

Policy Effectiveness Evaluation of Minimum Essential Force (MEF) Main Component Indonesian Navy

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ABSTRACT

This study is a qualitative research that aims to identify and describe the results of the policy evaluation of Minimum Essential Force (MEF) of Main Component Indonesian Navy. The focus of research is the effectiveness of Policy MEF of Main Component Indonesian Navy. The data and information obtained by a depth-interview, observation and documentation. The results showed that the effectiveness has not been achieved because the MEF of Main Component Indonesian Navy is not in accordance with the target. Achieving MEF of Main Component Indonesian Navy is not in accordance with the target set. The conclusion shows that the effectiveness of policy MEF of Main Component Indonesian Navy has not been achieved in accordance with expectations.

Keywords: policy evaluation, effectiveness, main component, minimum essential force

1. INTRODUCTION

Indonesia as an archipelago country, located between Asia and Australia as well as the Indian Ocean and the Pacific. On the other hand, it has a strategic position in securing it a great challenge. In accordance with the United Nation Convention on the Law of the Sea (UNCLOS) of 1982, Indonesia has three Indonesian Archipelago Sea Lanes and several choke points are positioned for global importance, such as in the Sunda Strait, the Lombok Strait, and Makassar Strait. In the Indonesian Defense White Paper (2008: 17), as well as the security of the entire choke points are a strategic agenda for the national interests of Indonesia and the international community.

Indonesia predicts threats that will be faced now and in the future. In the global scope among other problems encountered include terrorism, energy shortages, food crisis and water, global warming, cyber-crime, pandemic, the impact of the global economic crisis, as well as environmental pollution. In the regional scope of the problems encountered include the following issues of border conflicts and cross-border crimes such as arms smuggling, human smuggling, theft of natural resources on land and at sea, and piracy at sea. While the national scope of the problems encountered include, among others, border issues and the outer islands, terrorism, separatist, radicalism, as well as maritime security and aerospace. Recognizing that the security is in the interests of all parties and is always multidimensional threat, the comprehensive security concept seeks to create security and stability peacefully through the comprehensive integration of all efforts in all aspects of life. (Iskandar, Jom FISIP Volume 1 No 2-October 2014).

In the Indonesian Defense White Paper (2008: 16) states that maritime security is one of the prominent regional security issues which gains attention in the XXI Century. The prominence of the issue related to the function of the increasingly strategic maritime region in the interests of the countries in the world to encourage efforts to improve security. The maritime area is still the main artery of the global economic interactions so that maritime security is a crucial issue for many countries in the world.

Indonesian Army's role as a main component of national defense duties under the policy and political decisions the state to upholding national sovereignty, defend the territorial integrity of the Republic of Indonesia based on Pancasila and the Constitution of 1945, as well as protect the whole nation and the entire Indonesian motherland from threats and disruption to the integrity of the nation and the country through the implementation of Military Operations War and Military Operations Other than War.

Potential threats to Indonesia cannot be separated from the tendency of countries in Southeast Asia that is unwittingly caught up in arms race. This is due to efforts by the United State to add military force as the balance of power against China's military strength in the South China Sea. China's economic growth adds to military spending, the expansion of Chinese interests to the broader region into a key strategy changing landscape. More recently, Beijing violates the status quo in the disputed areas, especially in terms of maritime claims in the South China Sea (Medcalf, 2014: 3).

Indonesia continues to pay attention to external security issues posed by neighboring countries over border Indonesian security. In this case, the border issue between Indonesia and Malaysia often become one of the most sensitive. Indonesia is known to have problems with the Malaysian maritime border. Both countries were arguing claim Ambalat and sent warships to protect their interests. Indonesian sources claimed that Malaysia had violated Ambalat 76 times in 2007, 23 times in 2008, and 11 times in 2009. The international borders in the region have not been determined for each country claim the region (Defense & Foreign Affairs Strategic Policy, 2009: 3).

Trouble spots Indonesian territory that is potentially an open conflict is the South China Sea waters bordering the Natuna Island. China has several territorial claimed by the countries around it, including with Indonesia regarding the nine-dashed line (Nine dashes lines) to the waters around the Natuna island on the Map of 1992. Until now, China has not been able to explain clearly to Indonesia on nine claims on the dotted line.

In 2012, military spent in Southeast Asia only 11.7% of the total military spending of East Asia. Overall, Southeast Asia military spent increased by 62% between 2002 and 2012. Indonesia and Vietnam are two of the greatest countries in military spending in the period 2002 and 2012, namely: Indonesia 125% and 131% Vietnam. Indonesia set the Minimum Essential Forces (MEF) and plan to attain Blue Water Navy in 2024 (European Institute for Asian Studies Event Report, 2013).

To deal with the threat of military action and defense, the government seeks to achieve strategic independence by five policies. First, improving military capabilities through the modernization process

defence. Second, with economic growth in Indonesia, the government gradually raises the defense budget to support the modernization of the military. The President promised to increase the defense budget to 1.5% of GDP (Kompas, May 5, 2010). Third, Indonesia avoids dependence on a single source of arms and military material. Fourth, Indonesia seeks to gradually reduce import weaponry by rebuilding the defense industry. Fifth, Indonesia develops its national interests through cooperation of defense and diplomacy.

Minimum Essential Force (MEF) Policy of Main Component Indonesian Army is guidance in building a military force that is intended to maintain the sovereignty of the Homeland. Naval power set in "Striking Force" consisting of 110 ships, "patrolling Force", 66 ships, and "Supporting Force", 98 ships. Attachment on Defense Ministerial Decrees No. KEP / 25 / M / I / 2014 Date: January 7, 2014 About the National Defense Policy 2014 states that priority and focus of the development of military defense posture are directed at the military MEF through materialism; revitalization; relocation; and procurement to improve mobility and the ability of combat units the Army, Navy, and Air Force, especially Strike Force Rapid Reaction, setting up a Quick Reaction Force for Disaster Management, setting up a Peace Keeping Operation and prepare Battalion mechanical as a standby force.

MEF development is very urgent to be implemented due to the quality and quantity of the main tools possessed weapons systems no longer conform to the expected capabilities. In fact, most of the main tools of the Navy weapon systems with an average age of 30 years.

Regulation of the Minister of Defense No. 2 of 2010 on the Minimum Essential Force (MEF) Main Component Indonesian Army stated that the policy MEF is not directed at the concept of the arms race as well as the development strategy strength to win a total war, but as a form of basic force that meets the standards and has a certain deterrence effect.

Need to be observed how far the effectiveness of the deterrence effect against the development of Navy force through MEF policy of Main Components Indonesian Navy. Effectiveness implies a degree of success in achieving the goals set. Effectiveness is always associated with the relationship between the expected results with the results actually achieved.

2. REVIEW OF THEORY

2.1 Public Policy

What is a public policy? Public policy in the definition of the renowned Dye is whatever governments select to do or not to do. Interpretation of the policy according to Dye above should be interpreted with two important things: firstly, that the policy should be carried out by a government agency, and secondly, the policy contains a selection done or not done by the government (Indiahono, 2009: 17).

Public policy is explained William N. Dunn as follows: "Public policy is a series of choices that are interconnected created by agencies or governmental officials in areas relate to administration tasks such as security and defense, energy, healthcare, education welfare community, crime, urban and Traffic forth." (Dunn, 1994). Then it can be said that public policy is a series of choices that are interconnected created by the government in accordance with their respective tasks such as security and defense, energy, healthcare, education and others.

This study is Policy Evaluation of MEF Main Component Indonesian Navy. The policy made by the Minister of Defense to meet the minimum target of main appliance must-have weapon systems Indonesia.

2.2 Evaluation of Public Policy

Public policy that has been implemented must be evaluated. Policy evaluation in this study is to determine the results of policy implementation MEF Main Components Indonesian Navy to be used as inputs in the implementation of future policy in order to achieve the desired objectives. According to Scriven, the evaluation of the policy refers to as formative evaluation. Formative evaluation is an evaluation that is usually done when a particular program is being developed and more than once with the aim to make improvements. Formative evaluation carries out at some point during the development of programs and activities. (Scriven, 1981: 63). While the summative evaluation conducted after the program is completed and for the benefit of some external audience or decision maker and can be done by evaluator internally, externally or mixture. The reasons of credibility are far more likely to involve an external evaluator. Scriven (1981: 150).

2.3 Criteria of Public Policy Evaluation

The criteria are set as a benchmark in determining the success or failure of a public policy. William N. Dunn argued policy evaluation criteria, as follows: "To assess the success of a policy should be developed some criteria or indicators, because when using a single indicator can be bias results of its assessment of the real. Evaluation criteria are developed by Dunn (1994: 405) includes the following six criteria:

Table 1. Criteria of Policy Evaluation

| No. | Criteria | Explanation |
|-----|----------------|--|
| 1. | Effectiveness | Has the desired result been achieved? |
| 2. | Efficiency | How much the efforts are required to achieve the desired results? |
| 3. | Adequacy | How far the results have been achieved to solve the problem? |
| 4. | Equity | What are the costs and benefits which distributed evenly to different sections of society? |
| 5. | Responsiveness | Does the policy outcome load preferences / group values and can satisfy them? |
| 6. | The accuracy | Are the results that achieved useful? |

Source: Dunn, 1994

2.4 Effectiveness

Effectiveness comes from the word effective implies the achievement of success in achieving the goals set. Effectiveness is always associated with the relationship between the expected results with the results actually achieved.

William N. Dunn states that: "The effectiveness with regard to whether an alternative to achieve the expected results, or achieve the purpose of holding action." (Dunn, 2003: 429). If after implementation of public policies turned out to be the impact is not able to solve the problems faced by the community, it can be said that the activities of the policy has failed, but sometimes a public policy results are not directly effective in the short term, but after going through certain processes. Mahmudi stated that the effectiveness of a relationship between the output with the goal, the greater contribution output to the achievement of the goal, the more effective the organization, program or activity" (Mahmudi, 2005: 92).

3. RESEARCH METHODOLOGY

This research is qualitative. According to Moleong (2014: 3): "Qualitative research shows the meaning quality roommates which refer to the natural aspect as opposed to the quantum and number. On the basis of the qualitative research is defined as research that does not hold the calculations". Bogdan & Taylor in Moleong (2014: 4), Explains: "Qualitative research can also be defined as research that produces descriptive data is in the form of words written or spoken of people and observed behavior".

This study will evaluate the effectiveness policy of MEF Main Components Indonesian Navy effectiveness. A qualitative approach is a way that is based on the philosophy of post-positivism, used to examine the condition of the object nature in the which the researcher is a key instrument, sample of data sources are conducted in purpose and snowball, the data collection techniques by triangulation, the data analysis are inductive and the result is more emphasis on the meaning of generalization (Sugiyono, 2008).

Data collection methods in this study are in-depth interviews, observation and documentation. Data analysis techniques in this study use interactive models of Miles, et al, (2014: 31-33). The analytical methods are continuously performed during the study, by combining interactive and circular stages: data collection, data condensation, data display, and conclusion drawing/verification.

In order to obtained a validity of the research results in this study which are conducted examining measures of the data as proposed by Lincoln and Guba (1985: 290-296). There are; credibility; continuous observation, triangulation, discussion with colleagues and lecturers; transferability; dependability and conformability.

4. RESULTS AND DISCUSSION

Effectiveness with respect to whether an alternative to achieve the expected results, or achieve the purpose of holding action.(Dunn, 2003). Then Effectiveness is the relationship between the output destination, the bigger output contribution to goal achievement, the more effective the organization, program or activity. (Mahmudi, 2005). In terms of understanding the effectiveness of these efforts, it means that the effectiveness of policy MEF Main Components Indonesian Navy is the policy implementation can achieve the goals at the right time, quality and quantity.

Policy of MEF Main Component Indonesian Navy carried out through several stages. Therefore the effectiveness is always contained an element of the implementation and the achievement of objectives.

Policy Effectiveness of MEF Main Component Indonesian Navy visits of number and quality of the elements can also be measured by comparing the predetermined plan with tangible results that have been realized. It Measures the effectiveness of an assessment of the achievement of predetermined targets.

Research of Policy Evaluation of MEF Main Component Indonesian Navy is measured by the effectiveness of the elements in the Policy MEF (human resources, material main weapons systems of the Navy, a means of bases and the exercise area, the defense industry, organizations and budget. The following discussion of the effectiveness policy evaluation MEF Main Component Indonesian Navy can researchers pointed out as follows:

4.1 Effectiveness Evaluation of Human Resources

Human resource is the most important part of running an organization. The effectiveness of human resources of the Indonesian Navy is achieved if there is a match between quantity, quality and competence of human resources requirements. The results showed that the human resources in policies MEF Main Component Indonesian Navy is not appropriate (quantity, quality or competency required).

The personal number of Indonesian Navy, as human resources must be in accordance with the needs. The calculation of the amount of human resources of the Navy refers to the calculations in the "zero growth". But in fact, there are now void of human resources of Indonesian Navy for several positions. This fact will certainly hamper the implementation of activities in order to achieve organizational goals Navy. Similarly, regarding the quality of human resources of the Navy, this time not in accordance with the requirements in order to man the main tools of weapons systems within MEF policy Main Components Indonesian Navy

Therefore, human resource development of the Navy now needs to be set as the benchmark quality standards that are tailored to the advancement of science and technology, so that all the human resources of the Navy able to work professionally as it has the appropriate competence. The competence of human resources is the ability of the Navy in the form of conformity of knowledge and skills of human resources Indonesian Navy so that it has the ability to carry out their duties.

Based on the results of research and discussion, the effectiveness of policies MEF Main Component Indonesian Navy as measured through human resources has not been achieved, because no universal agreement on the number, quality and competence of available resources with the required policy MEF Main Component Indonesian Navy.

4.2 Effectiveness Evaluation of Material/Main Tools of Weapons Systems

Policy Evaluation of MEF Main Component Indonesian Navy is measured by the effectiveness of the procurement of material/main tools of weapons systems. Policy Evaluation of MEF Main Component Indonesian Navy aims to modernize the main tools of weapons systems. Since the monetary crisis in 1998, the budget allocation for the military was not done in large portions. Faced with the demands of the task that must be carried Indonesian Navy with the area to be secured, then the amount of the main tools of weapons systems is currently not in accordance with requirements. It is as stated in the draft Posture Strength Indonesian Navy according to the Navy in 2005 - 2024. The Navy faced with the demands of the task that must be carried and the area to be secured, then the amount of the main tools of weapons systems owned by the Navy is still very lacking. The main tool of the overall weapon system today is ready to operate only 66% with the technical conditions ranging from 40-70%.

MEF policy is built for optimal strength reflects the empowerment of existing national resources and capabilities in accordance with national economic resources. Policy of MEF Main Component Indonesian Navy is strategy development the ideal posture Indonesian Navy towards. Than MEF policy is not directed at the

concept of the arms race as well as the strategy development for winning the war total force, but as a form of basic force that meets certain standards and have a deterrent effect.

The results showed that the procurement of main weapons systems is not currently going according to plan. The procurement of main tools of weapons systems has been delayed. However, the procurement in MEF Policy main component Indonesian Navy is modern technology main tools of weapon systems. Therefore, based on the results and discussion policy evaluation effectiveness is measured by material/main tools of weapons systems Indonesian Navy has not been achieved as planned.

4.3 Effectiveness Evaluation of Facility Bases and the Areas Training.

Facility bases and training areas is one element in the implementation of policies MEF Main Component Indonesian Navy. Facility bases are a facility to support the maintenance the main tools of weapons systems. Than the training area is area for the development of resources, especially human resource professionalism in operating the main tools of weapons systems. The results showed that the facility bases and training areas have not been effectively used. Fulfillment facility bases and training areas is sufficient, but have not a continuous training program and implemented sustainable.

4.4 Effectiveness Evaluation of Defense Industry.

Development MEF aligned with limited resources to revitalize the defense industry, but are expected to still be able to overcome the threat of actual as priorities without prejudice to potential threats within the framework of the military capable of carrying out Military Operations War and Military Operations Other Than War, in addition in order to achieve deterrence strategy.

Indonesia requires more progressive policies to catch up in the mastery of science and technology and defense sector in order to realize the independence of Defense Industry. It is provided in the policy MEF Main Component Indonesian Navy. The domestic defense industry became the preferred element for the fulfillment of the procurement of main tools of weapon systems in Policy of MEF Main Component Indonesian Navy.

Research findings show that the fulfillment of the main tools and weapons systems by the domestic defense industry is already done, but not yet effective as planned, as adjusted by the ability of Indonesia today. The policy of MEF Main Component Indonesian Navy is priority to the fulfillment of the main tools and weapons systems by the domestic defense industry, so that the future needs of the main tools of weapons systems are expected to meet their own. Thus Indonesia will not experience embargo by foreign producers. The development of the defense industry continues to be implemented in order to forward the needs of the main tools of weapons systems can be met from the domestic defense industry.

4.5 Effectiveness Evaluation of Organizational.

Organization is another important element in the policy of MEF Main Component Indonesian Navy. Without a good run organization, policy set will not run properly. The results showed that the organization of Indonesian Navy is enough today. With the existing organization of Indonesian Navy has been able to carry out the tasks as mandated by Law Number 34 Year 2004 on Defense. But for Policy implementation, the organization needs to develop Maritime security which forces to get attention. Development organizations need to do to improve the professionalism of the personnel manning the modern technology main tools and weapons systems.

4.6 Effectiveness Evaluation of Budget.

Budget is another important element in the policy MEF Main Component of the Navy. Without an adequate budget, policy MEF Main Components TNI including the Navy cannot be implemented. But in reality, the biggest hurdle in the policy MEF Main Components of the Navy is the limited budget provided by the government. Government provides insufficient budget for the military, so it has consequences for the equipment, weaponry and personnel welfare inadequate.

The defense budget sector has not been priority if it's compared to other fields, such as education. 1945 Constitution mandates that education funding in addition to salaries of educators and service education costs are allocated at least 20% of the national budget.

Budget projections with respecting the defense plans to finalize the structure of "Minimum Essential Force" in 2024. With Indonesia's economic growth, the government is gradually raising the defense budget to support the MEF Policy Component Indonesian Army.

The results showed that, in the budget policy of MEF Main Component Indonesian Army has been prepared by the government (to be given), although not in accordance with the needs. Because it is still limited in number, the available budget should be use effectively and efficiently. The procurement of main tools of weapons systems must be planned according to priorities.

Based on the results of research and discussion, policy effectiveness evaluation of MEF Main Component Indonesian Navy budget has not been in line with expectation, limited budget should be able to purchase main tool and weapons system according to priorities.

5. CONCLUSIONS AND RESEARCH IMPLICATIONS

Conclusions

Based on the results of research and discussion, it shows that policy effectiveness MEF Main Component Indonesian Navy has not been reached. It is measured by the elements in policy of MEF Main Component Navy as follows:

- a. Human resources support, not yet appropriate quantity, quality and competence. Human resource needs of the Indonesian Navy currently only able to meet the "Zero Growth".
- b. Achievement of the procurement of main tools of weapons systems policy MEF Main Component Indonesian Navy in Phase I, in 2014 was 38%.
- c. Facility main base and training area spread in strategic locations throughout Indonesia. But cannot effectively be used, because it has not had a schedule planned and sustainable.
- d. The domestic defense industry cannot fully support the procurement of main tools of weapons systems that are equipped with modern weaponry and technology, so there are procurement of defense industry from abroad.
- e. Organizations that cannot accommodate MEF policy because it has not developed in accordance with the policy demands related to the modernization of the main tools of weapons systems.
- f. New available budget of 0.8% is not supported and is not in accordance with the mandate of the law (under 1.5%).

Research Implication

Research implication is as follows: Policy of MEF Main Component Indonesian Navy should be reviewed, target of achieving MEF Main Component Indonesian Navy is conducted by three phases within a period of 5 years. This is quite a long time to achieve the target of MEF Main Component. While the need for main tools of weapons systems and other elements in the Policy of MEF Main Component needs to be directed towards with the military defense force as mandated by Law Number 34 of 2004 on the Defense consideration of Balance of Power.

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