

## Implementation of Village Guidance Non-Commander Policies (Babinsa) in Maintaining Security and Public Order at Koramil 04, Blahbatuh District, Gianyar Regency

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### ABSTRACT

One of the units of the Indonesian National Army (TNI) whose task is to carry out defense on land is the Indonesian Army. The TNI Army is tasked with maintaining the security of land border areas with other countries, building and developing land forces, as well as carrying out the empowerment of land defense areas (UU No. 34, 2004). Babinsa is the spearhead in carrying out the development function whose main task is to train the people and provide counseling in the field of Defense and Security, Supervision of defense and security facilities or infrastructure in the Village. The aim of this research is to identify policies that have been implemented by Babinsa in maintaining public security and order, analyze factors that support and hinder Babinsa's performance in maintaining public security and order, and analyze the evaluation of policies that have been implemented by Babinsa Koramil 04 in maintain security and public order.

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## **INTRODUCTION**

One of the TNI branches that has the task of implementing defense on land is the Indonesian Army. The Indonesian Army is tasked with maintaining the security of land border areas with other countries, building and developing land force forces, and implementing empowerment of land defense areas (Law No. 34, 2004).

Based on Law Number 34 of 2004 Article 5, the TNI acts as a state apparatus in the field of defense which in carrying out its duties is based on state policies and political decisions. Then Article 6 of Law Number 34 of 2004 explains the function of the TNI as a state defense apparatus, namely functioning as a deterrent against every form of military threat and armed threat from outside and inside the country against sovereignty, territorial integrity, and national safety. Responding to every form of threat, and restoring the state's security conditions that are disturbed due to security chaos. In carrying out these functions, the TNI is the main component.

According to the Republic of Indonesia Law number 34 of 2004 in article 7 paragraph (2) point b number 8, it is stated that the TNI's task is to empower defense areas and their supporting forces early in accordance with the Total People's Defense System. Then in article 8 point a in the Republic of Indonesia Law number 34 of 2004 it is stated that one of the Army's tasks is to carry out defense area empowerment on land. In order to support this task, the Indonesian Army makes all efforts, work and actions carried out in the form of Territorial Development.

Territorial Development is all efforts, work and activities related to planning, organizing and implementing and controlling the potential of the region which is carried out together with all components of the nation in order to make the land area a space, tool and fighting condition for the interests of the land aspect of state defense (Basuki, 2008:26). Babinsa is the spearhead in carrying out the development function whose main task is to train the people and provide counseling in the field of Defense and Security, Supervision of defense and security facilities or infrastructure in the Village. Based on this explanation, the researcher is interested in knowing what policies are taken by the village development non-commissioned officers (Bintara) in Blahbatuh District in maintaining security and public order.

This research aims to examine the policies implemented by Babinsa in maintaining public security and order, analyze the factors that support and hinder their performance, and evaluate the effectiveness of these policies, particularly in Koramil 04. By addressing these aspects, the study seeks to provide both theoretical and practical contributions. Theoretically, the findings are expected to offer new perspectives on policy-making related to village development non-commissioned officers. Practically, the results can help Babinsa formulate more effective policies to enhance security and order in Blahbatuh District. Furthermore, this research aims to strengthen coordination between Babinsa and the community, fostering mutual cooperation in maintaining public safety based on policy evaluations.

## LITERATURE REVIEW

### *Public Policy*

Policy according to Suharno (2010) said that the policy-making process is a complicated and complex job and is not as easy as imagined. However, the administrator of an institutional organization or agency is required to have responsibility and security, as well as ability or expertise, so that they can make policies with expected and unexpected risks. Policy making is influenced by several factors. An important thing that must be watched out for and anticipated is that common mistakes often occur in policy making.

When the terms policy and public are combined into one, namely public policy, it has a broader meaning than when interpreted separately. Public policy is one component of the state that should not be ignored. A state without a public policy component is considered a failure, because life together is only regulated by a person or group of people, who work like tyrants, with the aim of satisfying self-interest or group interests only (Nugroho 2009).

Hill and Hupe (2002) understand policy implementation as what happens between policy expectations and policy outcomes. Implementation is what is done based on decisions that have been made. In this case, there are two parties involved, namely the formulator or decision maker and the implementer. The question that arises is whether the formulator and implementer can integrate as policy actors or not. The next question is whether the formulator has the legitimacy to make decisions or has a greater role than the implementer or not. If not, Hill and Hupe (2002) doubt whether policy implementation can run well. This is reasonable, because implementation follows what policies are formulated based on the paradigm that has been believed by the policy formulator.

### *Village Development Non-Commissioned Officer (Babinsa)*

According to the Babinsa Task Implementation Guidelines Book in (Yohanes 2015), Babinsa is the implementation of Danramil in carrying out territorial development functions in rural areas whose main task is to train people and provide counseling in the field of national defense as well as supervision of facilities or infrastructure for national defense in rural areas.

Babinsa is the implementer of territorial development who deals directly with the village community and with all the problems that are full of diversity. Therefore, in accordance with the determination of the TNI in order to actively participate in the implementation of National development that is based on village community development, Babinsa must have adequate capabilities in order to spur the village community to be active in development. Babinsa is required to have a strong mental condition, motivation (fighting value), adequate level of professionalism and reliable capabilities (Saputra 2003). Babinsa must have territorial capabilities in carrying out their main tasks, to provide basic training in maintaining the territory, a National Defense Education Depot is held which functions for territorial provision education for soldiers who are directed to Satkowil (Regional Command Unit).

Territorial guidance also includes fostering awareness of national defense and love of the homeland through a deep understanding of the history

and identity of the Indonesian nation. Territorial guidance also functions to instill the spirit of the Indonesian nation's struggle in defending the country based on Pancasila and the 1945 Constitution. In fostering the unity of the TNI-people through understanding the identity of the TNI, TNI Bhakti activities and fostering People's Resistance (Wanra) are carried out in their regions in order to create regional resilience and security from disturbances that threaten the security of the Indonesian nation.

#### *Territorial Development*

According to Adiwijoyo (2002) the territorial doctrine of the archipelago states that development is interpreted as an action related to planning, compiling, developing, mobilizing and controlling everything in an efficient and effective manner to achieve previously determined goals. While the meaning of the word territorial is a part of the territory (legal area) of a country with certain boundaries. Then broadly, territorial means part of the earth's surface, consisting of land, waters, and airspace with certain boundaries determined by a country as a national territory. Thus, the elements of the universe of the country with all its contents (sociogeographic) have been concluded, both in terms of strength and ability, both in terms of deficiencies and weaknesses, both in terms of quality and quantity, both in terms of material and spiritual.

According to the Master Guidelines on Territorial (Basuki 2008) Territorial Development is all efforts, work and activities related to planning, organizing and implementing as well as controlling the potential of the region which is carried out together with all components of the nation in order to make the land area as a space, tool and condition of struggle for the interests of the land aspect of state defense. From the two definitions, in accordance with the Practical Guidelines for Territorial Apparatus, what is meant by Territorial Development is all efforts, work and activities related to planning, developing, mobilizing, and controlling the potential of the region with all its aspects in order to make the strength of the region as RAK (Space, Tools, and Conditions) of Struggle for the interests of state defense which is essentially to realize the Unity of the TNI and the People in order to succeed in the main tasks of the TNI.

#### *Factors Influencing Territorial Development*

Some factors that influence territorial development include the following:

1. Ideological Factors. In the current era of globalization, the entry of various ideologies will more or less influence the mindset and thinking patterns of a group of Indonesian people. Ideologies that come from other countries often conflict with the Pancasila ideology. Ideologies that conflict with the Pancasila ideology include liberalism, capitalism, socialism, communism, and extreme religion-based ideologies. Extreme ideologies such as radicalism and fundamentalism teach a certain group of people (society) to free themselves and change the foundation of the Pancasila state with the ideology they adhere to.

2. Political Factors. The Indonesian political world in the current era of globalization has been dominated by practical politics which is often accompanied by tension, the emergence of conflict, violence, provocation and mobilization that endangers the unity of the Indonesian nation. Practical politics only prioritizes personal or group interests without regard to the interests of the nation and state, and often ignores the values and norms that exist in society. This can weaken national defense in society and if left unchecked will endanger the integrity of the Unitary State of the Republic of Indonesia.
3. Economic Factors. Indonesian society is still in an economic condition that is not yet stable as a whole, this condition tends to make people lazy to think about defending the country. Conditions of poverty, unemployment, and inequality in society encourage people to be pragmatic and try various efforts to improve their economic situation. In urgent economic conditions, they pay less attention to the problem of defending the country.
4. Socio-Cultural Factors. The influence of globalization into our country has caused this nation to be infected and infected by socio-cultural viruses such as hedonism, consumerism, individualism and materialism which can cause Indonesian people to no longer have serious concern for the problems of the nation and state, such as the importance of defending the country by everyone. Indonesian citizens.
5. Threat Factors to State Sovereignty. The definition of a threat in this context refers to every effort and activity, both domestic and foreign, which is deemed to endanger the sovereignty of the state, the integrity of the state's territory and the safety of the entire nation.

### *Policy Evaluation*

Evaluation is usually aimed at assessing the extent to which public policy is effective in order to be accountable to its constituents. The extent to which goals are achieved and to see the extent of the gap between expectations and reality. According to Anderson in Winarno (2008), in general, policy evaluation can be said to be an activity that involves estimating or assessing policies that include the substance, implementation and impact of implementing the policy.

According to Winarno (2002), evaluating the impact of a program or public policy requires a criterion to measure the success of the program or public policy. Regarding the performance of the policy in producing information, there are criteria for evaluating the impact of public policy, namely as follows:

- a) Effectiveness
- b) Efficiency
- c) Allignment
- d) Responsiveness

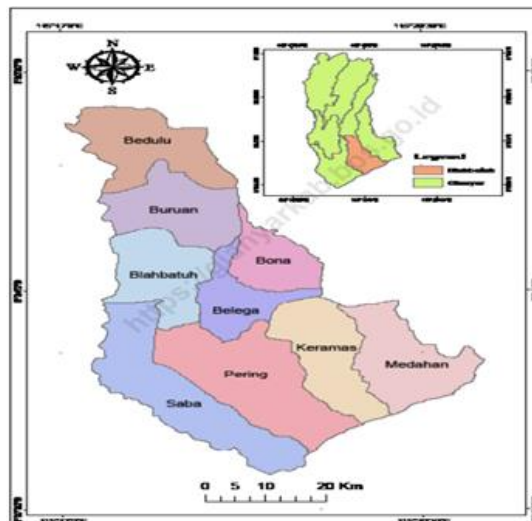
## METHODOLOGY

This study employs a qualitative research method based on postpositivism, focusing on natural object conditions rather than experiments. Researchers serve as key instruments, using purposive and snowball sampling, triangulation for data collection, and inductive analysis to emphasize meaning over generalization (Sugiyono, 2015). Data sources include primary data from observations and interviews with Babinsa, village heads, traditional leaders, and secondary data from books, archives, and documents. Data collection techniques involve observation, where researchers directly witness and record field conditions (W. Gulo, 2002); interviews, which facilitate in-depth discussions to construct meaning (Sugiyono, 2017); and documentation studies that gather information from various written sources (Abdussamad, 2022). Data analysis follows a systematic process of reduction, presentation, and conclusion drawing, occurring in a continuous cycle before, during, and after data collection to build comprehensive insights (Silalahi, 2009).

## RESEARCH RESULT AND DISCUSSION

### *Overview of Research Object*

This research was conducted at the Military Rayon Command 04, Blahbatuh District, Gianyar Regency. Blahbatuh District consists of 9 villages with a total area of 39.70 km<sup>2</sup>. Of the 9 villages, Saba Village has the largest area, which is 6.60 km<sup>2</sup>, or around 16.62 percent of the total area of Blahbatuh District. Meanwhile, Bona Village is the village with the smallest area, with an area of only 2.20 km<sup>2</sup>.



Picture 1. The Village on Map

Blahbatuh District has diverse geographical conditions. The climate in this district is tropical, with two seasons, namely the rainy season and the dry season. The existence of small rivers and a good irrigation system supports agricultural activities in this area. In addition to agriculture, Blahbatuh is also known as an area rich in culture, with various Balinese traditions and arts that are still preserved. This district also functions as a connecting route between tourist areas in Bali, making it important for tourism development. With a

combination of agriculture, culture, and tourism potential, Blahbatuh has its own charm in Bali.

The population of Blahbatuh District in 2023 reached 73,837 people. This number is spread across 9 villages with an even tendency, the population is in the range of five thousand to eleven thousand people. When viewed from population density, Bedulu Village is the most densely populated village. The density in Bedulu Village, touched two thousand, precisely 2,493 per kilometer. While the village with the lowest density is Pering Village, with a density of 1,465 people per kilometer.

#### *Village Development Officer*

Based on Law Number 3 of 2002 concerning National Defense. Babinsa Koramil has the main task of organizing territorial development in order to prepare defense areas on land, as well as maintaining regional security to support the main task of the Military District Command (Kodim). Koramil as the foremost territorial development unit in a region carries out its duties guided by the *sapta marga*, the soldier's oath and 8 TNI obligations which have 5 territorial capabilities. Koramil as the defense base of the Indonesian Army in a region carries out its duties quickly, responsively and reactively as needed anywhere except in emergency situations influenced by various threats. In the order of security development in the smallest unit close to the area of work in the village or sub-district under Koramil is the village development non-commissioned officer abbreviated as Babinsa.

The form of territorial guidance of the TNI is a guidance system that is derived from the experience of armed struggle to uphold the integrity of the State by adhering firmly to the constitution, namely Pancasila and the 1945 Constitution. As stated in the Master Guidelines book on Territorial Guidance, ratified by the Decree of the Chief of Army Staff Number Skep/98/V/2007 dated May 16, 2007, Babinsa is an implementing element of Koramil tasked with implementing Territorial Guidance (BINTER) in rural/sub-district areas. According to the regulation of the Chief of Staff of the TNI AD Number 19/IV/2008 dated April 8, 2008, a Village Guidance Officer is obliged to implement Territorial Guidance according to the instructions of his superior, namely the Military Rayon Command.

Babinsa has the task of fostering, guiding and supporting the acceleration of development in the village, a Babinsa must be able to be close to all residents and village officials/apparatus, if there are problems/difficulties faced by village residents, we can immediately report them to Babinsa. In general, a Babinsa is indeed a place to complain in the community regarding matters that have an impact on public order and security in the village, but the community is also allowed to complain about matters related to the problems/difficulties they are facing, such as agricultural irrigation, fertilizers, drugs, terrorists and others, because the TNI's duties in addition to OMP (Military Operations for War) also carry out OMSP (Military Operations Other Than War).

*Policies that have been implemented by Babinsa*

Village Guidance Officers (Babinsa) in carrying out their duties are very much determined by the abilities of each individual and are required to be able to work together with religious figures, youth, and residents as well as village officials. Babinsa are expected to be able to overcome problems of security, social, and natural disasters. Koramil 04 Blahbatuh is located on Jalan Wisma Udayana number 277 under the Gianyar Military District Command 1616. Disturbances to security stability in village communities will always exist, if a case is left alone and not resolved quickly and appropriately, it is feared that it could spread and cause unrest in village communities. Therefore, all forms of disturbances to security need to be responded to early by Babinsa in the fostered area. Based on the results of interviews, security issues and crime in Blahbatuh sub-district are still under control, however, this does not mean that Babinsa can be careless and must always be vigilant against new crimes. Currently in Blahbatuh Village in dealing with security and public order, Babinsa patrols the village area every day, the patrol also invites several villagers. The main target of improving security, order and crime prevention is to create a sense of security in the community, increase community compliance and discipline towards the law. These targets can only be achieved if there is cooperation between the village community and Babinsa.

In addition to maintaining public security and order, Babinsa is also tasked with guiding and coaching the village community. Based on the interview results, several activities related to guidance for the village community have been carried out, one of which is the *Sambang Bersama* activity. This activity was carried out by Babinsa by educating residents regarding the importance of maintaining a conducive security situation, as well as exploring potential problems that could affect order in the village environment. Babinsa in Blahbatuh village also held a clean Friday activity, where Babinsa and the community together cleaned the road and ditch along 100 meters. Regarding the previous regional elections, Babinsa also educated the village community in the stages of implementing the election and regional elections and how to maintain security so that these activities run smoothly.

Babinsa Blahbatuh District is also active in carrying out social activities which are a manifestation of concern for the community. One of the social activities carried out is the distribution of basic necessities for elderly residents and children who are indicated as stunting. The results of an interview with Babinsa Belega Village Serka I Nyoman Mulatra said: "This activity is part of an effort to prevent and overcome social vulnerability sourced from village funds. This basic necessities assistance was given to 50 elderly people from Belega Village, Blahbatuh District, where this activity is expected to ease the burden of life for vulnerable elderly people who need special assistance. We Babinsa also collaborate with the police, especially Bhabinkamtibnas in carrying out this activity". Meanwhile, the results of an interview with Babinsa Blahbatuh Village I Ketut Darmayasa said: "We routinely provide basic necessities to children who are indicated as stunting and the funds come from village funds. We as Babinsa

work together with the village to help monitor if there are residents whose children are indicated as stunting, because usually parents in the village have less knowledge about what stunting is, so in addition to providing basic food assistance, we work together with the village to also provide guidance on what stunting is and its dangers to children's growth and development."

Babinsa in Blahbatuh District also routinely collaborates with the Village to hold Village Health Posts (Poskesdes), which are health facilities that provide basic health services in the village. The results of an interview with the Blahbatuh village head said: "This Poskesdes activity has been running for quite a long time and we always monitor it together with the Babinsa so that the process runs smoothly. The purpose of holding this Poskesdes is for the village community to increase their knowledge about health, in addition to increasing public awareness of health risks. We have all learned from the previous Covid-19 pandemic, so that now it is easier for the community to be guided on health issues.

#### *Factors that support and hinder the performance of Babinsa*

Territorial development activities carried out by Babinsa certainly have various factors that both support and hinder its performance so that this territorial development is still not able to run optimally. Likewise with territorial development in Blahbatuh District, there are several factors that support and hinder its implementation. The supporting and inhibiting factors are as follows:

- 1. Supporting facilities and infrastructure for the implementation of territorial development*

The implementation of territorial development in Blahbatuh District can run optimally of course requires good facilities and infrastructure. Until now, the facilities and infrastructure available in Blahbatuh District are quite good and can support the implementation of territorial development to run well. In Blahbatuh District itself, Babinsa has been equipped with good facilities and infrastructure, starting from transportation to the fostered area and guard posts available in each village and each guard post also has complete facilities to support territorial development activities.

Based on the explanation above, it is known that the facilities and infrastructure provided to Babinsa in Blahbatuh District are adequate and can improve the performance of the Babinsa itself.

- 2. Number of personnel with area of work area*

Currently, Koramil 04 Blahbatuh District has a fostered area of 9 Villages/Sub-districts, namely Saba Village, Pering Village, Keramas Village, Medahan Village, Bona Village, Belega Village, Blahbatuh Village, Buruan Village, and Bedulu Village with a total area of 39.70 km<sup>2</sup>. The development of the Koramil organization must be in accordance with the expansion of the administrative government area, where in Gianyar Regency itself each sub-district already has its own Koramil so that no Koramil has to oversee 2 sub-districts. Based on the results of the interview, the number of personnel itself is sufficient and each village already has its own Babinsa so that no Babinsa

guides more than one village. This allows Babinsa to be more optimal and efficient in fostering their respective village areas.

3. *Low level of Babinsa welfare*

Optimal Babinsa performance must of course be balanced with increasing Babinsa welfare. Currently, the existence of Babinsa still lacks attention from both the government and the community, especially Babinsa who work in developed areas such as urban areas. The budget given to Babinsa is still limited in amount and this is feared to cause a desire to look for side jobs if Babinsa's living needs cannot be met and this can reduce Babinsa's professionalism in implementing territorial development.

4. *Human resource competency*

Human resources are one of the most important factors in an organization, in addition to other factors such as assets and capital. Therefore, human resources must be managed well to improve the effectiveness and efficiency of the organization, as one of the functions in the company known as human resource management. The human resources referred to in this territorial development are Babinsa. Several factors that influence Babinsa competence are knowledge, skills, and attitude factors. The results of the analysis based on the results of the study showed that Babinsa at Koramil 04 Blahbatuh had good competence, but were not optimal because not all Babinsa had good knowledge or skills about the five territorial abilities which were the basic abilities of the Indonesian Army. Meanwhile, the attitude factor was very good and residents in Blahbatuh sub-district already knew their respective Babinsa well.

*Evaluation of Koramil 04's Policy in maintaining order and security*

Policy implementation is the most crucial variable that has a very large influence in solving every public problem. Implementation also proves whether the government has the right response and method in embracing the interests of the community. Meanwhile, policy evaluation is the end of the policy stages. At this stage, it can be seen how the implementation of the policy is going, the shortcomings, advantages, and the fruits of the policies that are implemented whether they are positive or negative. In general, the term evaluation can be equated with appraisal, rating and assessment, words that state efforts to analyze policy results in terms of their value units.

Based on the research results, the patrol program carried out by Babinsa together with the village community is considered very good. The effectiveness of this activity has reduced crime such as theft in the surrounding area. For the efficiency of current patrol activities, it is still carried out mainly at night and on weekdays, namely Monday to Friday. This can still be improved if more people participate, so that patrols can be held not only on weekdays. Judging from the responsiveness of the surrounding community, it has also been very good, and the community has a positive assessment of this activity because in addition to providing a sense of security and comfort to the village area, it can also be an

activity to improve better communication between the community and Babinsa and village officials.

The results of the study on the provision of basic necessities for the elderly and children indicated as stunting were also considered good. Good data collection on the elderly population can facilitate the allocation of basic necessities, and in the future it is hoped that it can not only help in the form of basic necessities, but if village funds allow, funds can be allocated for health checks for the elderly. The responsiveness of the community in this case is also quite good, although there are still some residents who feel they deserve assistance but have not received it due to limited funds.

Babinsa in Blahbatuh District also assists in Poskesdes activities where villagers can come to have their health checked. The village collaborates with Babinsa and Blahbatuh 2 Health Center to hold this activity. The efficiency and effectiveness of this Poskesdes activity has been very good and the community has responded positively and hopes that this program can continue. Poskesdes also strives to educate villagers on how to live healthily, as well as how to prevent the spread of diseases, especially those that are easily transmitted. Overall, both in terms of infrastructure and the performance of its implementers, Poskesdes has been running well and is expected to continue to be implemented.

## **CONCLUSIONS AND RECOMMENDATIONS**

The policies or programs implemented by Babinsa at Koramil 04, Blahbatuh District have been running well, starting from routine patrol activities with residents, providing basic necessities to the elderly, and village health post activities, all of which have run effectively and received a very good response from villagers. These activities can maintain the security and order of the community and can improve the welfare of the village community so that a safe and orderly village can be realized.

There are several factors that affect the performance of Babinsa in implementing territorial development, including: supporting facilities and infrastructure for implementing territorial development activities, the number of personnel available, the low level of Babinsa welfare, and human resource competence. Based on these four factors, Babinsa in Blahbatuh District still has shortcomings in human resource competence because not all personnel know about the five territorial capabilities which are the basic capabilities of the Indonesian Army.

The results of the evaluation of the Babinsa Koramil 04 Blahbatuh District policy can be assessed from 4 factors, namely: effectiveness, efficiency, equalization, and responsiveness. The effectiveness and efficiency of policies or programs in Blahbatuh District can still be improved, while equalization is already very good so that no village feels left behind. The responsiveness of the residents of Blahbatuh District is also very good.

Policies or programs implemented by Babinsa can still be improved, both in terms of frequency and quantity. For example, mutual cooperation activities can be carried out to clean the environment in the village or cooperation

between village officials and Babinsa to provide counseling, both about national defense, agriculture, or the independence of village community businesses.

Babinsa can further improve their abilities by following both training and technical guidance on territorial area development, so that Babinsa's performance can be even better. Of course, this must be balanced with good welfare for Babinsa, so that Babinsa who are assigned do not need to take on side jobs.

Based on the four policy evaluation factors, it is hoped that each running program will be able to increase its effectiveness and efficiency so that these programs provide full value to village residents.

## **ADVANCED RESEARCH**

Future research can explore ways to further enhance the effectiveness and efficiency of Babinsa's programs in Blahbatuh District, particularly in addressing existing challenges such as limited human resource competence and Babinsa welfare. While current policies have been well-received by the community, there is still room for improvement in the frequency and scope of activities, such as organizing environmental clean-up initiatives and providing educational programs on national defense, agriculture, and village business development. Additionally, future studies could examine the impact of training and technical guidance on Babinsa's territorial development skills, ensuring they are well-equipped to fulfill their roles. Research on improving Babinsa welfare is also essential, as financial stability may prevent personnel from seeking side jobs and allow them to focus fully on their duties. By analyzing these aspects, future research can contribute to optimizing Babinsa's role in maintaining security, order, and community welfare.

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