

## **STRATEGY FOR IMPLEMENTING THE RESERVE COMPONENT FORMATION POLICY (KOMCAD) AT THE MINISTRY OF DEFENSE OF THE REPUBLIC OF INDONESIA**

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### **Abstract**

The Indonesian Reserves Command (Komcad) program, as part of the total defense system (Sishanta), continues to operate today, despite declining public interest, uncertain welfare, incomplete regulations, and inadequate implementation of the Komcad program. This study aims to analyze the implementation of the Komcad formation policy at the Indonesian Ministry of Defense, diagnose the factors that contribute to its ineffectiveness, and formulate an effective and ideal strategy for implementing Komcad formation at the Indonesian Ministry of Defense. The method used in this study is descriptive analysis with a qualitative approach through interviews, observations, and document studies. Problem analysis is assessed using Michael Hill & Peter L. Hupp's policy implementation theory. To formulate the policy strategy, the researcher uses a SWOT (Strengths, Weaknesses, Opportunities, Threats) analysis. The results indicate that the implementation of the Komcad formation policy at the Indonesian Ministry of Defense is ineffective. This ineffectiveness is caused by problems in the dimensions/aspects of Policy Characteristics, Policy Formation, and the Impact of Responses from Those Affected by the Policy. The most crucial challenges in implementing the Komcad formation policy are the complexity of unmet policies and regulations, budget constraints, and negative public perceptions arising from the policy's impact. The ideal strategy to address these issues is diversification, which maximizes potential strengths to address or minimize threats in the implementation of the Komcad formation policy at the Indonesian Ministry of Defense.

Keywords: Strategy, Policy Implementation, Reserve Component

### **A. INTRODUCTION**

Along with the changing times and current dynamics, various developments and dynamics in life at the global, regional, and national levels have given rise to extraordinary phenomena. This dynamic at the global level is the intense competition between the United States (US) and China, known as the US-China rivalry (Al Syahrin, 2018). This US-China rivalry is increasingly heating up. The rivalry between the two superpowers began with economic and trade competition between the US and China, which subsequently led to trade disputes between them (Dwiguna & Rofii, 2019). Consequently, global geopolitics remains preoccupied with the power struggle between major powers. Similarly, political and security developments in the Middle East, such as the Israel-Palestine, the US-Iran, and the Russia-Ukraine wars, are also affecting the world. (Venessa, 2025)

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Various developments and dynamics in the global, regional, and national strategic environment will undoubtedly give rise to new issues in international security, known as contemporary international security issues. The emergence of new issues in international security has also led to a shift in the meaning of security (Amaritasari, 2017). Previously, security focused more on state security and military matters (traditional security). Currently, the meaning of security has expanded, becoming known as non-traditional security. This security focuses not only on national security but also includes other security aspects, such as human security (Mardhani, 2020).

According to Law Number 3 of 2002 concerning National Defense, a threat is any attempt or activity from within or outside the country that could endanger the sovereignty, territorial integrity, and safety of the nation (Suryatni, 2019). Threats are divided into three types: military, non-military, and hybrid. Military threats involve organized armed force, such as aggression, rebellion, sabotage, espionage, and armed terror. Meanwhile, non-military threats involve ideological, political, economic, socio-cultural, technological, information, and public safety factors that have the potential to disrupt national stability. Hybrid threats are a combination of military and non-military threats that can occur simultaneously, weakening national defense and resilience (Alfajrid et al., 2019).

One of the Indonesian government's efforts to build a strong national defense is to establish a national defense concept, the Universal Defense System (Sishanta). Sishanta was established by the government through Law Number 3 of 2002, which involves all Indonesian citizens in the defense of the Republic of Indonesia (Sahabuddin & Ramdani, 2020). Based on the Sishanta concept, it is clearly stated that all Indonesian citizens are required to participate in national defense. Indonesian citizens are an integral part of the implementation of the national defense of the Republic of Indonesia (Indrawan, 2015). One concrete effort to build a strong national defense of the Republic of Indonesia is the formation of various defense components, namely the Main Component, the Reserve Component, and the Supporting Component (Puslatpurd et al., 2023).

The Reserve Component in National Defense is a national resource prepared for mobilization to strengthen the Main Component of national defense. The Reserve Component is voluntary, allowing any Indonesian citizen (WNI) to register as a Reserve Component (Sinaga, 2021). If the registered Indonesian citizen passes the selection process and meets the requirements, they will undergo basic military training. The Reserve Component consists of Indonesian citizens, natural resources (SDA), artificial resources (SDB), and national infrastructure. The Supporting Component in national defense is a national resource that can be used to enhance the strength and capabilities of the Main Component and the Reserve Component (Gartika, 2022). Indonesian citizens are eligible to register as candidates for the Supporting Component voluntarily. The Supporting Component consists of members of the Indonesian National Police (Polri), trained citizens, experts, and other Indonesian citizens, along with their facilities and infrastructure (Susdarwono, 2020). Given the importance of the Reserve Component as a component of National Defense, supporting the Main Component of Defense and enhancing and expanding national defense, the policy implementation strategy for establishing the Reserve Component must be a crucial consideration to achieve the objectives of establishing the Reserve Component in accordance with established regulations (Nurhuda et al., 2021). History demonstrates that the struggle for independence and maintaining the independence of the Republic of Indonesia involved the people.

The Indonesian Ministry of Defense faced various challenges in implementing the Reserve Component or Komcad formation policy (Rusfiana, 2021).

The Komcad capability development program has not been implemented despite being in place for five years, even though it should be conducted through routine annual refresher training as required by regulations. This situation has the potential to reduce capabilities, disrupt communication, and weaken Komcad oversight (Rizal, 2022). Based on the analysis of the policy implementation model by Michael Hill & Peter L. Hupp (2002), problems arise in the policy formation dimension because the policy does not align with field conditions. Therefore, the Ministry of Defense needs to improve the implementation of the Komcad program with support from various parties through the development of more attractive and innovative programs, increased budgets and welfare, and refinement of supporting regulations and policies.

Endro Tri Susdarwono's (2020) research analyzed the provisions of compulsory military service and their relevance to the Reserve Component (Komcad). He found that the deadlock in the Komcad Bill led to a reformulation in the PSDN Law, and a shift in the concept of compulsory military service from a general obligation to basic military training for citizens who pass the voluntary selection process. Fauzan Hidayat (2022) examined the urgency of involving civil servants (ASN) in Komcad as a form of support for national defense and the embodiment of the ASN's core value of "Being Moral," which fosters a nationalist and statesmanlike spirit. Meanwhile, Muhammad Fahrudin and Irwan Triadi (2023) emphasized that citizens' constitutional right to participate in national defense is guaranteed by Article 27 paragraph (3) of the 1945 Constitution, which states that every citizen has the right and obligation to defend the country.

Different from previous research, this study focuses on the implementation strategy of the Reserve Component formation policy in the Ministry of Defense by using the policy implementation model of Michael Hill and Peter L. Hupp as an analytical tool. This approach strengthens the analytical aspect of the study through the application of seven theoretical dimensions and SWOT analysis as a novelty (state of the art) to fill the gaps in previous research. Referring to Merilee S. Grindle (in Agustiono, 2006), the success of policy implementation is measured by the suitability of the process with the predetermined objectives and the achievement of program results according to the action plan.

## B. LITERATURE REVIEW

### The Concept of Public Policy

Policy can be defined as wisdom, but it differs from the concept of "policy." When we say "policy," the term refers to three inseparable elements: point of view, series of actions, and regulation. These three elements serve as the basis for decision-making and policy implementation (Setijaningrum, 2017). James Anderson (2008) defines policy as a series of purposeful actions followed by a group of individuals or groups and implemented to solve a problem. Meanwhile, the word "public" means the people, the general public, and the multitude. Alamsyah (2006) defines the public as individuals or groups who share common hopes, feelings, thoughts, attitudes, and actions that are good and correct, in accordance with the norms they believe in or adhere to. Based on the definitions of "policy" and "public," Carl J. Friedrich (2000) defines public policy as a proposed action by an individual, group, or government, addressing the obstacles and opportunities they face in a given environment. The goal is to overcome these obstacles in order to achieve specific goals, desires, or objectives. **Michael Hill & Hupp's Policy Implementation Model**

Michael Hill & Hupp. Michael Hill & Peter L. Hupp (2002) highlight several key issues regarding how to segment or separate empirical analysis in policy implementation and how to formulate hypotheses. Hill & Hupp's implementation model framework lists independent variables from a top-down perspective. However, the choice of dependent variables can be influenced by the perspective of the top-down/bottom-up argument. Policy implementation is influenced by various interrelated factors. Policy characteristics determine how the policy is implemented, while policy formation, which encompasses objectives, standards, resources, and incentives, forms the basis for successful implementation. Vertical relationships within public administration also play a crucial role because the process of conveying policy from top to bottom influences the effectiveness of its implementation. Furthermore, the responses of implementing agencies, including the behavior of field bureaucrats, also determine implementation outcomes. Horizontal inter-organizational relationships are necessary to strengthen coordination, while responses from those affected by the policy also influence implementation success. Finally, policy context factors, such as social, economic, and political conditions, also determine whether a policy is implemented successfully or unsuccessfully.

### **Indonesia's Reserve Component**

The Reserve Component is mandated by Law Number 23 of 2019 concerning the Management of National Resources for Defense (PSDN Law), which serves as the basis for establishing one of the components of national defense. The establishment of the Reserve Component initially drew considerable criticism and sparked both pros and cons within the community. The PSDN Law was even challenged in the Constitutional Court (MK) by four legal entities and three individuals involved in a security sector reform advocacy team. Indonesia's overall defense system recognizes three main components: the Main Component, the Reserve Component, and the Supporting Component, collectively referred to as the National Defense Component. The Reserve Component (Komcad) is a national resource prepared for mobilization to strengthen the Main Component of national defense. It is voluntary, allowing every Indonesian citizen (WNI) to register as a Komcad member. Indonesian citizens who pass the selection process and meet the requirements will undergo basic military training. The Reserve Component (Komcad) consists of Indonesian citizens, natural resources (SDA), artificial resources (SDB), and national facilities and infrastructure. The Supporting Component functions to increase the strength and capabilities of the Main Component and the Reserve Component, consisting of members of the Indonesian National Police (Polri), trained citizens, experts, and other Indonesian citizens along with their facilities and infrastructure. Based on this, this study seeks to analyze the Reserve Component as a strategy in forming a superior defense to maintain the integrity and sovereignty of the Unitary State of the Republic of Indonesia (NKRI) from various existing threats.

## **C. METHOD**

This research uses a descriptive analysis method with a qualitative approach. The qualitative research process begins with the research questions and procedures, then data collection, followed by inductive data analysis to develop themes from the specific to the general (Creswell, 2009). The type of research used in this study is descriptive analysis with a qualitative approach. According to Neuman (2015), descriptive analysis means presenting data in detail, finding new, more accurate data and discarding old data, categorizing and classifying types, explaining research steps, documenting the process in terms of causal mechanisms, and reporting the background. The data collected in this study comprises primary and secondary data. Primary data

is data obtained directly from respondents in accordance with information needs outlined in structured statements or questions through observation supplemented by interviews. Secondary data, meanwhile, is supporting data obtained from documents sourced from relevant institutions. Data collection was conducted through literature review, fieldwork, interviews, observation, and documentation.

After data collection, data analysis was conducted. The data analysis technique used in this study is descriptive analysis, which describes actual events based on data and facts contained in the research object at the time the research took place. To process the data from interviews and observations, researchers conducted data processing by referring to the data analysis techniques of the Miles and Huberman Model in (Sugiyono, 2013) namely data reduction, data presentation, and data verification. In addition to the above data analysis, a SWOT analysis was also carried out. In this analysis stage, several stages include: (1) Identification of the objectives of the analysis; In this context, the analysis will look at various strengths and weaknesses in the policy implementation strategy in the Reserve Component (2) Internal analysis (Strengths and Weaknesses) in this context, internal strengths and weaknesses begin to be mapped in the analysis carried out in the policy implementation strategy in the Reserve Component; (3) External Analysis (Opportunities and Challenges); In addition to internal, the analysis also looks at various opportunities and various dynamics of challenges in the issue of policy implementation strategy in the Reserve Component (4) Input in the SWOT table; The analysis then includes various strengths both internally and externally related to the issue of policy implementation strategies in the Reserve Component (5) Formulating strategies related to policy implementation strategies in the Reserve Component (6) Implementation and evaluation of the SWOT analysis related to policy implementation strategies in the Reserve Component.

## D. RESULT AND DISCUSSION

### Implementation of the Reserve Component Formation Policy

- **Policy Characteristics**

In implementing the Reserve Component formation policy, several policy instruments are used to support the success of the program under the leading sector of the Indonesian Ministry of Defense. One example is the Policy Characteristics, which encompass policy objectives, flexibility in implementation, and policy complexity, which can be referred to as the objectives/vision and mission of the policy.

The Policy Characteristics for the implementation of the Reserve Component Formation Policy at the Indonesian Ministry of Defense have been well-understood and continue to undergo development and refinement. The objectives of the Reserve Component Formation are well-founded and implementable because they align with national goals and aspirations. They empower communities to actively contribute to national security. This policy not only increases national defense capacity when needed but also fosters a spirit of patriotism, unity, and shared responsibility among citizens to ensure that national defense remains a collective effort rooted in democratic principles and constitutional values.

- **Policy Formation**

The formulation of the Reserve Component Policy by the Indonesian Ministry of Defense is rooted in the Constitutional mandate, which states that national defense is the responsibility of all citizens. Guided by Law Number 3 of 2002 concerning National Defense and Law Number 23 of 2019 concerning Management of National Resources for National Defense, the policy formulation process begins with problem identification,

where the Indonesian Ministry of Defense recognizes the need for strong and resilient defense capabilities to respond to evolving security challenges, such as non-traditional threats and regional geopolitical dynamics.

The implementation of the Reserve Component (Komcad) policy, from a policy formation perspective, has been supported by a strong legal basis, namely a mandate from the Constitution and other legal frameworks. The policymaking process involved various actors, including government, the private sector, academics, experts, and the public, integrating input from various stakeholders, comparative international experience, and comprehensive legal drafting to ensure the program's adaptability and sustainability. However, the implementation of Komcad has not fully accommodated and aligned with field conditions due to budget limitations, which have impacted Komcad members' welfare, public enthusiasm, the failure to implement capacity-building programs, and ultimately resulted in the failure to achieve Komcad formation targets.

- **Vertical Public Administration**

In the context of Vertical Public Administration, the implementation of the Reserve Component policy reflects the internal hierarchical relationships between the Ministry of Defense and the Indonesian National Armed Forces (TNI), local administrative capacity, and monitoring and evaluation mechanisms. This top-down approach ensures that strategic direction originating at the national level is systematically translated into operational actions at the regional and local levels. At the highest level, the Ministry of Defense establishes the legal framework, policy objectives, and strategic targets for the Reserve Component program, guided by national security priorities and the mandate of Law No. 23 of 2019 concerning the Management of National Resources for National Defense.

The implementation of the Reserve Component policy within the Ministry of Defense reflects the functioning of a clear hierarchical chain of command and lines of authority, from the highest leadership to field implementers, including military and non-commissioned officers (Babinsa) and trainers in educational institutions. The capacity of policy managers and implementers is centrally prepared and implemented routinely. Monitoring and evaluation are conducted by deploying field teams to determine program and curriculum implementation achievements and obstacles.

- **Influences on Implementation Agency Responses**

The Ministry of Defense's implementation of the Komcad program is analyzed from the perspective of Influences on Implementation Agency Responses, which include the commitment and attitudes of implementing units, organizational dispositions or values, and independent decision-making. It is not simply the mechanical application of written policies, but rather a dynamic process shaped by the responses of implementing agencies at every administrative level. These responses are influenced by a combination of organizational, resource, and environmental factors that influence how program objectives are interpreted and acted upon.

Policy implementation, in terms of Influences on Implementation Agency Responses, has received a positive response and is progressing well. The values within the Kemhan-TNI organization in implementing Komcad, such as responsibility, loyalty, courage in decision-making, and patriotism to uphold state sovereignty, maintain state integrity, and safeguard the nation's security, are strongly embedded and evident in the implementation of Komcad policies within the Indonesian Ministry of Defense. The commitment to achieving Komcad targets is progressing well, receiving a positive response from other ministries and institutions as well as public support.

- **Horizontal Inter-Organizational Relationships**

The implementation of the Komcad formation program, viewed from the Horizontal Inter-Organizational Relationships dimension, refers to collaboration between agencies at the horizontal level, a clear division of roles and responsibilities, and the flow of information and communication. These horizontal relationships ensure that the Komcad formation program is not viewed solely as a military initiative, but rather as a national movement rooted in the shared rights and obligations of the Indonesian people. It also enables resource integration, program optimization, and strengthens public legitimacy. However, the effectiveness of these relationships depends on mutual trust, effective communication, and a shared understanding of program objectives, factors that vary by region and can impact the overall Komcad formation program.

While the vertical structure ensures uniform standards, clear authority, and coordinated implementation from the Ministry of Defense down to its subordinate units, horizontal collaboration with ministries, institutions, local governments, universities, and community organizations expands the program's reach, strengthens public legitimacy, and improves logistical capabilities as a solution to defense budget constraints. Informants' statements shared the view that sustained engagement, clear communication, and shared responsibility are crucial for translating policies into tangible results.

- **The Impact of Responses from Those Affected by the Policy**

The implementation of the Komcad formation policy is reviewed from the perspective of The Impact of Responses from Those Affected by the Policy, or the responses of those affected by the policy, including the level of acceptance by policy recipients, perceptions of the policy, and the level of adaptation to the new policy. These aspects play a crucial role in shaping the short-term success and long-term sustainability of the program.

The Impact of Responses from Those Affected by the Policy dimension, or the responses from those affected by the policy, is generally positive, encompassing the level of acceptance by policy recipients, perceptions of the policy, and the level of adaptation to the new policy. The public has a high level of awareness and interest in national defense efforts through becoming Komcad. The negative perception arises not from fear of militarism in the Komcad program, but rather from budget limitations that impact Komcad welfare, as well as the continued lack of understanding of Komcad regulations by agencies and organizations, leading to unilateral employee dismissals.

- **The Environment or Policy Context**

The implementation of the Komcad formation policy is reviewed from the Environment or Policy Context aspect, encompassing social, economic, and local political conditions, geographic and demographic factors, media support, and public opinion. The Komcad formation policy operates within a dynamic environment shaped by Indonesia's strategic defense needs, socio-political realities, and evolving global security challenges. As mandated by Law No. 23 of 2019 concerning the Management of National Resources for National Defense, Komcad is designed to double the strength of the Main Component (TNI) in safeguarding national sovereignty. The policy context reflects Indonesia's "Universal Defense System," which emphasizes the mobilization of all national resources, including human resources, when national sovereignty, integrity, and safety are threatened.

The implementation of the Komcad formation policy at the Indonesian Ministry of Defense, reviewed from the Environment or Policy Context dimension, encompassing social, economic, and local political

conditions, geographic and demographic factors, and media support and public opinion, has aligned with the nation's needs and is operating within the mandate of the Constitution. The pentahelix collaboration implemented by the Ministry of Defense and the Indonesian National Armed Forces (TNI) has involved all components of the nation, contributing to increased national unity. The media's role in disseminating information about Komcad has played a crucial role in achieving the goal of establishing Komcad.

## **Factors Causing the Ineffective Implementation of the Formation of the Reserve Committee**

- **Policy Characteristic**

One of the factors that contribute to the ineffectiveness of policy implementation is the complexity of policies that have not been met and are still in the process of being resolved. Indonesia is an archipelago and has a vast territory, so that to implement the Komcad program, adequate budget support is needed. The complexity of policies that have not been met are related regulations and rules for cooperation between agencies, including career development regulations, regulations on Komcad empowerment during inactive periods, regulations on synchronization and determination of civil servants and BUMS employees, regulations on job seekers must first become Komcad. The importance of these regulations has a significant impact on the formation and development of Komcad so that targets in terms of quantity and quality can be achieved.

- **Policy Formation**

One of the factors that contribute to the ineffectiveness of policy implementation is the mismatch between the policy and the conditions in the field. Indonesia is an archipelago with a vast territory, so that to implement the Komcad program, adequate budget support is needed. With these budget limitations, it has had an impact on the minimal dissemination of information about Komcad, the emergence of rumors or hoax news, Komcad facilities and infrastructure have not been met, adjustments to the Latsarmil curriculum, Komcad capability development programs have not been implemented, and hampered the achievement of the Komcad formation roadmap.

- **Impact of Responses from Those Affected by the Policy**

Impact of Responses from Those Affected by the Policy illustrates public perception as a crucial factor in policy success. Positive views of Komcad as a manifestation of the national interest help increase recruitment. This aligns with the social acceptance literature, which emphasizes the role of perception management in policy implementation. However, lingering concerns about the low welfare of Komcad can lead to negative perceptions due to budget constraints. This is also caused by organizations or companies not understanding Komcad regulations, leading to unilateral employee dismissals.

## **Strategy for Implementing the Komcad Formation Policy at the Indonesian Ministry of Defense**

Based on the research results, an effective strategy for implementing the Komcad formation policy at the Indonesian Ministry of Defense can be achieved through an appropriate and ideal policy implementation strategy. Implementation of the Komcad formation policy at the Indonesian Ministry of Defense can be achieved using a qualitative approach through an analysis of strengths, weaknesses, opportunities, and threats, known as a SWOT (Strengths, Weaknesses, Opportunities, and Threats) analysis. A SWOT analysis analyzes the internal and external conditions of an organization, which is then used as the basis for designing

organizational change strategies. The internal analysis includes an assessment of strengths and weaknesses. Meanwhile, the external analysis includes opportunities and threats.

Before compiling the SWOT matrix, an internal strategic factor analysis (IFAS) and an external strategic factor analysis (EFAS) are first conducted. This analysis is conducted by assigning weights and ratings to each strategic factor.

**Table 1. Internal Factor Analysis**

Internal Strategy Factors	Sig. level	Weight	Rating	Score
<b>Strength</b>				
The strong basis is the 1945 Constitution, the Defense Law and the PSDN Law.	3	0.25	5.00	1.25
The Komcad Program has been designated a National Priority Program	3	0.25	4.00	1.00
Close relationship between the Ministry of Defense - TNI and all components of the nation	3	0.25	5.00	1.25
TNI Unit Titles extend to all regions of Indonesia	3	0.25	4.00	1.00
<b>TOTAL</b>	12	1.00		4.5
<b>Weakness</b>				
Defense Budget Constraints	2.5	0.25	2.5	0.625
The organizational structure, facilities and infrastructure of the Komcad are not yet complete	2	0.2	2	0.4
The Komcad development program has not yet started	2	0.2	2.5	0.5
Lack of socialization about Komcad to all Indonesian people	2.5	0.25	2.5	0.625
<b>Total</b>	10			2.15

**Source: Processed by Researchers, 2025.**

**Table 2 External Factor Analysis**

Internal Strategy Factors	Sig. level	Weight	Rating	Score
<b>Opportunity</b>				
History of the Indonesian Nation as a Nation of Warriors	3	0.27	2	0.54

The benefits of Komcad are felt by individuals and organizations	2.5	0.23	2.5	0.58
Basic programs for civil servants and private sector that can be synchronized	2.5	0.23	3	0.69
Participation in national defense by the government, private sector, and academics for high	3	0.27	3	0.81
Total	11	1		2.62
<b>Threat</b>				
Public perception is that the welfare of being a Komcad is not guaranteed.	3	0.26	3	0.78
Misuse of military science for criminal acts	2.5	0.22	3	0.69
Declining Level of Military Capability of Komcad	3	0.26	3	0.78
Change of Government has the potential to change Komcad policy	3	0.26	4	1.04
Total	11.5	1		3.29

**Source: Processed by Researchers, 2025.**

Based on the results of the weighting and rating carried out through the IFAS and EFAS SWOT analysis, the total final value of strengths, weaknesses, opportunities and threats can be obtained as follows:

**Table 3. Summary of IFAS and EFAS Calculation Results**

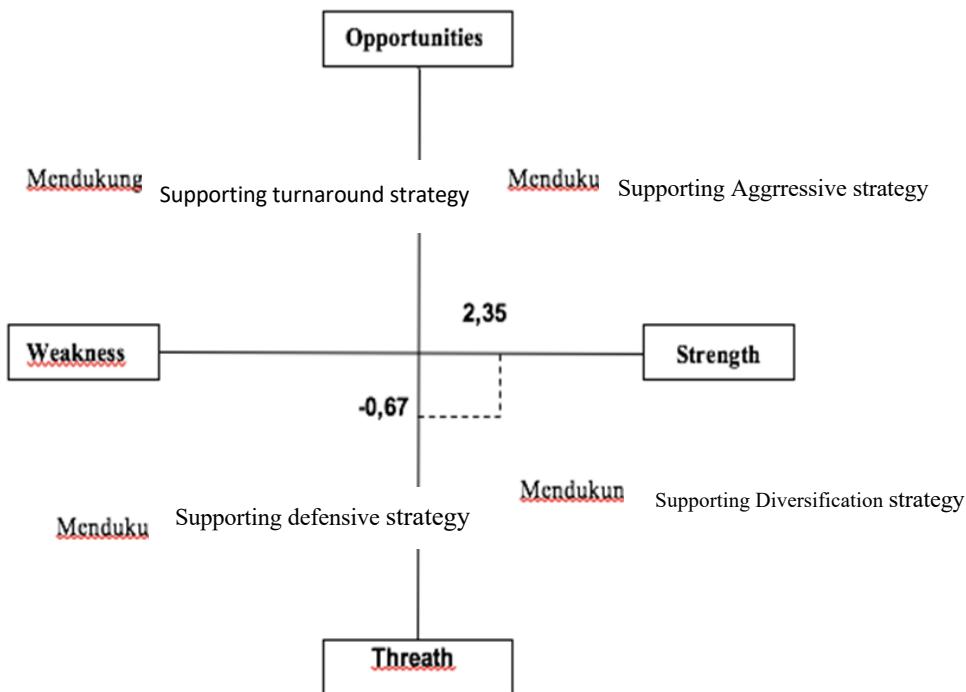
No	Description	Total Value
1	Internal Factors a. Strength b. Weaknesses	4.5 2.15
2	External Factors c. Opportunities d. Threats	2.62 3.29

**Source: Processed by Researchers, 2025.**

The table above shows that the strengths score is greater than the weaknesses. Meanwhile, for external factors, the threats score is greater than the opportunities score.

- A. Strength – Weakness =  $4.5 - 2.15 = 2.35$
- B. Opportunities – Threat =  $2.62 - 3.29 = -0.67$

The results of the previous calculations were then used as a reference for forming a SWOT analysis to see the position of the formation of Komcad in the Indonesian Ministry of Defense, which is outlined in the following diagram



**Figure 1 SWOT Analysis Diagram of the Implementation Strategy for the Formation of the Komcad Policy of the Indonesian Ministry of Defense**

The SWOT analysis diagram above shows that the Komcad formation policy at the Indonesian Ministry of Defense is in Quadrant II, which represents a favorable situation but also faces obstacles and threats. The strategy that must be implemented in this quadrant is to support the diversification strategy. According to qualitative research, the implementation strategy for the Komcad formation policy at the Indonesian Ministry of Defense has not been fully implemented optimally, with weaknesses and threats to overcome. Therefore, achieving the Komcad formation target at the Indonesian Ministry of Defense requires an appropriate policy implementation strategy.

The first factor, identified by internal factors (Strengths and Weaknesses), is Strength, which is the strength possessed by the Indonesian Ministry of Defense and the Indonesian National Armed Forces (TNI).

This strength is derived from a strong foundation for policy programs, namely the 1945 Constitution, the National Defense Law, and the PSDN Law. The Komcad program is designated a national priority program, with close institutional ties between the Ministry of Defense and the TNI and all components of the nation. TNI units are deployed throughout Indonesia. Meanwhile, weaknesses include limited defense budget, organizational structure, incomplete Komcad facilities and infrastructure, an under-implemented Komcad development program, and a lack of outreach regarding Komcad to all Indonesians. These are organizational weaknesses that must be minimized to achieve the objectives of the Komcad formation policy within the Indonesian Ministry of Defense.

The second factor is external factors (Opportunities and Threats). Opportunities are highly advantageous factors because they represent opportunities or chances within the organization or policy. These include the history of Indonesia as a nation of warriors, the existence of basic programs for civil servants and the private sector, universities that can be synchronized, high levels of government, private sector, and academic concern for national defense, and the benefits of Komcad are felt by individuals and their organizations. The strategy implemented is to optimally utilize opportunities to achieve organizational goals. Threats include external threats, negative public perception that the welfare of Komcad members is not guaranteed, misuse of military knowledge for criminal acts, declining Komcad capabilities, and changes in government that could potentially change Komcad formation policies.

The diversification strategies that the Indonesian Ministry of Defense can implement in implementing the Komcad formation policy include the following:

1. Improving the welfare of Komcad members to improve public perception of the sustainability of their future. This ensures that any positive experiences after becoming a Komcad member are shared widely, thereby increasing public interest in becoming Komcad members. This welfare is inherent in the formation, return, and mobilization stages.
2. Implementing a Komcad development program, including administrative guidance and capacity building through refresher training, is essential. Collaboration between ministries, universities, and the business community can be re-allocated, allowing a portion of the Komcad formation budget within the Ministry of Defense to be focused on Komcad development programs, while partnership funds can be used to fund Komcad formation. Furthermore, a career development program supported by appropriate regulations is needed to ensure Komcad members are always ready to mobilize and be used at any time.
3. Strengthening partnerships is essential for achieving the planned defense roadmap. Existing partnerships have not yet fully reached ministries, institutions, businesses, universities, and community organizations. This is crucial for the sustainability of the Komcad program.

Based on the research conducted, several findings and innovations emerged to focus on the Komcad formation policy within the Indonesian Ministry of Defense. Based on the critical analysis above, the researcher's stance on the theory of Michael Hill & Peter L. Hupp (2002) is to modify the theory. This study identified novelties, namely policy innovation and policy capacity, that can address the obstacles encountered in implementing the Komcad formation policy within the Indonesian Ministry of Defense.

- **Innovation Policy**

Innovation policy is a crucial element in the implementation of public policy. Even a perfect policy will not be executed effectively without the support of policy innovation and adequate policy capacity.

Rahardian (2022) suggests that innovation as a breakthrough is now widely used by various policy makers and implementers to solve problems faced by leaders and public organizations. Mark Considene, Lewis, & Alexander (2009) explain at least several important components of public policy innovation, namely:

1. The role of the 'innovation hero': leaders must be able to select and set goals by considering the future external environment, which becomes the goal of mobilizing all organizational resources to achieve the vision. Leaders who can act as direction-setters are visionary leaders.
2. External pressures for innovation: leaders must be able to anticipate various changes and developments in the global environment and predict their implications for the organization, prioritize the changes implied by their vision, and promote experimentation with people's participation to produce the desired changes.
3. Organizational Influences: Spokespersons: Leaders must be capable of negotiating and forming external networks, developing and communicating a vision, empowering others, and implementing change.
4. Innovation Norms and Procedures: Leaders must inform others about the current reality, their vision, goals, and how to realize them. They must always encourage progress and guide them on how to actualize their potential to achieve their vision.
5. Supporting Factors and Obstacles to Innovation: Three different levels express views on the instruments that help or hinder policy innovation: Political, Managerial, and Electoral.

The Innovation Policy role in the implementation of the Komcad formation policy at the Indonesian Ministry of Defense is the role of the 'innovation hero.' Leaders or figures from Komcad can serve as Komcad icons and even serve as Komcad ambassadors appointed and placed in each district. Komcad ambassadors are tasked with overcoming negative perceptions and building positive public opinion. This can be done massively through face-to-face meetings, social media, and mainstream media.

- **Policy Capacity**

Policy capacity is a crucial element in the implementation of public policy. Even a perfect policy will not be executed effectively without the support of policy capacity. Xun Wu, Howlett & Ramesh (2018) define policy capacity as a set of skills and resources, competencies, and capabilities required to carry out policy functions. These skills or competencies can be categorized into three types:

1. Analytical capacity. Individual analytical capacity refers to the ability of all government officials to possess some degree of analytical capacity. Howlett further defines this as the ability to access and apply technical and scientific knowledge and analytical techniques to design and implement policies efficiently and cost-effectively.
2. Operational capacity. At the operational level, a public manager's individual ability to perform managerial functions is a critical determinant of overall policy capacity within the government.
3. Political capacity. Demonstrating political will not only within the government but also within the broader environment is crucial for policy actors to play an effective role in the policy process.

The policy capacity in the implementation of the Komcad formation policy at the Indonesian Ministry of Defense is Political Capacity or political capacity in the form of full support from the Legislative, Executive

and Judicial. This is very necessary to formulate and produce regulations for career development, regulations for Komcad empowerment during inactive periods, regulations for synchronization and appointment of civil servants and private employees, regulations for job search requirements. In addition, Policy capacity is also needed to overcome budget limitations that have an impact on the lack of socialization activities about Komcad, the emergence of rumors or hoax news, Komcad facilities and infrastructure that have not been met, adjustments to the adaptive Latsarmil curriculum, Komcad capability development programs that have not been implemented to date. With the existence of Policy capacity, it can ensure the implementation of the Komcad formation policy that is stable and sustainable following the determined defense roadmap.,

## **E. CONCLUSION**

Based on the results of the research and discussion, it can be concluded that the implementation of the Reserve Component (Komcad) formation policy by the Indonesian Ministry of Defense is a strategic step in strengthening the Total Defense System (Sishanta) of the Indonesian state. This policy is rooted in the constitutional mandate of the 1945 Constitution, Law Number 3 of 2002 concerning National Defense and Law Number 23 of 2019 concerning Management of National Resources for National Defense, which emphasizes that defense is the responsibility of all citizens. This policy is supported by a strong legal basis, involving vertical coordination between the Ministry of Defense and the Indonesian National Armed Forces (TNI Headquarters, Army Headquarters, Kotama and its ranks) as well as horizontal cooperation through a pentahelix approach (Government, Private Sector/Business World, Academics, Media, and Society). The Komcad program has succeeded in expanding the defense base by involving civilians voluntarily through recruitment mechanisms, basic military training, coaching, and mobilization. In addition to strengthening national defense capacity, Komcad also fosters nationalism, a sense of responsibility for national defense, and public participation in safeguarding national sovereignty.

The SWOT analysis indicates that Komcad's policy position falls within Quadrant II, meaning the program possesses significant internal strengths but faces significant external threats. Its primary strengths lie in its solid legal foundation, close support from the Ministry of Defense and the Indonesian National Armed Forces (TNI), the Komcad Program being designated a National Priority Program, and the deployment of TNI units throughout Indonesia. Weaknesses include a limited defense budget, an incomplete organizational structure, Komcad facilities and infrastructure, an under-implemented Komcad development program, and a lack of public awareness of Komcad throughout Indonesia. Externally, opportunities include Indonesia's history as a nation of warriors, the existence of basic programs for both civil servants and the private sector, synchronized universities, high levels of government, private sector, and academic concern for national defense, the benefits of the Reserve Command (Komcad) for individuals and organizations, while negative public perceptions that the welfare of being a Reserve Command (Komcad) is not guaranteed, the misuse of military knowledge for criminal acts, the decline in the military capabilities of the Reserve Command (Komcad), and changes in government that could potentially change Komcad policies.

Qualitatively, the IFAS-EFAS score indicates that strengths (4.5) outweigh weaknesses (2.15), while threats (3.29) outweigh opportunities (2.62). This condition confirms that the appropriate strategy is a Diversification (S-T) strategy, which maximizes internal strengths to face external threats while still capitalizing on existing opportunities. Theoretically, this study also contributes by adding the variables

Innovation Policy and Policy Capacity as novelties to complement Michael Hill & Peter L. Hupp's policy implementation model. These two variables have proven relevant in addressing implementation obstacles, particularly in the context of the political dynamics of the sustainability of the Reserve Command (Komcad) program.

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