasize that health diplomacy enables developing countries to access critical knowledge, technology, and international standards necessary to enhance domestic regulatory systems. These studies are relevant for analyzing Indonesia's collaboration with the UAE, providing insight into how technical partnerships can be leveraged to improve regulatory oversight, data access, and harmonization of standards.

Health Diplomacy and National Strategic Interests

Global Health Diplomacy (GHD) has been identified as a critical instrument for states to pursue national interests while addressing cross-border health issues. Kickbusch and Liu (2022) argue that successful health diplomacy depends on coordination among actors, access to scientific data, and the ability to utilize international regulatory frameworks to strengthen national capacity. Harizqi (2022) further demonstrates how Indonesia's multi-layered vaccine diplomacy during the COVID-19 pandemic combined bilateral, regional, and multilateral efforts to secure vaccine access while reinforcing regulatory legitimacy and strategic positioning. Setiawan, Affianty, and Tanjung (2022) similarly show that Indonesia leveraged health diplomacy during COVID-19 to enhance its international image and protect domestic health interests. These studies collectively provide the theoretical and empirical foundation for understanding how health diplomacy serves as a tool for articulating national interests in international regulatory collaborations.

Strategic Regulatory Cooperation: The Case of Indonesia–UAE

Although previous literature extensively discusses health diplomacy and regulatory cooperation in global contexts, there is limited research on Indonesia's strategic articulation of national interests in bilateral regulatory partnerships with the UAE. The MoU between BPOM and the UAE Ministry of Health and Prevention (2021) represents a deliberate effort to strengthen regulatory oversight, expand access to global safety data, and enhance Indonesia's diplomatic positioning in health governance. The strategic choice of UAE as a partner, rather than other established global regulators, highlights a nuanced approach combining technical necessity and diplomatic consideration. This gap in literature underscores the need to analyze how national interests are operationalized through bilateral technical cooperation, regulatory harmonization, and pharmacovigilance capacity building.

Global Health Partnerships and Implications for Policy

Empirical studies on Indonesia's global health partnerships, such as Astuti et al. (2024) and Bachtiar (2022), demonstrate that sustainable international cooperation requires alignment between domestic regulations and international standards, institutional capacity, and effective governance structures. These studies suggest that without integrated domestic frameworks, international partnerships may not achieve optimal outcomes. In the context of Indonesia–UAE cooperation, lessons from these global partnerships provide a benchmark for evaluating the effectiveness of regulatory harmonization and strategic health diplomacy.

Synthesis and Research Gap

The reviewed literature indicates several patterns. First, health cooperation is a critical instrument of foreign policy for developing countries. Second, global partnerships strengthen national capacities in disease management and regulatory oversight. Third, harmonization of standards and governance is a strategic, not merely technical, issue. Fourth, successful international collaboration depends on strong domestic commitment and regulatory infrastructure. However, challenges remain, including coordination complexity among governmental, private, and international actors, regulatory misalignment, and potential external pressures. Importantly, there is a research gap concerning how Indonesia articulates its national interests specifically in regulatory cooperation with the UAE. This study aims to fill that gap by analyzing the strategic rationale, operational mechanisms, and implications of Indonesia–UAE drug and vaccine oversight cooperation in 2021.

Theoretical Framework

Concept of National Interest – Andrew Moravcsik

Foreign Policy Analysis (FPA) emphasizes that foreign policy In international relations studies, the concept of national interest constitutes a foundational pillar for explaining a state's motivations, strategies, and foreign policy directions. A particularly dynamic and domestically grounded theoretical approach was developed by Andrew Moravcsik through Liberal Intergovernmentalism (LI). Moravcsik emphasizes that the state is not a unitary actor with fixed preferences, as conceptualized in classical realism, but rather a representation of diverse domestic actors,

including individuals, social groups, interest groups, and economic-political sectors with varying priorities. Consequently, national interest emerges from negotiation, compromise, and interactions among domestic actors, which are then articulated through foreign policy. Within this framework, international decisions—ranging from treaty signing, bilateral or multilateral cooperation, to strategic alliances—are not merely instruments to maintain state power or security, but manifestations of domestic preferences and collective societal aspirations. Moravcsik underscores that national interest is flexible, contextual, and responsive to domestic dynamics, including economic, social, political conditions, and public opinion. This approach allows a pluralistic analysis of foreign policy, where factors such as social welfare, institutional legitimacy, and societal stability are integral components of national interest. Moreover, Liberal Intergovernmentalism situates the state within a global interdependence context, where achieving national interest cannot rely solely on military power or geopolitical dominance. Instead, states must leverage international cooperation, strengthen global institutions, and engage in multilateral diplomacy to advance domestic objectives. In this perspective, national interest is not solely measured by the state's ability to protect its citizens, but also by its capacity to harness international collaboration to enhance domestic capabilities, optimize economic benefits, and strengthen global legitimacy. This understanding challenges traditional realist notions that reduce national interest to the pursuit of security and power. Operationalizing Moravcsik's concept of national interest involves several key indicators for analyzing a state's foreign policy:

1. **Consideration of Domestic Actors** – The state represents the interests of diverse domestic actors, including economic, political, civil society, and social sectors. Every foreign policy decision should be analyzed as a reflection of these domestic preferences. For instance, international cooperation in drug and vaccine regulation is influenced by public health needs, institutional capacity, and national economic priorities.
2. **Bargaining Among Domestic Actors** – Foreign policy is not the product of a single elite; it is the outcome of domestic bargaining. Decisions are shaped by compromises among relevant ministries, national regulators, private sector interests, and public opinion. This indicator demonstrates that national interest is dynamic, reflecting negotiated agreements among domestic actors that translate into international policy.
3. **Reflection of Domestic Preferences in International Cooperation** – Decisions to pursue regional integration, form alliances, or sign international agreements reflect domestic needs and collective benefits rather than mere dominance or power politics. International cooperation is a means to achieve domestic objectives such as technical capacity building, knowledge transfer, and resource optimization.
4. **Flexibility Based on Domestic Dynamics** – National interest is flexible and context-dependent, evolving with economic conditions, social dynamics, public opinion, and stakeholder priorities. This variable illustrates adaptive state behavior in aligning foreign cooperation with evolving domestic priorities, such as institutional readiness, laboratory capacity, or public health imperatives.

These four indicators enable a comprehensive analysis of state decisions, assessing whether international cooperation aligns with pluralistic, domestically grounded national interests, and elucidating the process by which domestic preferences are translated into foreign policy. Moravcsik's approach is particularly relevant for studying regulatory cooperation on drugs and vaccines between Indonesia and the United Arab Emirates (UAE). In this context, the theory provides a framework to understand that Indonesia's decisions are driven not solely by technical needs or external pressures, but also by domestic bargaining among actors such as BPOM, the Ministry of Health, the Ministry of Trade, and private sector stakeholders. Furthermore, the reflection of domestic preferences allows analysis of the extent to which this cooperation advances national interests, including institutional capacity building, technology transfer, and regulatory strengthening. The flexibility component is also relevant, as Indonesia adjusts international cooperation according to domestic conditions, such as laboratory readiness, regulatory oversight capacity, and public health priorities. Thus, this theoretical lens facilitates a nuanced and non-reductionist analysis, viewing international collaboration as the outcome of complex domestic processes rather than merely a response to external threats or power logic.

With this framework, this study seeks to answer the central question: how is Indonesia's national interest articulated in drug and vaccine regulatory cooperation with the UAE? Moravcsik's concept provides the conceptual basis to interpret state decisions as products of rational and adaptive domestic interactions, while framing international collaboration as a strategic tool to advance welfare, stability, and international legitimacy. This approach also allows for the examination of domestic political dynamics, interest group influence, and public opinion pressures in shaping transnational health policy. Overall, Moravcsik's liberal, domestically grounded, and flexible conception of national interest enables an in-depth understanding of state motivation, internal negotiation processes, and health diplomacy strategy in the global arena.

Main Argument

This study argues that the drug and vaccine regulatory cooperation between Indonesia and the UAE constitutes a manifestation of Indonesia's national interest, characterized by a liberal, domestically grounded, and flexible orientation. Applying Moravcsik's theoretical framework, the study asserts that Indonesia's decisions are not driven solely by considerations of security or geopolitical dominance, but emerge from domestic bargaining among multiple actors, reflecting technical requirements, institutional capacity, and societal aspirations. Therefore, the primary argument emphasizes that Indonesia-UAE regulatory cooperation can be analyzed as a manifestation of pluralistic, domestically informed, and rational national interest, where foreign policy decisions are products of internal negotiation rather than mere responses to external pressures or state power logic. This framework strengthens theoretical understanding of national interest from a liberal perspective and provides a robust analytical basis for explaining how national interest is articulated in international cooperation, beyond traditional geopolitical logic.

Synthesis and Research Gap

The reviewed literature shows that global health diplomacy and vaccine regulatory cooperation serve as strategic tools for advancing national interest, strengthening domestic capacities, and enhancing international positioning. However, few studies examine how Indonesia articulates its national interest in bilateral regulatory cooperation with the United Arab Emirates, particularly regarding domestic bargaining, institutional capacities, and adaptation to national priorities. This study addresses this gap by applying Moravcsik's Liberal Intergovernmentalism to analyze Indonesia-UAE drug and vaccine cooperation as a reflection of plural, domestically grounded, and flexible national interest

METHOD

This research method outlines the research design, focus, units of analysis, data sources, collection techniques, and analytical approaches used to achieve the study's objectives. The study employs a qualitative-descriptive approach (Sugiyono, 2020), aimed at understanding the meaning, context, and dynamics of Indonesia's national interest in bilateral cooperation on drug and vaccine regulation with the United Arab Emirates (UEA). This approach is chosen because the phenomenon involves complex domestic bargaining, institutional capacities, and policy adaptation that cannot be measured quantitatively. Qualitative-descriptive research allows for in-depth exploration of these processes, capturing nuanced interactions among domestic actors and the reflection of national interest in international cooperation. The unit of analysis is Indonesia as a state actor, represented through the National Agency of Drug and Food Control (BPOM), which articulates national interest through its regulatory cooperation with the UEA. The analysis is conducted at the state level, focusing on Indonesia's foreign policy decisions and their expression in bilateral technical cooperation (Mas'oed, 2012).

The social situation examined is Indonesia's articulation of national interest in 2021 through BPOM's engagement with UEA, including activities such as data exchange, standards harmonization, and technical capacity building. These processes require coordination among ministries, adaptation of domestic regulatory procedures, and alignment with international standards (BPOM, 2021). Primary data consist of official documents, including the MoU on drug and vaccine regulatory cooperation between Indonesia and UEA, BPOM reports, and relevant Ministry of Health policies. Secondary data include academic publications, journal articles, media reports, and literature on health diplomacy and international pharmaceutical regulation (Kemenkes RI, 2020). These sources were selected based on their validity, relevance, and authority to provide a comprehensive understanding of Indonesia's policy articulation and cooperation mechanisms.

Data validation is conducted through document credibility checks, including: (1) ensuring the authenticity and official status of primary documents; (2) cross-checking information with secondary sources for consistency; (3) analyzing documents within the relevant policy and regulatory context; and (4) ensuring data consistency across sources (Sugiyono, 2020). Data analysis follows the interactive model of Miles and Huberman (1994), involving three stages: (1) data reduction through selection, focus, and transformation of raw data into organized information; (2) data display using narrative, matrices, or diagrams to facilitate interpretation; and (3) conclusion drawing and verification conducted iteratively throughout the research process. This approach enables a comprehensive examination of how Indonesia's national interest is articulated, negotiated domestically, and expressed in bilateral cooperation with the UEA.

RESULTS AND DISCUSSION

In general, Indonesia's national interest in the context of drug and vaccine regulatory cooperation in 2021 can be understood as the country's effort to ensure the safety, quality, and efficacy of pharmaceutical products circulating domestically while strengthening its strategic position internationally. This interest is both domestic—protecting public health and enhancing regulatory capacity—and external, through bilateral and multilateral

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cooperation that provides access to scientific data, best practices, and technological innovations (Sugiyono, 2020). During the COVID-19 pandemic, the need to secure high-quality vaccines and medicines became urgent, making cooperation with countries such as the United Arab Emirates (UAE) crucial to articulating national interests. Through this collaboration, Indonesia seeks to balance domestic interests, such as public safety, regulatory independence, and consumer protection, with international interests, including state legitimacy, global reputation, and strengthening cross-border health networks. In other words, Indonesia's national interest is reflected in strategic efforts to enhance regulatory capacity, leverage collaborative opportunities, and ensure foreign policy is proactive rather than merely reactive (Sugiyono, 2020).

A. Research Findings

The research data utilized primary documents, specifically the Memorandum of Understanding (MoU) between Indonesia's National Agency of Drug and Food Control (BPOM) and the UAE Ministry of Health and Prevention, as the main source. Signed in 2021, during a critical period of securing drug and vaccine supplies amidst the COVID-19 pandemic, the MoU emphasizes both countries' desire to strengthen friendship and cooperation and to promote mutual benefits in the oversight of drug and vaccine safety, quality, and efficacy. The document stipulates that all activities must comply with the prevailing laws and regulations of each country (BPOM, 2021). Article 1 defines the purpose of cooperation, which is to establish and consolidate collaboration in the field of drug and vaccine safety and regulatory oversight. In 2021, Indonesia faced significant challenges in monitoring COVID-19 vaccine distribution, including market authorization, clinical trials, and pharmacovigilance monitoring. The MoU's objectives are relevant to the domestic context, as they strengthen BPOM's capacity to ensure the safety and quality of pharmaceuticals circulating in Indonesia (Sugiyono, 2020).

Article 2 outlines the main areas of cooperation, including regulatory functions related to drugs, vaccines, and other areas mutually agreed upon in writing. This flexibility allows each party to adapt implementation to their national needs, important for Indonesia, which must align standards and regulations with vaccines sourced from multiple international producers, including the UAE (Sugiyono, 2020). Article 3 details the forms of cooperation, including information exchange and sharing best practices regarding regulatory functions, standards, market authorizations, clinical trial approvals, GMP/GDP/GCP inspections, quality control laboratories, and risk management of drugs and vaccines. This was crucial during 2021 as Indonesia accelerated COVID-19 vaccine distribution, making regulatory coordination and best practice exchange key to public safety (Sugiyono, 2020). The MoU also covers joint research and vaccine development, particularly COVID-19 vaccines, showing the strategic priority of international cooperation during the pandemic. Additionally, capacity-building programs and technical assistance allow knowledge transfer and training for Indonesian personnel to address vaccine distribution and monitoring challenges (Sugiyono, 2020).

Articles 4–11 establish coordination points, implementation mechanisms including a Joint Working Group, funding, intellectual property rights, information confidentiality, dispute resolution, amendments, and the validity period. These provisions ensure legal certainty, flexible adaptation, and continuity of cooperation, while facilitating Indonesia's articulation of national interest through formal mechanisms (BPOM, 2021; Sugiyono, 2020). Beyond the MoU, research findings highlight several domestic phenomena influencing Indonesia's national interest in drug and vaccine regulatory cooperation during 2020–2021. The pandemic created urgent needs for safe, effective, and affordable vaccines for over 270 million citizens. BPOM's regulatory processes included risk assessment, laboratory testing, and Emergency Use Authorization procedures to ensure safety and efficacy without hindering vaccine distribution (Sugiyono, 2020). Capacity-building in laboratories and quality control systems intensified, enabling verification of vaccines from various international sources. Coordination among BPOM, Ministry of Health, State Intelligence Agency, and other institutions was critical for safe and effective vaccine distribution (Sugiyono, 2020). International health diplomacy, digital adaptation of regulatory systems, intellectual property considerations, public communication campaigns, and human resource training all demonstrate the interplay between domestic priorities and international cooperation, reflecting Indonesia's strategic articulation of national interest (Sugiyono, 2020).

B. Discussion of Findings Using Andrew Moravcsik's National Interest Concept

The research identifies two main findings regarding Indonesia's national interest in drug and vaccine regulatory cooperation with the UAE in 2021. The first is based on the MoU as a formal basis for bilateral cooperation, while the second arises from domestic social and policy phenomena during 2020–2021. Both findings are analyzed through Moravcsik's indicators of national interest: domestic actor considerations, domestic bargaining, reflection of domestic preferences in international cooperation, and flexibility based on domestic dynamics (Moravcsik, 1997). The MoU demonstrates comprehensive regulatory, research, capacity-building, information-

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sharing, and international engagement strategies. It reflects diverse domestic interests, including public health protection, technical regulatory capacity, and access to international data and best practices. Bargaining among domestic actors is evident in the scope of cooperation, balancing ministry, regulatory, and private sector needs. The MoU's structure ensures domestic preferences are reflected in international cooperation, while implementation flexibility accommodates pandemic dynamics and institutional readiness (Moravcsik, 1997; Sugiyono, 2020). Non-MoU phenomena further illustrate domestic pressures shaping foreign policy. Coordination with international organizations, digital regulatory adaptation, intellectual property monitoring, public communication, and HR development all reflect Indonesia's strategic approach to articulating national interest in a collaborative and adaptive manner. Synthesizing both findings shows that Indonesia's 2021 cooperation with the UAE embodies a liberal interpretation of national interest: strategically aligned with domestic priorities, responsive to global pressures, and leveraging international partnerships to strengthen regulatory capacity and public health outcomes (Moravcsik, 1997).

CONCLUSION & RECOMMENDATIONS

Conclusion

Based on analysis of the MoU and domestic phenomena in 2021, Indonesia's national interest in drug and vaccine regulatory cooperation is articulated through collaborative mechanisms that comprehensively consider domestic interests. Domestic actor considerations indicate that international cooperation policies represent diverse domestic stakeholders. Domestic bargaining shows that foreign policy decisions result from negotiation and compromise, not unilateral elite action. Reflection of domestic preferences confirms that international agreements serve domestic objectives, such as technical capacity enhancement and knowledge transfer. Flexibility based on domestic dynamics ensures foreign policy adapts to economic, social, and public pressures. Overall, Indonesia-UAE cooperation in 2021 reflects strategic, adaptive, and domestically oriented national interest (Moravcsik, 1997; Sugiyono, 2020).

Policy Recommendations

1. Strengthen domestic coordination among ministries, regulators, and the private sector to ensure international cooperation aligns with national priorities (Sugiyono, 2020).
2. Prioritize institutional capacity-building to enhance regulatory, technical, and managerial competencies for sustainable policy implementation (Sugiyono, 2020).
3. Design flexible and adaptive policies, including MoU revisions, emergency protocols, and virtual communication tools (Sugiyono, 2020).
4. Ensure transparency and accountability in all international cooperation, particularly in drug and vaccine distribution (Sugiyono, 2020).
5. Integrate social and public considerations into cooperation policies to achieve comprehensive national interest outcomes (Sugiyono, 2020).

Recommendations for Future Research

1. Conduct longitudinal studies to analyze long-term cooperation effects and evolving domestic-international dynamics (Sugiyono, 2020).
2. Undertake cross-country comparative research to identify best practices, obstacles, and adaptive strategies (Sugiyono, 2020).
3. Employ multi-actor approaches including interviews with regulators, health professionals, and industry stakeholders to understand domestic bargaining and preferences (Sugiyono, 2020).
4. Assess tangible outcomes of cooperation, such as laboratory capacity enhancement, vaccine distribution efficiency, and pharmacovigilance improvements (Sugiyono, 2020).
5. Evaluate socio-economic impacts of international cooperation on public welfare, access to drugs and vaccines, and regulatory independence (Sugiyono, 2020).

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