

IMPLEMENTATION OF DEFENSE POLICY IN ADDRESSING NONMILITARY THREATS IN THE BATAM SEA BORDER AREA WITH MALAYSIA

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Abstract

Batam's strategic position, which evolves directly with Malaysia, has resulted in several challenges in the field of defense and maritime security, namely nonmilitary threats such as cross-border. Therefore, securing the sea border area is very important. Therefore, a defense policy is needed regarding defense improvement and concrete steps, especially in border areas, as well as the fulfilment of the TNI's Main Weaponry System according to the Minimum Essential Force (MEF) concept. The research objective is to analyze the implementation of the Minimum Essential Force (MEF) in dealing with non military threats in the maritime border area of Batam and Malaysia in aspects of defense equipment development and to analyze the optimization of the Minimum Essential Force (MEF) in dealing with nonmilitary threats in the maritime border area between Batam and Malaysia in aspects of defense equipment development. The type of research used is descriptive qualitative with a phenomenological approach, using the IITCA theory (Integrative, Interactive, Transparent, Controlling, Accountability). The informants' data were then analyzed using qualitative analysis techniques. The results showed that MEF's policy in the field of defense equipment had not reached its target fulfilment in its implementation, and the condition of the patrol boats, which were not following Batam geographical conditions, proved that security had not been implemented optimally.

Keywords: Border, Nonmilitary threats, MEF, Implementation.

Introduction

Indonesia is the largest archipelagic country in the world, with 17,504 islands spread over Indonesia. Its territorial area consists of 3.1 million km² and its water area of 6.32 million km². The world has recognized the existence of Indonesia as the largest archipelagic country through the United Nations Convention on the Law of the Sea, namely the United Nations Convention on the Law of the Sea (Nations, 1982). Indonesia's vast geography makes Indonesia intersect with many countries, in this case, a 3092.8 km land border with Malaysia,

Papua New Guinea and Timor Leste. At the same time, its seas frame ten countries: Malaysia, India, Singapore, Thailand, the Philippines, Vietnam, Australia, Palau, Timor Leste, and Papua New Guinea. This sea border covers 92 leading small islands, ranging from Miangas Island in the north to Dana Island in the south (Raharjo, 2013). With the predicate above, Indonesia is prone to face various threats, especially in border areas that have the potential to endanger state sovereignty.

With these geographical conditions, Indonesia must maintain its sovereignty from military and

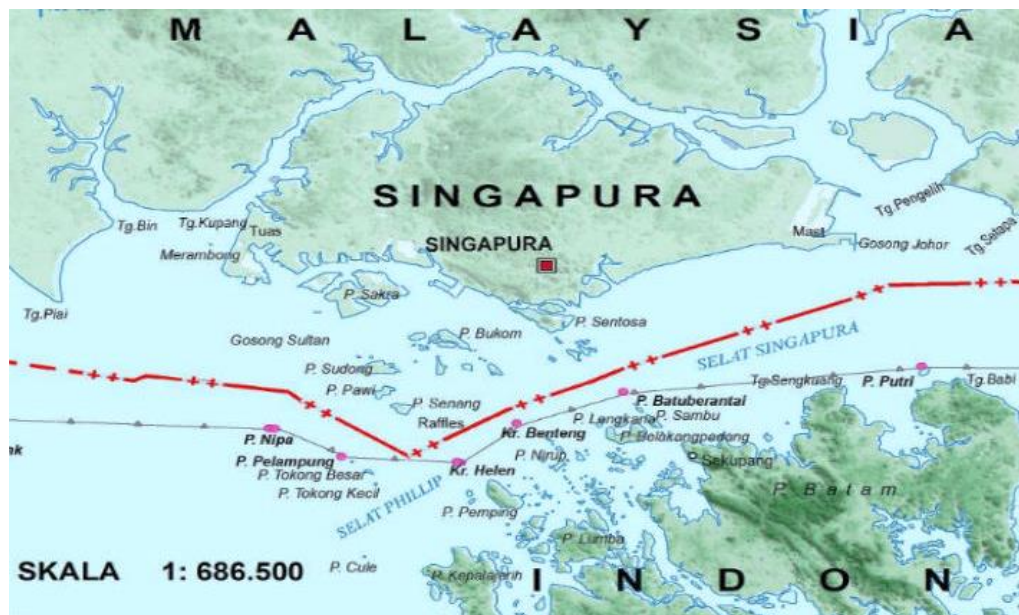
nonmilitary threats, especially in border areas. At the forefront, Indonesia's border areas must reflect a state of security from various threats and prosperity. In this reality, border areas are the main actualization of a country's territorial sovereignty (Bangun, 2017). The border area has strategic potential to develop international trade activities, which will later become the centre of regional growth, especially developing trade, industry, and tourism. This will provide opportunities for increased production activities which will subsequently cause various multiplier effects (Mukti, 2001).

However, in addition to the advantages offered in the border areas, especially in the sea border areas, there are frequent threats, namely actual threats in the form of nonmilitary threats. Nonmilitary threats do not involve the use of weapons. Typically, these threats rest on abstract nonmilitary elements but can endanger state sovereignty, state character, territorial

integrity, and the entire country's security. These dangers of nonmilitary threats usually operate in an organized manner and originate from parties within the state. The types of hazards of nonmilitary threats also vary widely, ranging from robbery, smuggling and drug trafficking, and illegal immigrants to the theft of natural wealth and transnational crimes.

The title of an archipelagic country makes Indonesia intersect and directly adjacent to many countries, one of which is Batam City, located in the Riau Islands Province. Batam City is directly adjacent to neighbouring countries such as Singapore and Malaysia. The land area of Batam City is 1,038.84 km², and its water area is 2,791.09 km² (Rahyudin, 2018). Batam has a strategic position geographically because it is located in international shipping lanes and is about 28 (twentyeight) nautical miles away from Malaysia.

Figure 1. Map of the distance between Batam and Malaysia



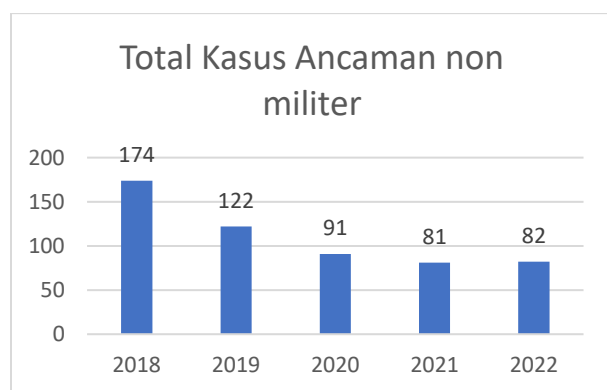
Source: South East Asia Pilot (2021)

Then, it puts Batam's into a gateway in the western region of Indonesia. However, the potential of Batam's strategic position carries the consequence of several challenges in the

maritime defense and security field, namely nonmilitary threats. Some examples of nonmilitary threats on Batam's maritime border with Malaysia include smuggling of goods,

drug smuggling, smuggling of people, and transnational crimes. Therefore, security and management in the Batam sea border area are critical.

Various cases of non military threats in the sea border area of Batam City with Malaysia prove that security in the border area carried out by Indonesia is still not optimal, resulting in various nonmilitary threat violations. This is undoubtedly caused by several factors of the patrol task force at sea, one of which is the strength of the Navy to secure the ocean. This is a suboptimal factor for the Navy in securing border areas due to the inadequate number of TNI defense equipment, defense facilities and infrastructure, so it has a significant effect on the performance of the Navy's strength in facing various forms of threats, one of which is problems in the sea border area. The condition of the leading equipment of the TNI defense system (defense equipment) at this time, which is currently old (25-40 years), will undoubtedly affect the level of readiness of Indonesian Naval operations (BAPPENAS, 2015).



Graph 1. Cases of Non Military Threats on the Batam Sea Border with Malaysia

The less modern the defense equipment technology and the older the age of technology, the more significant the impact on reducing the deterrent effect of the country's defense system. The effectiveness of the country's defense system is greatly influenced by the deterrent effect, of which one of the advantages is

indicated by an adequate number of defense equipment and modern defense systems. The lack of deterrence of the Indonesian Navy is reflected in the limited number and quality of ships (KRI), patrol aircraft, and marine combat vehicles, as well as the lack of preparation and relatively long service life. In addition, the slow modernization of TNI defense equipment compared to other countries, such as Malaysia and Singapore, contributes to the decline (BAPPENAS, 2015).

Security in suboptimal sea border areas is a particular job that must be completed immediately by the Indonesian government. Therefore, a defense policy is needed regarding the improvement of defense and concrete measures, especially in border areas and the fulfilment of TNI defense equipment according to the Minimum Essential Force (MEF) concept. However, the Defense policy created by the state, in this case referring to the MEF defense policy, is closely related to the global environment. It can change dynamically in response to changes in the strategic environment, with various projections of new threats. The dynamic growth of the strategic environment demands Indonesia's active participation in fostering global and regional peace, including maintaining security stability at provincial borders.

This condition poses challenges for Indonesia's future development, such as how the defense posture faces regional and international security constellations related to various dynamics of power shifts, anticipating incidents of territorial conflicts about sovereignty and the seizure of resources; cooperation in handling transnational crime; cybersecurity/information/counterintelligence management, and natural disaster management. Formulation of a country's defense policy in response to various international phenomena directly or indirectly related to the country's defense and security. On the other hand, the balance of power is influenced by a country's

defence policy. Policy deals with the protection of a country in the international system.

Nonmilitary threats in the border area urge the Government of Indonesia to take external defense and security threats more seriously. As stated in the Defense White Paper (2015), the Ministry of Defense established the Minimum Essential Forces (MEF) policy which is one of Indonesia's central strategic policies in improving the capabilities of the traditional defense and security sector led by the Indonesian National Army (Pertahanan, 2015). MEF aims to realize the superior strength of the TNI that can anticipate the threats faced by Indonesia. Several limitations, such as limited defense budgets, the quality of human resources, to technological capabilities, are also considered in the formulation and implementation of the MEF.

The MEF Defense Policy is built with an array that includes, first, a priority scale for dealing with actual threats rather than potential threats (threat-based design); second, capability-based defense; third, the state budget adjusted to the country's economy; and fourth, the realization of the inflating factor as part of building trust with friendly countries (Pertahanan, 2015). The implementation creating the MEF defense policy is carried out with four strategies: revitalization, rematerialization, relocation, and procurement, as well as elimination strategies. In implementing these four strategies, consistency, commitment, and continuity of the MEF defense policy implementation system is needed. In addition, MEF's defense policy in its implementation covers the field of organization and Human Resources (HR) and is also based on defense equipment policy.

The main hope of implementing the MEF defense policy is for Indonesia to have a reliable defense force and not rely on foreign assistance. Therefore, the types and products of defense equipment needed, the defense equipment budget, and the duration of defense equipment procurement are the main focuses of

defense equipment development in MEF. In addition, the MEF is also a national defense strategy initiative that includes broadly enhancing military capabilities. MEF not only focuses on developing defense equipment but also seeks to improve the quality of TNI personnel. The welfare and safety of all TNI personnel are crucial to achieving the MEF force target (Wibowo, 2018). The implementation of the MEF is divided into three Strategic Plans: Strategic Plan 1: 2010-2014, Strategic Plan 2: 2015-2019, and Strategic Plan 3: 2020-2024 (Pertahanan, 2015).

THEORETICAL STUDIES

Defense Sciences

According to Makmur Supriyatno (2014), Defence Science studies how to manage national resources and strength in peace, war, and post-war times to respond to efforts to protect national security in a military and non military context. Military threats to territorial, national, and international integrity. Safety of all countries (Supriyatno, 2014). In political science, defense is a concept that cannot be separated from life (Tippe, 2016). Defense is the basic need of all living things. He needs to build a strong defense if he doesn't want to be overpowered by the opponent. Defense is the art of survival, whether for capable or those who want a sense of security and peace.

So, in essence, state defense is a joint force (civil and military) organized by a state to guarantee the integrity of the territory, protect its people, and protect its interests from threats posed by the state, actors, and other non-state actors. This theory is used in analyzing the importance of a defense for the integrity and sovereignty of a country.

Naval Forces

According to Rudy Sutanto in his book *Naval and Maritime Strategy*, the Navy is a branch of a country's armed forces whose primary

mission is to carry out military operations in and from the sea (Sutanto, 2022). In certain countries, the Navy is combined with the army or armed forces. Some institutions, such as the US Coast Guard, are not fleets that can conduct substantial maritime operations (USCG).

The Navy is a fast and adaptable response force (Sutanto, 2022). It would be easier to alert troops in case of a budget crisis when a complex deal takes effect. Still, others can engage in peacetime missions (such as maritime security or humanitarian operations). Due to its flexibility and versatility, the Navy can meet these needs. The difference between flexibility and versatility is that flexibility refers to how a fleet can be deployed.

In contrast, versatility refers to various tasks that can be performed simultaneously or in the same order of ships. Both are critical assets for fleets in any region experiencing significant budget cuts. This theory is used in analyzing the importance of the existence of the Navy in maintaining the sovereignty of Indonesian waters, especially in border waters.

Naval Power

Naval power plays a crucial role in the life of the maritime country. Its influence was quite significant in peacetime as well as in wartime. Naval power is one of the critical factors in deterring a strong opponent from fighting (Vego, 2008). In wartime, naval power was a prerequisite for the successful conduct of operations on land. And the outcome of a war is irreversible on the ground. Naval power also plays a vital role across the spectrum of war operations. The range of threats in the maritime domain is extensive. Conventional hazards in peacetime include riparian state claims concerning the boundaries of economic exclusion zones (EEZs) and activities there, the extent of territorial waters and the right of peaceful passage, and illegal fishing. The Navy can be employed in routine peacetime operations other than war, low-intensity

conflict, and high-intensity conventional warfare. The Navy will predominantly carry out various missions and "pre-war operations". However, no matter how intense the Navy is, it still cannot carry out all tasks alone but must go hand in hand with other elements of naval power, such as the coast guard.

Naval power will continue to play a vital role in protecting and preserving a country's interests at sea. This is especially true for countries such as the United States, United Kingdom, Japan, the People's Republic of China, and other countries, including Indonesia, whose prosperity and economic well-being depend on the free and uninterrupted use of the sea. Naval power is a powerful tool to support foreign policy, military strategy, and peace operations. Along with other countries' military and nonmilitary sources of power, naval power has a massive role in preventing the outbreak of large-scale hostilities. Moreover, in the case of regional or global conflicts, forces on land cannot ultimately succeed without the safe use of the seas. Acquiring, maintaining, and exercising control over the oceans is an unattainable goal without a solid and effective naval force (Vego, 2008). This theory is used in analyzing naval forces that have an essence in maintaining security in water areas, especially in border waters.

Policy

Policies have connotations that cover a wide range of perspectives and objectives. As defined by Karl Friedrich is a collection of actions or activities offered by people, groups, or governments in a particular environment with obstacles and opportunities, as well as recommended policies to help achieve the intended objectives (as quoted in Prakoso, 2021). According to the Marbun political dictionary, the approach is a concept and principle that is the basis of a plan in the implementation of a job, leadership in a

government/organization, and a statement of goals, objectives, or goals as a guideline (Marbun, 2007).

Generally, policies are used to demonstrate a person's behavior, such as a particular official, organization, or institution, to address a problem. Noeng (2003) defines policy as an effort to solve social problems for society's benefit, such as justice and general welfare. There are at least four essential things that must be met in the policy: improving people's living standards; justice: social justice, and the opportunity to embody and create individuals; providing opportunities for community participation (in discussing issues, planning, decisions, and implementation); and ensuring sustainable development.

Based on the description above, it is clear that policy is a general guideline and boundaries that are the chosen direction and the rules adopted by policy actors and implementers because they are significant in organizing and making decisions on the plans drawn up. This policy becomes a problem-solving mechanism for actions that occur.

Policy Implementation

Policy implementation is an activity that occurs after issuing a policy directive and includes efforts to manage inputs to achieve outputs or results for the community. The policy implementation stage can be separated from the policy formulation stage. On the one hand, policymaking is a bottom-up process in which the policy begins with the delivery of community ambitions, requests, or support. On the other hand, approach implementation follows top-down logic in that different abstract or macro policies become natural or micro-actions (Tachjan, 2006). According to Grindle, implementation is a broad set of administrative tasks that can be performed at different levels of a particular program (as cited in Tachjan, 2006). In his dissertation study on the Government Agency Performance

Accountability System, Lukman Yudho Prakoso (2016) states that policy implementation can be completed if it meets the characteristics of Integrative, Interactive, Transparency, Control, and Accountability (IITCA) (Prakoso, 2021).

The first factor, namely integrative, is related to the need for integration between interested government agencies that have a role in national defense development. The second factor, namely interactive, is a determining factor in the effectiveness of policy implementation. The third factor, transparency, is related to the openness of content and policy objectives for the community.

The fourth factor, namely controlling, is a factor that determines the suitability between implementation and policy plans. The last factor, namely accountability, is a factor that is the primary shaper of public trust in policies and authorized institutions in formulating and implementing these policies.

Figure 2. IITCA Theory Development



Source: Prakoso (2016)

In this study, researchers used a policy implementation model from Lukman Yudho Prakoso: Integrative, Interactive, Transparency, and Control (IITCA). The researcher refers to the Lukman Yudho Prakoso policy implementation model because it relates

directly to the research topic and can be assessed based on findings. Examination of these aspects will generate input for the policy implementation process.

Threat

The threat is defined in Law Number 17 of 2011 as any business, work, activity, or action, both at home and abroad, that is assessed and proven to endanger the safety of the nation, security, sovereignty, and territorial integrity of the Unitary State of the Republic of Indonesia, and national interests in various aspects, including ideology, politics, economy, socio-culture, as well as defense and security.

In the Defense White Paper (2008), a threat is an attempt or action, both inside and outside the state. It is considered detrimental to or endangering the state, the integrity of the country's territory, or the nation's safety. Threats are categorized into two types based on their nature: military threats and nonmilitary threats.

A military threat is a threat that involves armed and organized force and is considered to endanger the loss of the state, territorial integrity, and national safety. Aggression, territorial disturbances, armed insurrections, sabotage, espionage, armed acts of terror, sea and air security threats, and societal strife can all be used to provide protection. In contrast, non military threats are threats that use nonmilitary elements that can endanger the integrity and sovereignty of the state. Nonmilitary threats include ideological, political, economic, socio-cultural, technical and informational aspects and public safety implications.

Lemhanas (2013) defines threats as divided into two: Military threats and Non military threats. What is meant by military danger is when the enemy carries out technical and tactical strategies militaristically. Meanwhile, what is meant by Non military threats, such as

the core Lemhanas, included in the Eight Gatra. Several factors dominate Indonesia's national resilience, such as the Strategic Environment, where geopolitical dynamics always occur globally, regionally and nationally. The development of cyberspace one of the impacts of the development of Communication and Communication Technology is the Industrial Revolution 4.0. Threat theory analyses nonmilitary threats on Batam's sea border with Malaysia, including illegal migrants, smuggling of people and goods, illegal fishing, and human trafficking.

Optimization

According to the Big Indonesian Dictionary, optimization is a process, technique, and action to optimize (making the best, the highest, and so on). In contrast, according to the Oxford Dictionary (as quoted in Rahayu, 2021), "optimization is the process of finding the best solution to a particular problem when the "best" is decided by specified criteria." So, optimization is the process, technique and action (activity) of determining the optimal solution of a problem based on specific criteria.

Optimization is crucial in identifying the optimal option among the available alternatives. Optimization is achieved by maximizing the function of the goal without constraints. Optimization can improve a system by increasing profitability, time availability, etc.

According to various experts, as explained by Winardi (as quoted in Marwasta, 2016), optimization is a measure that causes goals to be achieved. Still, from a business point of view, optimization is maximizing operations to get the desired profit. Alternative optimization can be described as a procedure for generating conditions that offer the highest or minimum value of a function, according to Singiresu S Rao, John Wiley and Sons (2009). The explanation above shows that optimization can only be achieved if it is carried out successfully

and efficiently. To be optimal, the goal is to achieve effective and efficient results. This theory analyses efforts to optimize the results of implementing MEF defense policies.

RESEARCH METHODS

This study uses a descriptive qualitative method, which provides an overview of existing data and facts. This method was also chosen to gain a more in-depth understanding and research results (Wahyuni, 2012). Case studies were conducted using two data collection techniques, namely in-depth interviews, to obtain primary data from the actors who were the focus of the research. Literature studies were undertaken to obtain secondary data to strengthen the preliminary data.

The subjects in this study included Bakamla, Ministry of Defence, Lantamal IV, and Lecturers in the Marine Defense Strategy Study Program at Defense University. Meanwhile, the object to be examined in this study is MEF's defense policy. Checking the validity of the data is done by triangulation of sources. In contrast, data analysis techniques are carried out by data collection, display, condensation and conclusions: drawing and verifying (Huberman, 2004).

This research aims to analyze the implementation of MEF policy in dealing with non military threats in the Batam sea border area with Malaysia and the optimization of MEF policy in dealing with non military threats in the Batam sea border area with Malaysia.

RESULTS AND DISCUSSION

The research results are divided into two sub-chapters based on research questions: implementation of MEF defense policies and optimization of MEF defense policies in dealing with nonmilitary threats in the maritime border area of Batam and Malaysia.

Implementation of MEF's Defense Policy in Handling Nonmilitary Threats in the maritime border area between Batam and Malaysia

As an archipelagic country, defense is the most crucial aspect, especially maritime defense. If the state cannot develop a strong and reliable defense against all internal and external threats, the country will not survive (Indrawan, 2015). Buzan explained that a threat is defined as any attempt that could endanger the integrity of the state, including efforts to change the character of the state, which are still prospective or actual operations (Buzan, 2007). Threats are becoming more dynamic due to the world's volatile strategic environment; these dynamics significantly impact patterns and forms of increasingly complex and multidimensional threats.

One way to strengthen national defense is to issue a Minimum Essential Force (MEF) policy. This MEF policy was born as a response to changes at the regional level, developments in threats and an increasingly dynamic strategic environment. As for the beginning, the government initiated the MEF policy in 2007 and began to be implemented in 2010. The national defense posture development policy was prepared as a strategic plan divided into three stages over fifteen years. Departing from Law Number 17 of 2007 concerning the National Long-Term Development Plan (RPJPN), the defense posture development policy was implemented in the form of a Minimum Essential Force (MEF) and started from 2010 to 2024.

Phase I MEF was compiled in the 2010-2014 strategic plan, phase II MEF was collected in the 2015-2019 strategic plan, and phase III MEF was compiled in the 2020-2024 strategic plan. MEF covers several aspects, including aspects of defense equipment modernization, aspects of maintenance and maintenance, aspects of organization and infrastructure, aspects of professionalism, aspects of welfare and aspects of the defense industry. The term

MEF is used considering the security conditions prone to threats while the defense budget is limited. In this study, researchers focused on modernizing the marine dimension defense equipment.

As a priority aspect in the MEF, the agenda for the modernization of defense equipment refers to the achievement targets in each Strategic Plan to meet the minimum strength. Based on the TNI's Minimum Essential Force document, which is an attachment to the Regulation of the Minister of Defense of the Republic of Indonesia Number 39 of 2015 concerning the Development of the MEF, the MEF is divided into three periods, namely the Strategic Plan I (2009-2014), Strategic Plan II (2015-2019), and Strategic Plan III (2020-2024). In constructing the MEF TNI Phase I, the average defense equipment fulfilment reached 57.24 percent of the total MEF development target. Meanwhile, the completion of the Indonesian Navy's leading defense equipment has gained 60.71% of the actual target for the development of the Indonesian Navy's MEF.

The 2019 MEF Alignment Policy Document stated that initially, fulfilling the development of MEF Phase I was limited to the fulfilment of the Armaments System, which included maintenance and maintenance support. In its development, aspects of fulfilling MEF Phase II development have been developed into 3 (three) main factors and supporting aspects. The main elements of the TNI MEF include the modernization of defense equipment, maintenance and maintenance, infrastructure, and organization. At the same time, the supporting features of the MEF TNI include the defense industry, soldier professionalism, and personnel welfare.

In MEF II, the achievement of the physical aspect of the defense equipment again did not meet the predetermined target of 75.54%. The accomplishment of MEF II in 2015-2019 was 62.58%, meaning that there was a setback

compared to the first stage because the achievement of the modernization of the primary weaponry system was only 7.78% in five years. Based on the 2015-2019 MEF II budget for the fulfilment of three main aspects, namely defense equipment, maintenance and maintenance, and facilities and infrastructure of IDR 383.16 trillion. The budget indication for defence equipment is Rp. 292,954.82 billion. The realization of the three main aspects of the budget amounted to IDR 181,195.37 billion, including the funding for defense equipment of IDR 128,304.26 billion. The budget realization target in MEF II reached 47.29% based on the predetermined budget line (indication). The budget allocation for defense equipment reaches approximately 75% of the total realized budget, but the target achievement for the physical aspect of defense equipment is the opposite. However, the total achievement figure for MEF at the end of 2019, which is also part of MEF TNI Phase II (2015-2019) of 63.19%, is still below the target planned in the projected achievement of MEF Phase II in terms of physical aspects the defense equipment sector which is set at 75.54%.

Entering MEF phase III, many defense equipments have been modernized in quantity and quality. Not only the quality of weapons has improved, but also relations with producing countries from a political standpoint. This modernization program is directed at increasing the readiness and operational capabilities of the Indonesian Navy. To achieve the goal of ensuring the security and safety of shipping in Indonesian territory, the strength of the Indonesian Navy will be developed by adding offshore patrol vessels (Offshore Patrol Vessel/OPV), patrol boats (Patrol Craft) measuring 40 and 60 meters, and small patrol boats measuring 28 meters. These ships will be deployed at TNI AL bases throughout Indonesia to increase the scope of the operational area, have a deterrent effect on potential perpetrators of illegal activities in Indonesian waters, and ensure the continuity of

implementation and the operating cycle of ships carrying out the patrol.

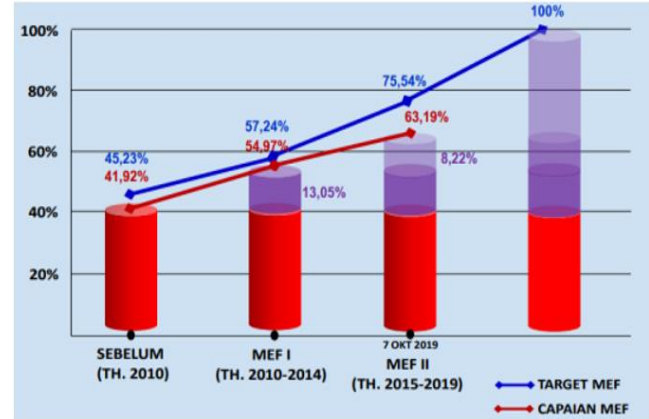
In enhancing the ability to protect territorial sovereignty and national resources, the Indonesian Navy is also carrying out modernization of its strike force by increasing the number and quality of elements of large strike ships such as frigates and destroyers and submarines as logistical support ships. In addition, the ability to observe the sea will be enhanced by adding elements of air patrols. The need for these large tonnage vessels is to ensure the power of the Indonesian Navy to be deployed to operate in open waters such as the Indonesian Exclusive Economic Zone (ZEEI) for a long time. So, it can maintain a presence in waters of concern and interest to Indonesia.

The development of the Indonesian Navy's strength is implemented by building defense equipment such as ships and aircraft and by building bases in strategic positions. The Indonesian Navy base has the task of carrying out the function of supplying, repairing and maintaining the Indonesian Navy's primary weapon system personnel. To support operational effectiveness, Indonesian Navy bases will continue to be developed so that they have adequate facilities and capabilities, especially in the form of a pier with a minimum size of 150 meters, ship maintenance and repair facilities, hospitals, housing, and logistical support capabilities.

Besides that, the base is also used to empower the maritime defense area as an application of the concept of universal defense, which uses all national resources and infrastructure for defense purposes. In times of peace, federal resources are fostered and prepared to be used as reserve and supporting components to increase the country's defense capacity. In its practical application, it is carried out to empower the maritime defense area by preparing various components of national naval power, such as the maritime community, maritime industry and services, and federal

facilities and infrastructure to be used for defense purposes.

Figure 3. Achievement of Physical Aspects of MEF Defense Equipment 2010 - 2024



Source: (Kuathan, 2019)

Based on the results of research and data processing that researchers have analyzed, fulfilling the MEF policy from the aspect of the Indonesian Navy's primary weapon system is urgent for national defense. Preparing defense forces is a necessity for a nation that wants peace. Solid protection will provide a strong deterrence effect in delivering deterrence effect.

In providing a deterrence effect, the Indonesian Navy, as the main component, has a considerable existence in maintaining defense in Indonesian waters. The Navy is a response force that is fast and adaptable, following the Naval Forces theory put forward by Rudi Sutanto (Sutanto, 2022). The Indonesian Navy must have appropriate strengths and capabilities in responding to challenges in the existing strategic environment. Therefore, the Indonesian Navy needs to build its strength and abilities on par with the navies of other developed countries (Vego, 2008).

The policy direction for strengthening the Indonesian Armed Forces is based on consideration of the basic idea of capability-based defense by looking at potential threats

and trends in changes in the strategic environment where the aspect of defense strength is achieved Minimum Essential Force (MEF). Its implementation is directed at the level of capability in the form of modernization to increase the number of defense equipment owned, aspects of defense and the degree of strength that can guarantee strategic interests that have been partially implemented.

As an archipelagic country, Indonesia is bordered by many countries, including Malaysia, which connects one of the islands, namely Batam, which makes Batam in the international shipping lanes. However, this existence brings potential nonmilitary threats such as smuggling goods & drugs, illegal fishing, and illegal migrants to human trafficking. Non military threats are defined as threats that use nonmilitary elements that can endanger the integrity and sovereignty of the state (Lemhannas, 2013). With these various kinds of threats, Indonesia needs a capable defense system, so Indonesia needs to modernize its defense equipment. Researchers hope that with the implementation of MEF's defense policy, Indonesia will have a reliable defense force that does not depend on foreign aid. Therefore, the type and product of the primary weaponry system needed, the budget for the defense equipment, and the duration of the procurement of the primary weaponry system are the main focus of developing the primary weaponry system in the MEF.

Based on data that researchers have processed, policy implementation can work if it fulfils IITCA aspects (Prakoso, 2021): integration and interaction between stakeholders, transparency in performance, control in terms of achieving goals, and accountability in enactment (accountable).

Based on the theory above, many stakeholders are involved in the implementation of the MEF policy, namely the leading organization consisting of the Minister of Defense, the

Secretary General of the Ministry of Defense, the Commander of the Indonesian Armed Forces, and the three Chiefs of Staff of the Armed Forces. The central organization's task is to determine the policy for the TNI defense equipment procurement program and the two major government organizations, the Ministry of Finance and the Indonesian Parliament. Several teams are formed within it to ensure that the purchase of defense equipment effectively reaches the hands of the TNI as the user. Institutions from within and outside the country will later collaborate. There are Strategic Industry SOEs and Defense Industry SOEs in the country, such as PT. PAL.

The number of parties overseeing the procurement of defense equipment makes the possibility of misuse of funds minimal. Oversight parties include the Inspector General of the Ministry of Defence, the Inspector General of the TNI, the Director General of Defense Strategy, and the Director General of Defense Planning. With so many related stakeholders, effective coordination and communication are needed to ensure security on the maritime border between Batam and Malaysia can be well coordinated and synergized. In this case, the relevant stakeholders are MEF policy implementers in Batam, such as West Zone Bakamla, Lantamal IV, and civilian coast guards in Batam waters.

From the data that has been analyzed, until now, there has been no joint patrol conducted between the coast guards in Batam in guarding Batam waters. To produce a strong defense, it is necessary to involve all existing components and synergy in making policies and communicating with one another. MEF policy implementation to achieve mission objectives effectively and efficiently requires careful preparation. The preparations include preparation regarding the ship's technical condition, the determination and provision of personnel who will become crew members, and, most importantly, the budget preparation.

After the trials are completed and deemed appropriate or adequate, all the planned stages are implemented. Implementation is carried out with a systematic evaluation system/strategic plan to achieve the target of effectiveness and efficiency of MEF policy implementation.

Optimization of MEF's Defense Policy in Handling Nonmilitary Threats in the maritime border area between Batam and Malaysia

Optimization is an activation process to improve and optimize a job to make it more/entirely perfect, functional, or more effective and to find the best solution to several problems to achieve the best attainable goals according to specific criteria. An effort is needed to optimize this policy to achieve the target of implementing the MEF policy from defense equipment development.

The existence of the MEF policy in the development of defense equipment dramatically influences the current condition of the Indonesian Navy's central weaponry systems compared to 10 years ago. With the MEF policy, many ships have been produced by Indonesian shipyards. The vessels delivered are also quite diverse, such as KAL and Patlkamla, which are currently at the Batam Lantamal IV patrol unit base. It proves that the MEF policy has progressed in defense equipment even though the intended target has not been achieved. However, if examined from the number of needs, it is still very lacking and cannot protect all Indonesian waters.

Based on the researchers' findings, implementing the MEF policy in developing the Indonesian Navy's primary defense equipment has not been optimal. It can be seen from MEF's achievements which are still far from the target. Several factors make the MEF policy not implemented optimally, such as budget factors, political dynamics, dynamics of the strategic environment, changes in program targets, physical aspects that prioritize defense

equipment, and the production process of defense equipment.

The researcher also found that the unfulfilled MEF policy significantly affected the condition of the defense equipment used by the Indonesian Navy to maintain sovereignty in the waters. It can be seen from the state of the patrol boats used in Batam waters. As an archipelagic city with a strategic position adjacent to Malaysia, Batam has narrow and small lanes so that, in this case, frigates or destroyers are not needed. Please use a speedboat or what is known as High-Speed Craft (HSC).

The data from the western zone of Bakamla shows that they already have 2 (two) HSC units at the Batam Bakamla base. But for Lantamal IV, so far, it doesn't have one. It should become a concern because the fulfilment of defense equipment needs must follow the region's and national needs' characteristics.

As a city adjacent to Malaysia, Batam waters require extra security in protecting sovereignty from frequent threats such as smuggling, illegal fishing, human trafficking, etc. It can be done by alerting ships such as KRI and KAL, which provide a deterrence effect on the enemy so that the intention to commit violations decreases. All relevant stakeholders, especially Bakamla and the IV Lantamal Patrol Unit, need to be concerned about working together to maintain sovereignty in the Batam sea border area. In addition, there is a need for an assessment involving experts and experts where strategic points require a deterrence effect.

Another thing that can be done in optimizing MEF policies is to prepare MEF policy texts according to the understanding of the perceptions of various stakeholders. Especially in the defense budget management policy, which runs dynamically to adapt to every development of needs. So, it is necessary to have the same perception between the Ministry of Finance and Bappenas. The Ministry of

Finance must be able to conduct studies that adapt to these defense needs.

In addition, strong cooperation between elements on land and at sea is also needed to optimize the MEF policy. Each relevant stakeholder, recipient and implementer of the MEF policy must synergize and coordinate. Elements on land are the role of intelligence from the TNI, civilians and related institutions/institutions to collaborate rather than to determine potential threats. The intelligence function is needed for surveillance, especially in maritime border areas. The last but most important is the evaluation of the strategic plan at the beginning of the year before the strategic plan's validity period ends so that the draft document can be used as a reference and adjusted in other matters in the context of national defense.

CONCLUSION

The MEF policy does not match the reality on the ground. It has not been realized according to the target of fulfilling MEF phase II, which targets 70 percent of the ideal posture of the Navy's primary weapon system. It proves that the desired target has not been achieved, and it may not be able to achieve this target given the changes in the dynamics of the strategic environment and political dynamics.

Based on these conditions, it can be concluded that the current state of the Indonesian Navy's central weaponry system is not optimal for maintaining sovereignty in the maritime border area of Batam and Malaysia. For this reason, an effort is needed to optimize the MEF policy from the aspect of the Indonesian Navy's central weaponry system, namely first, by planning five strategic plans into one strategic plan so that later development will be sustainable. Second, synergy is needed between stakeholders related to the formulators, recipients and implementers of the MEF policy.

Lastly, it requires periodic evaluation of the implemented strategic plan and initial formulation and planning so that the draft document can be used as a reference and adjusted in the program, which will later obtain certainty about the amount of defense equipment needed and the required budget.

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