

Policy Analysis for Building Resilience in the Maritime Area Through Bhakti Operations in Coastal Communities

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Abstract

Coastal areas have large potential economic resources and are full of problems that disturb and threaten the country's defense and security. So it is important to empower coastal communities as objects of non-military operations using various approaches. For this reason, this research aims to analyze policies for developing maritime area resilience (Bintahwilmar) through community service operations in coastal communities. This qualitative research with a descriptive analysis approach takes policy objects in the Pangkalan Utama V Surabaya area, and collects data through documents and interviews. Analysis was carried out using a data interpretation approach. The results of the policy analysis can explain that coastal area development requires a holistic and collaborative approach involving the government, Indonesian Navy, local communities and various related parties. Community welfare is an important aspect in developing coastal areas, including through renovation programs and building livable houses. Cooperation between the government and the Indonesian Navy is based on the principles of democracy, human rights, transparency, accountability, community participation and environmental sustainability between the East Java Provincial Government and the Indonesian Navy. An important finding from this research is that the principles and elements underlying Ansell Collaborative Governance demonstrate the relevance and applicability of policy analysis models in the context of coastal development.

Keywords: Policy Analysis, Regional Development, Coastal Communities

Introduction

In the state defense system, state sovereignty and Indonesia's territorial integrity are protected by a strong state defense system involving all components of the nation, and to realize this defense system the Regional Command (Satkowil) plays a role as a forum for implementing defense area empowerment, so that it can realize regional resilience which is strong through the implementation of TNI Service activities (Sahabuddin & Ramdani, 2020). This can explain that the TNI, like the TNI AL, has the responsibility to develop regional potential for defense purposes at sea through empowering the defense areas of coastal communities (Indrawan, 2015);(Hidayat, Alifah, Rodiansjah, & Asikin, 2024).

As an effort to develop regional potential, the Indonesian Navy needs to optimize TNI service activities in the regions by coordinating and collaborating with various government agencies and the private sector. Several studies have examined the policy implementation of Law no. 3 of 2002 concerning national defense, No. 34 of 2004

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concerning the TNI as stated by Islamy, Jamal, and Alaydrus (2019); Silalahi (2021); Sinaga (2018); and Wijaya, Sundari, and Barnas (2018) proposed several educational and community development programs, and strengthening the economic sector as a domain for military operations other than war.

Madjid Research (2018); Yuliarta and Rahmat (2021); Rudiawan, (2021); and Taufanto (2023) who explains the context of national defense in the form of integration of all elements of society, and the involvement of the TNI in education, economic and development activities. Then research reported by Sahid, Condrowibowo, and Putra (2022); Fatimah, Prakoso, and Sudiarso (2021); Asmara, Octavian, and Hidayat (2020); and Hangarini, et.,al (2022), look at various approaches to national defense strategy, especially the maritime sector with approaches to physical development, economics and public awareness.

This research is deemed important to carry out, taking into account the existence of the TNI Bhakti policy which so far still uses the type of cooperation with other parties and the type of self-sufficiency between each force and between forces. The implementation of TNI Bhakti is classified into two forms, namely based on the division of responsibilities regarding matters of funds, personnel and facilities ranging from local to national scale.

TNI Bhakti activities are carried out through devotional operations and devotional works, Bhakti operational activities are limited by space, time and funds based on operational orders (Indrawan, 2018), while Bhakti works are activities carried out based on the initiative of the unit commanders concerned according to the capabilities of the existing units (Mahardika, 2015). To be able to provide academic evidence regarding the implementation of Bhakti TNI which has been ongoing but has not yet fully realized Binter's targets, in this study we will look at existing data and facts to be used as a first step in analyzing the problems that influence the realization of Binter's targets.

According to Turi (2022) and Zulkifli (2022), military operations other than war in the form of devotional service are carried out in every regional command unit (Satkowil) and territorial development (Binter). Rudiawan, et.,al (2021) stated that Satkowil held Binter in order to help the government empower regional potential to become a national defense force.

The importance of policy implementation analysis is examined through this research to provide an overview and analyze the activities and impacts (outcomes) of Maritime Regional Resilience Development (Bintahwilmar) through community service operations as an effort to improve community welfare which has an impact on national defense. Building national defense capabilities consists of building military and non-military defense capabilities, defending the country, collaborating with civil government, elements of society and the private sector. This development still requires an effective model that can integrate all supporting potentials for national defense, especially maritime defense dimensions.

Method Research

Epistemologically, this research considers strategic benefits, namely regarding how to manage existing power or forces so that goals can be achieved. In terms of axiology, the governance of Operation Bhakti as a form of TNI participation as a means of national defense in the context of regional development in the physical, material and mental and spiritual fields is carried out on the orders of the TNI Commander by utilizing

manpower, power, funds and facilities in the context of Bhakti TNI AL as one of the territorial development (Binter) as the object of study for this research.

In the research, the Analytical Descriptive Study approach was used by describing and analyzing, using both methods simultaneously, so it is hoped that the object can be given maximum meaning. according to (Sugiyono, 2009; Bungin, 2017) is a method that functions to describe or provide an overview of the object under study through data or samples that have been collected as they are without carrying out analysis and making conclusions that apply to the general public.

This research reveals the attitudes, contradictions, relationships and views that occur in the administration and governance of the Indonesian Navy's service policy. This type of qualitative descriptive research will describe the conditions of management of Bakti TNI AL activities in the working area of the TNI AL Main Base (Lantamal) V Surabaya, without treating or manipulating the various aspects studied, so that the research takes the object of Bakti operations which explains TNI participation as a tool.

National defense in the context of regional development in the physical, material and mental and spiritual fields, is carried out on the orders of the TNI Commander by utilizing manpower, power and facilities in the context of TNI Service which can be analyzed for the level of effectiveness and usefulness. Research data was collected through activity documents and activity report documents during the 2020-2022 period, as well as interviews with commanders as task implementers.

Results and Discussion

Regarding the concepts related to the policy of fostering maritime regional resilience (Bintahwilmar) through community service operations in coastal communities, there are two principle approaches that are the basis for implementation, namely Maritime Regional Resilience (Bintahwilmar). This policy includes efforts to secure and strengthen a country's maritime territory. This includes protecting natural resources, preventing conflict, as well as ensuring the security and welfare of communities living in coastal areas as stipulated in Republic Law Number 34 of 2004 dated 16 October 2004 concerning TNI article 9 letter e concerning Empowerment of Maritime Defense Areas.

Kasal Decree Number Kep/2639/VII/2018 dated 23 July 2018 concerning Dawilhanla Doctrine; and Memorandum of Understanding between the Ministry of Home Affairs of the Republic of Indonesia and the Indonesian National Army Number 193/7377/SJ and Number Kerma/33/IX/2018 dated 24 September 2018 concerning Optimization of Resources within the Ministry of Home Affairs of the Republic of Indonesia and the Indonesian National Army. Then the second principle is Operation Bhakti.

Bhakti operations can refer to the efforts of a government or non-governmental organization to provide assistance or services to the community. In this context, devotional operations can be directed at building the welfare of coastal communities, increasing access to education, health and infrastructure, as well as providing training related to increasing community capacity (Parasasti, 2021). This implementation

principle refers to the policy stipulated in the Decree of the Governor of East Java Number 188/376/KPTS/0113/2022 dated 02 July 2022 concerning Receipt of Grants in the form of Money Evaluated by the East Java Provincial Maritime Affairs and Fisheries Service phase IV for Fiscal Year 2022; Kasal Telegram Letter Number ST/343/2020 dated 27 February 2020 concerning the 2020 Gunkuthan Program Index; and Lantamal V Surabaya FY 2022 Work Program and Budget in the Maritime Potential Sector.

Activities to develop maritime regional resilience in coastal areas involving the Indonesian Navy (TNI AL) and the Provincial Government can be carried out for several strategic reasons. Several factors that are taken into consideration in the implementation of this development policy are National Security and Defense factors. Coastal and maritime waters are often important routes for a country's security and defense. The research report presented by Yuliarta and Rahmat (2021) explains that strengthening resilience in this region can help protect the country from potential threats both from within the country and abroad.

Natural Resource Management Factor, which can be explained that coastal areas and waters are often places where natural resources are abundant, such as fish and other marine products. Taufanto (2023), also explains that fostering maritime regional resilience can include efforts to manage these resources sustainably, prevent overfishing, and protect the marine environment. Then there is the Economic Empowerment factor of Coastal Communities. For the Indonesian Navy in particular, involving the government to develop maritime regional resilience can involve economic and development programs to improve the welfare of coastal communities.

This could include training, infrastructure development, and support for local economic sectors, such as fishing and tourism. Involving the Provincial Government shows that there is cooperation between the central and regional governments in efforts to build maritime regional resilience. This can ensure that coaching policies and programs are in line with local needs and conditions. Apart from this, territorial development activities (Binter) have the function of monitoring and controlling borders, in that the coast is often an important entry and exit point, both for economic activities and potential security threats (Agastia, 2021).

The Indonesian Navy can play a role in monitoring and controlling maritime borders to prevent illegal activities, including illegal trade and terrorist activities. Then there is the function of maritime law enforcement, which is the task of the Indonesian Navy to increase its role in enforcing maritime law (Ardi, Siahaan, & Jandhana, 2022), including taking action against violations of the law in the waters of the state's jurisdiction (Bove, Rivera, & Ruffa, 2020), such as illegal fishing and drug trafficking (Sinaga, 2018).

From the data collected through documents and interviews, it can be seen that there are several reasons that encourage the Indonesian Navy to carry out development of coastal communities through renovation programs and building livable houses, the first is the issue of community welfare. Building livable houses in coastal areas can directly improve people's welfare. Livable homes provide a safe and comfortable place to live for residents, creating a healthier and more productive environment.

Another reason is local economic empowerment, renovation programs and building livable houses, the Indonesian Navy can contribute to local economic empowerment. This involves the involvement of local communities in the development process, including the involvement of local workers and the use of local resources to support projects and consideration of social resilience, that assistance with renovation and construction of livable houses creates a stable environment and supports positive social development.

Apart from that, this policy has the impact of strengthening the relationship between the Indonesian Navy and the community. This program can help strengthen relations between the Indonesian Navy and coastal communities. Through positive activities such as building houses, the Indonesian Navy can build trust and positive engagement with local communities (Bove, Rivera, & Ruffa, 2020).

Then another implication is controlling irregular migration, such as the arrival of Rohingya migration in Aceh Province which has the potential for social conflict. Efforts to provide livable houses in coastal areas can help control irregular migration in coastal areas. Communities that have adequate housing tend to be more stable and reduce their interest in moving to cities uncontrollably.

The renovation and construction program for livable houses in coastal areas, carried out by the Indonesian Navy, can be a holistic and sustainable initiative to improve community welfare and manage the region sustainably. Implementation of policies for territorial development of coastal areas through the construction of livable houses requires a comprehensive and integrated approach.

Table 1 Summary of Analysis of Interview Results

Category	Summary of Discussion Statement
Participative and Collaborative	<ol style="list-style-type: none"> 1. Involve local communities in the planning and implementation process of house construction. Understanding local needs, aspirations and conditions can help ensure programs fit the specific context of coastal areas. 2. Develop partnerships between the Indonesian Navy, local governments, non-governmental organizations and the private sector. Multi-stakeholder collaboration can increase available resources and ensure long-term program sustainability.
Analysis of Disaster Risk Considerations in Coastal Areas	<ol style="list-style-type: none"> 1. Applying a disaster risk analysis approach in house construction planning to build structures that are disaster resistant and can protect the community from the threat of natural disasters that may occur in coastal areas. 2. Implement risk-based planning, especially considering that coastal areas are often vulnerable to natural disasters. This can help in mitigating risks and building resilience of coastal areas.
Community Socialization and Education	<ol style="list-style-type: none"> 1. Carrying out outreach and education campaigns to coastal communities regarding the benefits and objectives of the livable house construction program. Ensure community understanding regarding the development process and their role in supporting the success of the program 2. Make efforts to increase public understanding of development programs and their benefits. Education and effective communication can help create greater support and participation from the community.
Use of Innovative Technology	Utilizing innovative technology, such as environmentally friendly architectural designs, renewable energy sources, and building materials that

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Category	Summary of Discussion Statement
Economic Empowerment Program	<p>are resistant to coastal conditions. Technology can also be used to monitor and manage program implementation efficiently.</p> <ol style="list-style-type: none"> 1. Integrating house building programs with local community economic empowerment programs. This could include skills training, local job creation, and support for the development of small and medium enterprises. 2. The active role and participation of the community is very important in the development of coastal areas. Local communities must be involved in decision making and benefit from development programs.
Natural resource management	<p>Ensure that program implementation takes into account sustainable management of natural resources, especially in the case of coastal areas that are vulnerable to environmental damage. This can include protecting marine ecosystems and preventing coastal degradation.</p>
Sustainability and Care	<ol style="list-style-type: none"> 1. Consider sustainability aspects in planning, involving the community in maintaining the house after construction is complete. This may include a care and maintenance program that involves active participation from the homeowner. 2. Establish a regular monitoring and evaluation system to measure program effectiveness, monitor progress, and identify necessary improvements over time. 3. Effective and sustainable collaboration requires long-term commitment, a deep understanding of local needs, and continuous adaptation to evolving dynamics

Source: Results of group discussions (Summarized by Researchers)

From the results of interviews and group discussions as summarized in the table above, it can be understood that it is important to develop a model or strategy that takes into account the differences and uniqueness of each coastal area. Through a holistic and sustainable approach, implementing territorial development policies through the construction of livable houses can have a greater positive impact on society and the environment. This can be stated in the mapping of problems and solutions to various obstacles in territorial development as follows.

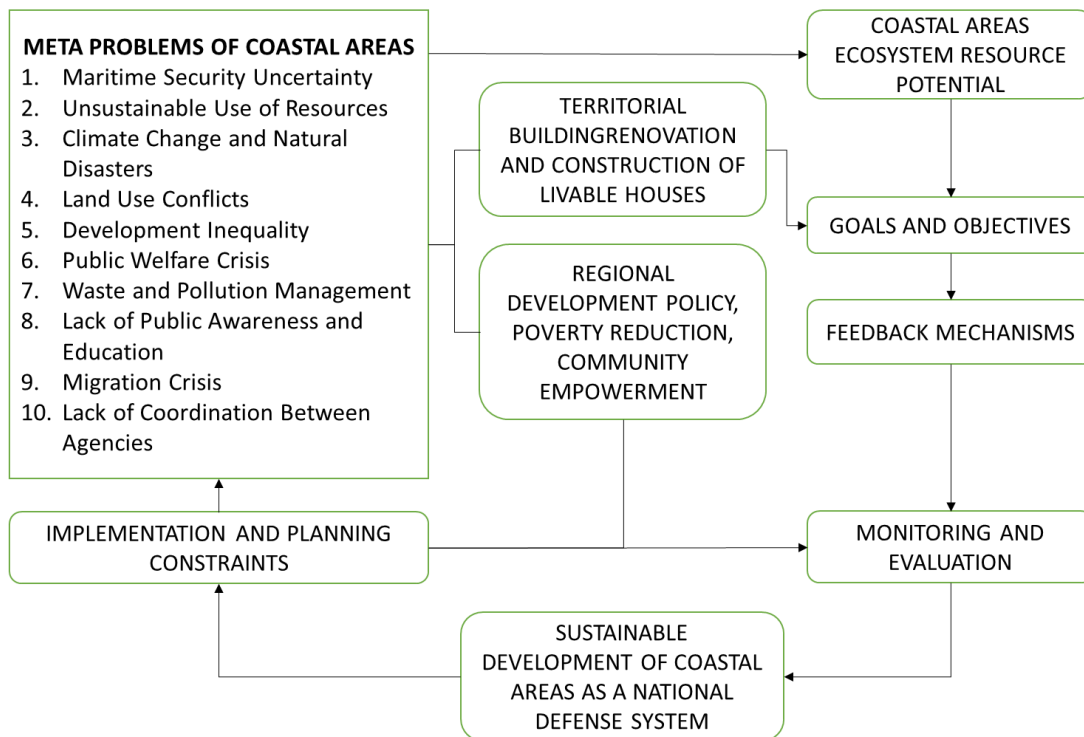


Figure 1 Problem Mapping and Implementative Analysis Approach

Source: Compiled by Researchers

Based on the problem mapping, the implementation of the Binterhalu policy carried out by the Indonesian Navy at the Indonesian Navy's Main Base is more ideal using Ansell's collaborative approach. Ansell's Model of Collaborative Governance is a theoretical concept developed by Karen Ansell and Giselle Raulin in the field of policy and governance. This model discusses the dynamics and characteristics of collaborative forms in decision making and policy implementation, which are deemed suitable for analyzing policies for developing maritime regional resilience (BINTAHWILMAR) through Community Service Operations in Coastal Communities in the Working Area of the Indonesian Navy's Main Base (LANTAMAL) V in Surabaya.

Ansell's Collaborative Governance Model is an approach in government science that emphasizes cooperation and collaboration between various actors or stakeholders to achieve common goals (Haeril & Purnomo, 2019). Collaborative Governance highlights the formation of networks or relationships involving various related parties, both from the government sector, civil society, business and non-government organizations (Wardhana, 2020). Cooperation between these actors is essential to achieving a comprehensive solution.

This participation is not only limited to the government, but also involves local communities and other parties who have an interest in the issue being addressed. Collaborative Governance involves a joint decision-making mechanism where various actors are involved in the decision-making process (Wardhana, 2020; Haeril & Purnomo,

2019), so that the resulting decisions reflect the contribution and agreement of the various parties involved.

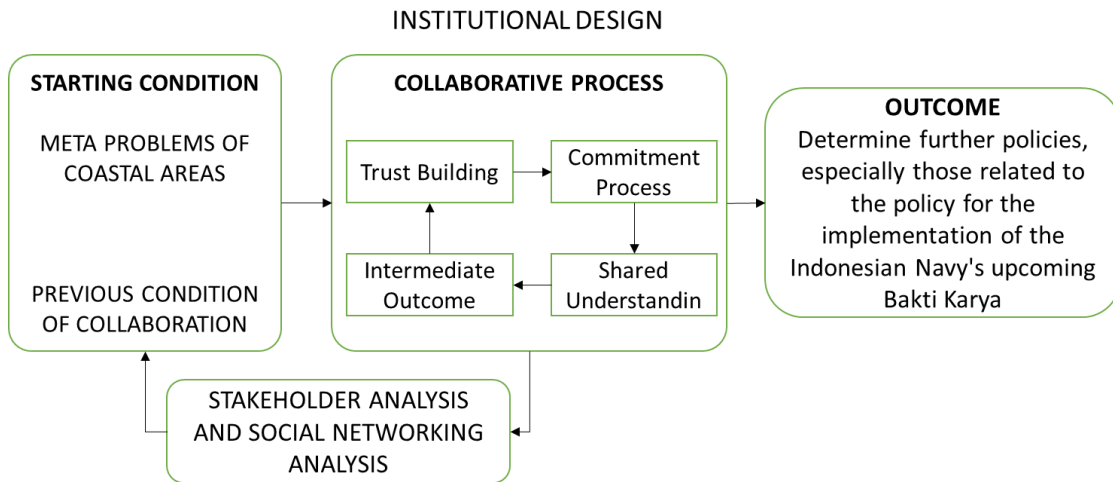


Figure 2 Collaborative Dynamic Implementation Model

Source: Collaborative Governance Ansell

The Ansell Model of Collaborative Governance proposed by researchers as an analytical tool can be applied in the context of territorial development in coastal areas for livable house development programs, we can make several conceptual considerations. This model can help in understanding and analyzing the collaborative dynamics that may be involved in coastal area development efforts.

Several aspects that can be considered, first are the actors, namely the identification and analysis of the actors involved in the program to build livable houses in coastal areas. This can include local governments, the Indonesian Navy, non-profit institutions, local communities, and other parties involved in development policy and implementation. Second, networks and partnerships, namely understanding how these actors form networks and partnerships to plan and implement development programs.

This model makes it possible to evaluate the extent to which the partnership is effective and whether there is involvement from different sectors and levels of government; The third is a normative framework, namely an analysis of shared values and principles that might be the basis for developing coastal areas. These can include the values of sustainability, community participation, and social justice, which can be part of a collaborative normative framework; Fourth, interdependence, namely analyzing the extent to which actors depend on each other in achieving the goal of building livable houses in coastal areas.

These dependencies may involve resources, policy support, or collaboration in addressing shared challenges. Then fifth, strategies and tactics (Strategies and Tactics), namely assessing the strategies and tactics used by these actors in the process of planning, implementing and maintaining livable houses. It includes how negotiations are conducted, conflicts are managed, and how decisions are made; Sixth, equality and

power, namely understanding the extent of equality and distribution of power in the context of developing coastal areas.

This is important to ensure that all parties are involved in decision making and the benefits of building livable homes; and Seventh, decision-making mechanisms (Decision-Making Mechanisms), namely analyzing decision-making mechanisms and the participation of actors in the process. How decisions are made, whether there is community participation, and the extent to which actors have involvement in decision making.

Ansell's Model of Collaborative Governance can help create a better understanding of the dynamics and factors that influence the success of programs (Alfajri, Setiawan, & Wahyudi, 2019) for building livable houses in coastal areas. When understanding collaborative relationships, the parties involved can identify opportunities and challenges to increase the effectiveness of the program (Hidayat, Deni & Sutrimo, 2022). Collaboration between the government and the Indonesian Navy can be very important in developing coastal areas, especially when the focus is on aspects of community welfare.

This collaboration is necessary because the Indonesian Navy has a major role in maintaining security and order in coastal waters. Collaboration with the government can help ensure that development activities are carried out in a safe and stable environment. The Indonesian Navy has the authority to supervise and control maritime borders (Fatimah, Prakoso, & Sudiarso, 2021). Collaboration with the government allows more effective monitoring of activities in coastal waters, including potential security threats. So collaboration is important because the government and the Indonesian Navy can support efforts to empower the economy of coastal communities.

Training programs, financial assistance, or infrastructure development can be carried out together to improve economic welfare (Kurniawan, et., al, 2022). The Indonesian Navy can provide support in infrastructure development in coastal areas, especially those related to maritime and water facilities (Indrawan, 2018). This collaboration can maximize the resources and skills possessed by both parties.

Several researchers, such as Hangarini, et.,al (2022), explain that collaboration between the government and the Indonesian Navy can help prevent and overcome illegal activities in coastal waters, such as illegal fishing or human trafficking. Likewise, according to research by Sahid, Condrowibowo, and Putra (2022), the Indonesian Navy can be involved in health and education programs in coastal areas. This collaboration can increase coastal communities' access to necessary health and education service.

Meanwhile, according to Yuliarta and Rahmat's report (2021), the Indonesian Navy can contribute to the management of natural resources in coastal areas, especially in efforts to maintain the sustainability of marine ecosystems and protect the environment. The activity of building livable houses and renovations with the East Java Provincial Government is also a collaboration in the coastal area development program which can support poverty alleviation efforts by focusing on the welfare of coastal communities, including the construction of livable houses and other supporting infrastructure. On this

occasion, the Indonesian Navy can play a role in conveying information, counseling and increasing community participation in the coastal area development process.

The collaborative role between the government and the Indonesian Navy must be directed at ensuring that coastal area development is not only effective but also sustainable and supports the welfare of local communities. This collaboration must also respect democratic principles and human rights. My view on the ongoing collaborative role between the government and the Indonesian Navy must take into account several important factors. In many cases, such collaboration can provide real benefits for coastal development and community welfare, but must also be carried out with due regard for the principles of democracy, human rights and sustainability.

Conclusion

Based on the description of the discussion as an analysis of the collaboration process between the government and the Indonesian Navy in the Main Base V area in Surabaya, it can be concluded that the role of the Indonesian Navy in collaboration with the government can include aspects of security, maritime border monitoring, disaster management, and support for coastal area development programs.

This means that the Indonesian Navy and the government have implemented policies and regulations as their respective main tasks which are based on the principles of democracy, human rights, transparency, accountability, community participation and environmental sustainability. It can be concluded that in the implementation of the Maritime Area Resilience Development (Bintahwilmar) policy through Community Service Operations in Coastal Communities in the Working Area of the TNI AL Main Base (Lantamal) V in Surabaya, it is implemented to maintain a balance between security and community welfare as a pattern of coastal area development to improve security and improve welfare.

An important finding from the results of this research is the need to develop coastal areas, it is important to continue to pay attention to and respect the interests, needs and aspirations of local communities. Successful coastal area development requires synergy between various parties and a deep understanding of the local context. Effective and sustainable collaboration requires long-term commitment, a deep understanding of local needs, and continuous adaptation to evolving dynamics.

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