

# Deliberative Program for Performance Optimization of State Defense Policy Implementation in Jember Regency, Indonesia

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## ABSTRACT

The inductive reality in Jember Regency shows that the implementation of state defense policies has been carried out in various and innovative ways. This condition is different from the macro condition of the state defense policy which is still monotonous in the military approach by tending to ignore the non-military approach in changing the attitudes and behavior of citizens in defending the country, so that it has an impact on the achievement of policy performance that has not been optimal. On the other hand, previous research tends to emphasize the ontology aspect of defending the state, compared to efforts to explore the optimization of state defense policies, which so far have not reached the expected target of the birth of 150 million state defense cadres in 10 years. Therefore, researching on innovations in state defense policies is important as a differentiator from previous research, and efforts to optimize state defense policies in the realm of changing attitudes and behavior in line with Law no. 2002 concerning National Defense which has been rarely studied. The objectives of the study are: First, to describe and analyze the performance of the implementation of state defense policies in Jember Regency. Second, designing a recommendation model for implementing state defense policies through deliberative programs. The study method used in this study uses the approach qualitatively with a phenomenological approach. Where the author constructs the scheme in a coherent manner starting from design, study methodology, approaches, procedures, to study methods and analysis systems that are designed collaboratively to produce novelties that can provide enrichment to Administrative Sciences, especially in optimizing the performance of state defense policy implementation. Based on discussion It can be concluded that: First, the performance of implementing state defense policies in Jember Regency through One Day and One Week activities as deliberative innovations has been running towards the ideal goal (nucleus of innovation), because of good policy coverage, minimizing policy bias, and access to given to parties is quite broad and carried out with a steady frequency, thus leading to consequences based on field needs (milieu of innovation) to change attitudes and behavior of citizens constructively in defending their country from various threats, both military threats, non-military or hybrid. Second, the design of the recommendation model produced in this paper is a construction and dialectic between field findings and several theories, especially the main theory in this dissertation in the form of the theory of policy implementation proposed by Ripley and Grace A. Franklin (1986), in aspects: First, policy outputs include: Policy coverage, policy bias, policy access, and frequency of policies as well as the suitability of activities with needs. Second, policy outcomes include: short term, medium term and long term. Third, Program performance indicators include: The number of actors involved in the implementation action invites many actors, clarity of goals and consistency of intent can be understood as clarity of policy content, development and complexity of the program, participation of all government implementers, and uncontrollable factors that affect implementation. Based on the construction and dialectics in the recommendation model, it is hoped that it can be applied in other areas as part of the transferability of writing.

**KEYWORDS:** Policy, Deliberative, Innovation and State Defense

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## I. Introduction

### 1.1 Background

Public involvement in supporting the existence of their country from various kinds of Threats, Disturbances, Obstacles and Challenges (AGHT) does not only occur in Indonesia. Other countries are doing the same thing, but with a different pattern. The consideration of the involvement of the public or citizens in

maintaining the existence of their respective countries is based on rational considerations as well as considerations for fostering nationalism.

The rational consideration of the participation of citizens in defending their country is carried out because of the limited number of military or soldiers owned by each country, so that the state needs and considers the involvement of citizens in participating in defending the country as in Indonesia and conscription in Singapore, for example. Because the concept is military service or *national service*, every man who is a Singaporean citizen or holds the status of a second generation Permanent Resident (PR) – gets PR status from his parents – who is 18 years old must join the military service by registering first with the military. the policy.<sup>1</sup>

In Indonesia, the concept of citizen involvement in maintaining its existence is through state defense mechanisms. Where state defense is interpreted as a relationship between the state and citizens in a symbiotic mutualism or relationship that requires and benefits each other. Because the relationship is useful, defending the country has several consequences. The first consequence is defending the country as the right of every citizen that must be obtained from birth even before birth. Because defending the country is a human right, the government as a regulator is obliged to meet these needs by preparing adequate facilities and infrastructure, so that every citizen can fulfill the right to defend the country optimally.

The second consequence is that defending the country is the obligation of every citizen, either legally or morally. Therefore, every citizen has the obligation to participate in defending the country in accordance with the capabilities of each citizen, and in accordance with the facilities and infrastructure provided by the government. When the facilities and infrastructure prepared by the government are inadequate as it is today, the obligation to defend the country cannot be lost and continues to be carried out by every citizen by optimizing the existing potential, so that the obligations of citizens must be carried out by the state. In other words, an obligation as something that must be carried out.

With these 2 (two) consequences of rational considerations, the State Defense Program in Indonesia is not solely due to the limited number of troops it has – as in Singapore – so the state needs to actively involve citizens in national defense (paramilitary). However, the State Defense Program is carried out based on the social contract relationship between the state and its citizens, with the assumption that state power is presented by the agreement of the community in maintaining order, and the welfare and contribution of citizens to their country towards a civilized society.<sup>2</sup>

Because the relationship between the state and its citizens is carried out in an egalitarian and deliberative<sup>3</sup> manner, philosophically the State Defense Program is a relationship between the state and citizens who each have roles and responsibilities and need each other in order to ensure the existence of the state from various AGHT. According to the Minister of Defense, defending the country is important as a deterrent to the nation against various threats to national defense, including to counter the threat of terrorism and radicalism as well as threats to the Pancasila ideology. According to Widjojo (2015) a strong value in defending the state occurs because it is part of the implementation of social contract theory or social agreement theory regarding the formation of the state. The conceptual view of defending the state is theoretically in line with the theory of deliberative public policy which states that deliberative public policy – especially in its implementation process

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<sup>1</sup>Singapore Enlistment Act (Revised Edition 2001), p. 4, which states that military service in Singapore or National Service (English: National Service, abbreviation: NS) is an obligation for men with Singapore Citizens and a second generation permanent residence permit after reach the age of 18 years. Those who are required to serve full-time military service (called Full Time National Servicemen, NSF) for two years will serve in the Singapore Armed Forces (SAF), the Singapore Police Force (SPF), or the Singapore Civil Defense Forces (Singapore Police Force, SPF). Singapore Civil Defense Force, SCDF). If a person who is required to join the military has completed his full service, then he is considered "ready to operate", and after that he is known as an Operationally-Ready National Serviceman (NSman) or a National Officer who is ready to operate. These NSman are similar to reservists or reservists in other countries. They make up about 80% of the total number of Singapore's armed forces. They form the backbone of the Singapore Armed Forces. The majority of these conscripts serve in the Army. The reason is because the Army requires more manpower than the Navy, Air Force, Singapore Police or other forces. Each year, these conscripts are selected to go through high or low levels of training until they reach the age of 40 or 50, depending on their rank. Intensive or 'high stage' training involves operating in In-Camp Training (ICT) for seven days or more, while 'low stage' training also refers to training sessions of six days or less. Singapore is one of the countries where the mandatory military service period exceeds 18 months and after that there is a mandatory age as a reservist up to 40 for lower ranks and 50 years for officers. Prior to June 2004, Singapore even had a military service of up to 30 months. In the 1960s and 1970s, these officers were even required to serve 36 months or three years to prepare them for leadership positions.

<sup>2</sup>Hobbes, Thomas. 1651. *Leviathan*. Edited by CB Mac Pherson. 1968. Harmondsworth: Penguins. Stated further that the social contract is the result of a transition from natural justice to an organized civil society. Furthermore, Hobbes explains that the social contract is an agreement and agreement between individuals to give up their individual rights and then submit to the leader.

<sup>3</sup>According to Hajer, M and Wagenaar, deliberative democracy prioritizes the use of decision-making procedures that emphasize deliberation and problem-solving through dialogue and exchange of experiences between parties and citizens (stakeholders). The goal is to reach consensus through deliberation based on the results of the discussion taking into account various criteria. Citizen engagement is the essence of deliberative democracy. Deliberative democracy is different from representative democracy, which emphasizes representation, strict procedures for selecting representatives, and recognizing the terms majority and minority. Deliberative democracy prioritizes cooperation between ideas and between parties, while the key word for representative democracy is competition between parties ideas and between groups.

– prioritizes the use of procedures for implementing public policies that emphasize active *citizen engagement* as part of public policy implementers., in order to realize the implementation of optimal public policy and *publicness*. The emergence of the concept of deliberative public policy, according to Parsons (2006), cannot be separated from the shift in orientation from *government* to *governance* on the one hand, and the manifestation of deliberative democracy in the public policy process on the other.

The importance of strengthening deliberative public policies in the implementation of state defense policies is to provide support and encouragement for the public in strengthening the existence of the state with the capacity and proportions possessed by each citizen, both military and non-military, as stated in Article 9 Paragraph 2 Law (UU) No. 3 of 2002 concerning National Defense which states that: " *Efforts to defend the country are realized in the implementation of national defense, and include civic education, compulsory basic military training, and service in accordance with the profession.* "With the principle of proportionality between military and non-military approaches, the State Defense Program is different from the Military Compulsory Program carried out by Singapore and other countries.

As for the consideration of maintaining nationalism for each citizen through mandatory military policies such as that carried out by Singapore, carried out with a militaristic *an sich pattern* by making the citizens involved as paramilitaries or reserve troops in direct support of the army in guarding and defending the country from various threats.. Meanwhile in Indonesia, the involvement of citizens in maintaining and defending the state is carried out with a more varied approach - military and non-military approaches - which are directed at efforts to change the attitudes and behavior of citizens as mandated by Law no. 3 of 2002 concerning National Defense, mainly Article 9 Paragraph 1 and its explanation which reads: " *State defense is the attitude and behavior of citizens who are inspired by their love for the Unitary State of the Republic of Indonesia based on Pancasila and the 1945 Constitution in ensuring the survival of the nation and state.* "

Based on the explanation of Article 9 Paragraph 1, the attitudes and behavior of citizens need to be directed at the realization of constructive attitudes and behavior towards the existence of the state as explained in Article 7 Paragraph 3 of Law no. 23 of 2019 concerning National Resource Management that: " *The basic value of defending the country is love for the homeland, being aware of the nation and state, being loyal to Pancasila as the state ideology, being willing to sacrifice for the nation and state, and having the initial ability to defend the country.* "

The basic value of defending the country is *soft power* and is a manifestation of the united attitude of all components of the nation, both military and civilian in loving the homeland, being aware of the nation and state, being loyal to Pancasila as the state ideology, willing to sacrifice for the nation and state, and having initial abilities. defend the country as an integral part of the defense of the people of the universe. <sup>4</sup>Therefore, according to Faiz (2012), to strengthen or *upgrade* the attitudes and behavior of these citizens is an ontology assumption of defending the country that is important to do, so that it is in harmony with the philosophical basic values of defending the country. For this reason, the definition of change in attitude and behavior needs to be explained comprehensively, so that citizens do not make mistakes in understanding and defending the country.

According to Faiz (2012), attitudes and behavior do not just appear suddenly or instantaneously in each individual's mind. However, these constructed attitudes and behaviors will appear in line with individual habits and habituation patterns continuously as a reduction of values, norms, morals and ethics that continue to be constructed as a belief. Because the basis of these attitudes and behaviors, according to Faiz (2012), is the integration of values, norms, morals and ethics, building confidence in each individual to defend the country requires time and strategies that must be grounded in the habits of these individuals.

Strategies that can be carried out in implementing state defense policies can be through many strategies such as those carried out by the researchers in their previous writings, such as: *First*, research that uses a *top-down public policy approach* that only justifies the ontology of the values of defending the country or military service in limitations of the object of research, such as research conducted by Satrijo Budiwibowo (2016), Nina M. Serafino (2016), Jerry Indrawan and M. Prakoso Aji (2017), Bhatara Ibnu Reza (2017), Armaidly Armawi and Darto Wahidin (2018), and Kris Wijoyo Soepandi and Muhammad Farid (2018).

*Second*, research that uses a top-down public policy approach with reference to social theories is carried out in Hanne Eggen Røislien's (2019) research entitled: *Religion and Military Conscription: The Case of the Israel Defense Forces*. This research results in the finding that often between the military and military conscription policies in Israel use "religious closeness and feelings" in increasing solidity in the defense of their country and as a result, "religious closeness and feelings" have a significant impact on Israel's defense so far.

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<sup>4</sup>The universal nature of the implementation of the national defense system is based on awareness of the rights and obligations of all citizens and belief in their own strength to maintain the survival of the independent and sovereign Indonesian nation and state. Universality implies the involvement of all people and all national resources, national facilities and infrastructure, as well as the entire territory of the country as a complete and comprehensive defense unit. National defense is carried out by the government in this case under the Ministry of Defense and is prepared in advance with the national defense system as stated in the Ministry of Defense of the Republic of Indonesia II, 2008, Indonesian Defense White Paper 2008, Jakarta, p. 43.

Third, research that uses a *bottom-up approach* with reference to social theories, as also done by Syarifudi Tippe (2013) entitled: "Implementation of State Defense Policy at the Border: A Case Study in Papua Province." The results of his research recommend that cultural research loci and anthropological aspects are important to pay attention to in order to ground the values of defending the country. Including research conducted by Muhammad Nakir (2017) entitled: Legal Politics of State Defense in the Perspective of National Defense. The results of his research want to defend the state as a tool of social engineering (*law as a tool of social engineering*) in every organization of state defense activities to be in harmony with the conditions of society.

In general, previous research tends to be oriented towards the ontology of defending the state, whereas the epistemology of innovation in state defense policies is important, because so far innovation has the potential to be disrupted because it is carried out revolutionarily, as in the case of Gojek which is considered to be disrupting the conventional taxi business (*status quo*). So that innovations in state defense policies carried out by Kodim 0824/Jember do not interfere, these innovations need to be carried out carefully while still complying with the Basic Guidelines for Territorial Guidance of the Indonesian Army, but remain sensitive to local aspirations so that they have *publicness value* and are well implemented.

There is an empirical gap between previous writings which tend to emphasize on the ontology aspect, and this dissertation which emphasizes the epistemological aspect in the author's view is more strategic in constructing deliberative program innovations in implementing state defense policies than only researching on the ontology aspect, because the ontology of defending the state is clear, as stated in Article 7 paragraph (3) of Law no. 23 of 2019 concerning the Management of National Resources that defending the country in its orientation is: " *Making changes in the attitudes and behavior of citizens that contribute positively to strengthening the existence of the country by fostering a sense of love for the homeland, willing to sacrifice, aware of the nation and state, believing in Pancasila as the state ideology., and has the initial ability to defend the country physically and non-physically, so that this matter is no longer debatable.*"

On the other hand, what has been problematic until now in the implementation of state defense policies is the mechanism or epistemology aspect, because it is considered as the cause of not yet optimal implementation of state defense policies, as illustrated in table 1 regarding the level of voluntary public participation in state defense policies. which is still low. This phenomenon needs serious attention because it could be caused by a problem in the field – not in line with the needs of the community – which results in the low participation of the community to follow the policy.

The difference between previous writings and this dissertation has the potential to create a *research gap* that has the potential to give birth to new writing findings (*novelty*) because this dissertation is oriented towards deliberative policy innovation, and is not disruptive. in his innovation using the *disruptive innovation theory approach* by Christensen (1997) as a *grand theory* which states that innovation changes the existing public sector by introducing simplicity, convenience, accessibility, and affordability where complications and high costs are in the *status quo position*, thus avoiding the birth of innovation. disruptive policies. The choice of *disruptive innovation theory as the grand theory* in this dissertation is because the opinion expressed by Christensen is in harmony with the innovation phenomenon in the field by emphasizing simplicity, convenience, accessibility, and affordability.

To sharpen that *the grand theory* above, so as not to be disruptive in policy implementation, it is necessary to support another theory as a *middle range theory*, in this case the theory of policy implementation by Mazmanian and Sabatier (1983), stating that whether or not the problem is easy to control (*tractability of the policy*). *problem*), the ability of the policy to structure the implementation process (*ability of statute to structure implementation*), and *non-statutory variables affecting implementation*.

The two combinations of *grand theory* and strengthened by *middle range theory* have the potential to produce *novelties* that contribute both to innovation in the implementation of state defense policies. Especially at this time it seems that the implementation of the state defense policy has not yet reached the predetermined target, and has not been carried out deliberately because in the next 10 years, the target of 100 million State Defense Cadres which began in 2015 does not seem to have been achieved, because at the beginning of its implementation in 2015 only able to print 1.5 million state defense cadres alone.<sup>5</sup>

The low achievement in the current year is not only caused by policy innovations that do not work well, but also due to budget support that is not in line with the targets set by the Ministry of Defense. The results of the literature analysis conducted by Nugroho, stated that the budget to finance the implementation of the state defense policy in the next 5 years – for 50 state defense cadres – a budget of Rp 500 trillion is needed with the assumption that each participant of the state defense cadre is only budgeted for 10 million. On the other hand, the annual budget for the Ministry of Defense, for example in 2015 was only 108 trillion and even then it had to be divided among 5 (five) agencies, namely: Ministry of Defense, 4 Headquarters of the Indonesian National

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<sup>5</sup>Defense Minister Ryamizard Ryacudu interview with CNN Indonesia, October 12, 2015.

Armed Forces (TNI), Army Headquarters (AD), the Navy Headquarters (AL), and the Air Force (AU) Headquarters, so that the budget of 500 trillion or the next 5 (five) years in the implementation of the state defense policy becomes "irrational" and even tends to be emotional and natural when the current target is this has not been achieved.<sup>6</sup>

The prediction of not achieving the target of 100 million state defense cadres in the next 10 years, is also influenced by the implementation of state defense policies at the local or micro level, such as what happened in the Horseshoe Area according to data from the National Unity and Political Agency Data for the East Java Provincial Government in 2020. in the table below.

**Table 1 Level of Public Participation in State Defense in Each District**

No	Regency	Volunteers and agencies	Individual volunteer
1.	Banyuwangi	432 volunteers	100 volunteers
2.	Bondowoso	310 volunteers	90 volunteers
3.	Jember	440 volunteers	101 volunteers
4.	Situbondo	260 volunteers	75 volunteers

Source: Data processed

In a specific case in Jember Regency, the cause of the non-optimal implementation of the state defense policy is suspected to have occurred because the state defense development established by the Ministry of Defense tends to be dominant in militaristic development, such as marching and *training camps*, as revealed by data from the Military Resort Command 083/Baladhika Jaya below.

**Table 2 Jember Community Participation Level in State Defense Policy for 6 Years**

No	Year	National Defense Cadres	
		Ideal	Realization
1.	2015	11,673 National Defense Cadres	476 National Defense Cadres
2.	2016	11,673 National Defense Cadres	511 National Defense Cadres
3.	2017	11,673 National Defense Cadres	498 National Defense Cadres
4.	2018	11,673 National Defense Cadres	558 National Defense Cadres
5.	2019	11,673 National Defense Cadres	552 National Defense Cadres
6.	2020	11,673 National Defense Cadres	541 National Defense Cadres

Source: Korem 083/Baladhika Jaya Mental Development Based on the Minister of Defense

Based on table 2 above, it seems that the realization of the state defense policy in Jember Regency is very far from the idealization set by the Ministry of Defense (Kemhan), where each district/city according to the Ministry of Defense is expected to be able to produce 11,673 State Defense Cadres every year, or 6 Million Defense Cadres. State in 1 year in 514 districts/cities. Meanwhile, 4 million State Defense Cadres were born by the center through the Ministry of Defense and other central level ministries/institutions, and 2 million State Defense Cadres were born by 34 provinces.<sup>7</sup>

With the very minimal reality of the birth of state defense cadres in Jember Regency, the guidance that is carried out needs to be carried out dynamically with a dimension of sustainability according to the values desired by the public, because the target of developing state defense is to change the attitudes and behavior of citizens who are imbued with their love for the nation. The Unitary State of the Republic of Indonesia (NKRI) which is based on Pancasila and the 1945 Constitution in ensuring the survival of the nation and state, so that it is carried out in a deliberative manner and is not disruptive.

These dynamic and flexible steps are through a good policy innovation mechanism by prioritizing involvement between parties or deliberative and not disruptive in nature, so that they are able to become leverage for the implementation of future state defense policies. The pattern of innovation in state defense policies that are deliberative and not disruptive, seems to have been carried out by the Military District Command (Kodim) 0824/Jember through several implementations of *one day* and *one week activities*.

The implementation of *one day* and *one week activities* in optimizing the implementation of state defense policies seems to be carried out with careful initial considerations. The considerations are as follows. *First*, the normative phenomenon: TNI Army (AD) service which is organized in a coordinated and integrated manner with regional development programs in accordance with the Decree of the Army Chief of Staff (KASAD) No. Skep/98/V/2007 concerning Territorial Development which states that Territorial Development

<sup>6</sup>Article entitled: Defending the State in the Perspective of Public Policy By Riant Nugroho A Lecturer on Public Policy at the University of Indonesia, Defense University, and Ahmad Yani University published in the Special Edition of Media Wira Kemhan, 2016:62.

<sup>7</sup>Ministry of Defense of the Republic of Indonesia, 2015. Indonesian Defense White Paper.

(Binter) is the involvement of the Army in assisting the implementation of humanitarian assistance activities to deal with social problems at the request of the relevant agencies or coordinated own initiatives as well as various matters related to the preparation defense areas on land and their supporting forces which are carried out either independently or jointly with related agencies and other communities.

*Second*, the macro phenomenon: The opening of opportunities for the Regional Command Unit (Satkowil) to accelerate the service of the TNI AD in supporting regional development programs through fostering awareness of defending the state in every citizen as a form of universal defense and also supporting the realization of good governance as a form of the unity of the TNI AD with the people and the TNI AD with the government.

*Third*, the micro phenomenon: With the macro phenomenon that provides opportunities for the presence of good innovations for efforts to build the unity of the TNI AD with the people and the TNI AD with the government, Kodim 0824/Jember innovated in defending the country through *one day* and *one week* activities which according to analysis The author carried out as part of an effort to reflect an ideal democratic life by involving the public in every implementation of its state defense policies and even some parties considered the TNI AD to be "less democratic and instructive" in carrying out its policies and programs, but the phenomenon is what the Kodim 0824/Jember has the opportunity to do. become a deliberative program, because the community is seen as a *citizen* whose aspirations must be heard and involved.

Therefore, the innovation of *one day* and *one week activities* in its journey is in accordance with the opinion of King and Stivers which states that governance – including the implementation of policies or programs – must involve citizens. They must see people as citizens (not customers), so that they can share authority and relax control and believe in the effectiveness of collaboration. They must build *trust* and be responsive to the interests or needs of the community and not only seek higher efficiency as required in the *New Public Management* (NPM), but prioritize citizen involvement which must be seen as a significant "investment" as expected in the *New Public Management. Service* (NPS) (King and Stivers, 1998).

Based on the initial phenomenon, the writing gave birth to 2 (two) empirical gaps, including: *First*, there is an empirical gap between previous writings which tend to emphasize on the ontology aspect of defending the state, while this dissertation emphasizes the epistemological aspect, which is seen by the author as more strategic in constructing program innovations. deliberative in the implementation of state defense policies, compared to the ontology aspect, because the ontology of defending the state is clear, as stated in Article 7 paragraph (3) of Law no. 23 of 2019 concerning the Management of National Resources. *Second*, between the inductive reality in Jember Regency which has been carried out innovatively, when compared with the monotonous deductive reality, it is worth following up in further writing with the title of writing about: "Deliberative Programs in Optimizing the Performance of State Defense Policy Implementation in Jember Regency, Indonesia."

## 1.2 Formulation of the problem

The formulation of the problem in this study: *First*, how is the performance of implementing state defense policies in Jember Regency? *Second*, develop a recommendation model for the implementation of state defense policies through deliberative programs.

## 1.3 Study Objectives

The objectives of the study are: *First*, to describe and analyze the performance of the implementation of state defense policies in Jember Regency. *Second*, designing a recommendation model for implementing state defense policies through deliberative programs.

## II. LITERATURE REVIEW

### 2.1 Public Administration in the Perspective of Public Participation

Public administration is closely related to public policy. The field of public policy studies is very important for public administration in its development. Public administration is experiencing a change in perspective that includes focus and locus. Frederickson (1997), explains that "public administration is a profession and a field of study. Often public administrators are too focused on the profession, so they do not practice studying their role in society. The role of public administrators should encourage and involve citizens in government.

The focus of public administration is the basic method used to solve a problem, while the locus includes the place where the method is used. Henry (1988), reveals in the third paradigm of state administration as political science. In this paradigm, there are criticisms stating that it is impossible to separate politics from administration. In this context, state administration is not "value free" or can apply anywhere, but is always influenced by certain values. In this phase, there is a conflict between the notion of "value-free administration" and the notion of "value-laden politics". As a result, a new paradigm has emerged which

regards public administration as political science, with government bureaucracy as the locus, while the focus is blurred.

Long before, Hobbes (1651), provided the basis that "every interaction always begins or ends with a social contract. In his book *Leviathan*, Hobbes mentions the theory of the social contract and the principle that it is society and government that causes the establishment of a social contract with respect to political functions and statements about the state and citizens who make up the state. The social contract theory put forward by Hobbes is based on a clear relationship between the state and society, in which the state is placed as a higher power in the social contract compared to society. Hobbes also revealed that absolute sovereign power or near absolute sovereignty has a higher position in political power and rights in social contracts. However, as long as the power is able to keep society in an orderly state, most people must follow the power fully and with *good will*.

Related to administration and politics, Madani explained that public administration as a field of study related to the means to implement values or political decisions. The focus of state administration cannot be separated from politics, while the locus is the choices to serve the public interest for goods and services that must be provided by a number of complex organizations. Kebanin the fifth paradigm asserts that in government "the focus of public administration is organizational theory, management theory and public policy, while the locus is public problems and interests."

Based on the opinion above, a new paradigm has emerged which is described by Keban (2004), that public administration as political science. This is reinforced by Rosenbloom (in Denhardt and Grubbs, 1999) who argues that a political approach to public administration is related to the legislative function in government which focuses more on guaranteeing constitutional protection. This is in line with what Denhardt and Denhardt (2003) stated that state administration has shifted from *Old Public Administration (OPA)*, *New Public Management (NPM)*, to *New Public Service (NPS)*.

## 2. 2 Essence of *Disruptive Innovation*

Public policy as an instrument that synergizes the roles of the government and the public has not run optimally in the implementation of state defense policies. The phenomenon of regulatory changes at the technical level in the implementation of state defense policies is an indication that there are still overlapping policies and the low ability to innovate (*ability to innovate*) and willingness to innovate (*willingness to innovate*) of public officials as implementers of state defense policies. The innovation of state defense policy is expected to be a strategy in increasing the leverage of organizational performance both in producing products and services. According to Sondang (2007), one of the strategic efforts of public organizations to be able to continue to make these changes is to create new products (both in terms of goods and services), new structures, new relationships and new cultures. Therefore, policy innovations that can substantively provide reinforcement in solving problems in the community, so that these policies run in line with the goals that have been set and are not disruptive.

The term *disruptive innovation* was developed by Christensen (1997) in his publications in the late 90s. Christensen states that *disruptive innovation* is a process by which a product or service is initially rooted in a simple application at the bottom of the market or in a new market, and then moves relentlessly up the market, eventually displacing established competitors.

According to Utterback and Acee, *disruptive innovation theory* takes an extension from the original formulation to a more general strategy formulation of a market expansion strategy. Meanwhile, Maitrayee Ghosh stated: *Disruptive innovation* is a technology that changes conventional business models or consumer expectations.

*Disruptive Innovation*, in Indonesian adapted freely means innovation that disrupts or disrupts innovation. The word disturbing in this context cannot be taken for granted. In line with technological developments, disrupting in this context means that the emergence of new technological innovations will disrupt the existence of old technologies.

The understanding of market competition in past economics often used price as the main parameter in looking at the factors that influence the competition itself. However, it is often forgotten that in modern market competition, technology has a very large influence. Especially for companies that are already established and feel they are leading the industry, often their ego and self-confidence are too big to turn a blind eye to innovations made by competitors or newcomers. The technology that emerged after that slowly became accepted by consumers and replaced the technology provided by the established company. After all, this is the basis of how substitute and easier innovations are called disruptive innovations.

The presence of the *disruptive innovation phenomenon* has brought the world to change faster than ever. Globalization, social networks, professional mobility, and worker unrest have permeated and forced companies to focus on the knowledge of their workers. Currently, it is recognized that many business people are disturbed by globalization, technological shifts, and new competitors. They are forced to rediscover their

corporate identity. Even in healthy companies, business model innovation is critical to maintaining their competitive position. The business model is shifting from the workplace to the street.

The presence of this *disruptive innovation phenomenon* has given birth to various kinds of innovations in the field of technology. Innovation in technology never occurs without changing the conventional industrial structure. This innovation in technology has changed the conventional business model which leads to a fundamental paradigm shift. The innovation paradigm in technology has shifted from sustaining technology to disruptive technology. In Christensen's view there is a difference between sustaining and *disruptive technology*. He states: Sustainable technologies improve performance, increase margins, and build customer relationships, disruptive technologies often start as innovations that can't be used by not meeting market standards, being less expensive, or focusing on a different customer base.

*Disruptive innovation* began to be popularized by Christensen in 1997, so it is necessary to understand several things. *First*, there is no need to argue when the first disruptive innovation appeared in the world because the term disruptive innovation was only introduced by Christensen in 1997. Various innovations that can be called disruptive innovations were limited in scope after the term was introduced. *Second*, innovation can be said to be disruptive innovation if it brings new technology that is cheaper and easier than existing technology. The efficiency offered because of the low price ultimately interferes with the old technology which is expensive and inefficient. *Third*, disruptive innovation occurs in the same industry, if the innovation does not disturb the old industry players, or on the other hand directly interferes with other industries, then the innovation is not said to be disruptive innovation.

Disruptive innovation is happening halfway around the world. In Europe, for example, the biggest case that has ever happened is the Nokia company. The cellphone, which in its heyday was dubbed as the cellphone of a million people, finally had to admit *cellphones* with Android and OS systems as disruptive innovations. Although *disruptive innovation* in the author's reading seems still oriented to the scientific dimension of economics, especially management. But the reality of disruptive innovations also seems to occur in public policies, such as the *omnibus law*. Therefore, *disruptive innovation* deserves to be transferred to the realm of Administrative Sciences with the support of relevant public policy theories, one of which is in this dissertation the policy implementation theory proposed by Grindle.

The types of policy innovations that have occurred so far: *First, policy innovation or new policy direction and initiatives* (policy innovation): The policy innovation in question is the existence of new policy initiatives and directions. This means that every (public) policy issued in principle must contain something new. *Second, innovations in the policy-making process*: In this role, the focus is on innovations that affect the policy-making process or formulation. *Third, policy to foster innovation and its diffusion*: The policy in question is a policy specifically created to encourage and develop, and spread innovation in various sectors (Sururi, 2017).

As for the innovation in the policy of defending the country that the author did, it used a third approach or *policy to foster innovation and its diffusion*. Where innovations in state defense policies are specifically created to encourage and develop, and spread innovations in various sectors in the Jember society, in order to be able to change attitudes and behavior in line with Law No. 3 of 2002 concerning National Defense Article 9 Paragraph 1 and explanations, and Law no. 23 of 2019 concerning Management of National Resources Article 7 A paragraph 3.

### III. STUDY METHOD

This study was originally designed in a qualitative writing method with a phenomenological approach. Where the author constructs the scheme in a coherent manner starting from design, study methodology, approaches, procedures, to study methods and analysis systems that are designed collaboratively to produce *novelties* that can provide enrichment to Administrative Sciences, especially in optimizing the performance of state defense policy implementation.

### IV. DISCUSSION

In the chapter on the results of this writing and discussion, the focus is on answering writing problems in the form of how to innovate deliberative programs in implementing state defense policies in Jember Regency. To be able to describe the problem of writing in detail, the formulation of the problem the author *breaks down* into the following points. *First*, the performance of state defense policy implementation in Jember Regency. *Second*, the deliberative program as an effort to optimize the implementation of state defense policies in Jember Regency. *third*, deliberative program recommendation model as an effort to optimize the implementation of state defense policies.

#### 4.1 Performance of State Defense Policy Implementation in Jember Regency

Measuring the performance of policy implementation according to Ripley and Franklin (1986) can be measured in aspects 1). Coverage is how big the target group can be reached by public policy. 2). Bias or



whether the services provided are biased to the community/groups that are not the target group or not, or whether there are deviations from the target group. 3). Access or whether the target group consisting of various ethnicities has the same access to the program or not. 4). Frequency or how much *the target group* can get the services promised by a program. The higher the service frequency, the better. 5). The suitability of the program to the needs or whether the services provided are carried out on time or not.

The explanations related to each aspect of policy performance in the implementation of *One Day and One Week activities* are as follows.

### **I. Coverage of State Defense Policy in Jember Regency**

Efforts to defend the state have actually been integrated into the culture and throughout the existence of the Indonesian nation. As evidence, the resistance against the invaders was carried out by the Indonesian people since the first arrival of the invaders in this archipelago, such as the Bali War (1814-1849), the Padri War (1821-1837), the Diponegoro War (1825-1830), the Batak War (1870-1907), Aceh War (1870-1904). This was evidenced by the resistance of the Indonesian people to the Dutch during the physical revolution. All those who were still strong, young men and women, both colonial and private employees, farmers and traders, even the unemployed, all took part in the fight against the British and the Dutch. Some fought on the front lines, some worked in soup kitchens, farmers provided rice and side dishes, residents provided houses for fighters. The merchants provided goods for the soldiers' needs. Not infrequently they also seek weapons for the sake of resistance, all of which is done on the basis of selfless awareness, without thinking about remuneration and position. Defending the state is not only that we all have to carry weapons, but it has a broad meaning, namely defense in terms of life, whether economic, political, ideological, socio-cultural, and military.

The new Defense Law No. 3 of 2002 was promulgated on January 8, 2002. This law is a replacement for Law no. 20 of 1982 which has been amended by Law no. 1 of 1988. This replacement or improvement was due to changes in the state administration and institutional changes to the Indonesian National Armed Forces by clarifying *the status of combatants* and *non-combatant* and to clarifying the role of the National Police, which in the old law was still under ABRI.

Starting during the leadership of President Suharto. At that time, the dual function gave the military an opportunity to become the dominant force in society. Here systematically binds the military in a position that must support but without providing adequate input in decision-making. A new chapter has been carried out by the military on the Indonesian political scene which is termed "from domination to hegemony."

Military dominance is shown by the number of government positions held by the military. The military controls the bureaucratic ranks of the Ministry of Home Affairs from the minister, the Head of the Social and Political Directorate, the Head of the Social and Political Office, to the typist or receptionist in areas that are considered "vulnerable." From its socio-political role and wealth, the military had rampantly controlled the executive ranks, from the center to the regions (governors, regents, mayors, sub-district heads), even abroad (Ambassadors) in ASEAN countries, the US, UK, Australia, etc. The legislature is also controlled by the ABRI Faction, the Development Work Faction (F-KP), and even the Regional Representatives Faction (at the MPR).

Military penetration in civilian institutions filled all strategic positions in the New Order government. Such a format is clearly undemocratic in the sense that it does not provide opportunities for civilian positions in government. The period 1965-1998 focused on the application of Dual Functions that exceeded the portion resulting in centralization of power, authoritarian and militaristic government which resulted in violations of civil rights, democracy, violence, the environment and the like.

Criticism of the implementation of ABRI's Dual Functions continued to pour in until it entered the "Reformation Order." If during the New Order era the criticism was only at the level of "clarity of benchmarks" for the implementation of the dual function concept and few rejected or demanded the revocation of the policy, during the Reformation Order, many people have demanded the revocation of the policy. The loudest voices in the demand for the abolition of ABRI's Dual Functions came mostly from students.

The four paradigms were then implemented in praxis, including reducing the number of military representatives in the legislature from 75 to 38. Another policy was to end the practice in which military officers who were still actively occupying non-military positions, in addition, structurally the military cut ties with Golkar.

Another thing that is quite monumental is the separation of Polri from ABRI which has implications for changing the name of ABRI to TNI. The main motivation for this change is to raise the image of the military and the division of defense and security roles.

TNI reform as a defense tool continues. The emergence of a regulation that forms the basis for the legality of motion is something that cannot be avoided. Finally passed Law no. 3 of 2002 concerning Defense on

January 8, 2002 which also requires citizens to be involved in defending the country, either directly or indirectly. Therefore, defending the country can be said as a policy.

Therefore, defending the state must be socialized to all components of society so that it is understood and inspired by all components of society, so that all components of society voluntarily defend the state. State defense is the attitude, behavior, and actions of citizens who are inspired by their love for the Unitary State of the Republic of Indonesia based on Pancasila and the 1945 Constitution in establishing the life of the nation and state as a whole.

## **II. Bias of State Defense Policy in Jember Regency**

Based on the author's observations, it is shown that in order to be able to counteract and defend all kinds of threats to the sovereignty of the Unitary State of the Republic of Indonesia, it is necessary to implement a universal defense system that involves all of the nation's potential as well as total and integral national resources. To support the defense system, a strong regional resilience must be realized. To realize this, it is necessary to arrange elements of geography, demography and social conditions so as to be able to provide strategic advantages both in terms of defense and welfare.

In order to realize the resilience of the region, the regional unit which has the duty and responsibility to carry out territorial development seeks to realize regional readiness. However, to realize the readiness of the region, of course, it cannot be separated from various factors that influence the implementation of territorial development, both external and internal factors, besides that there are still various weaknesses and obstacles so that in territorial development the need for support from various parties is somewhat biased in the policy.

## **III. Access to State Defense Policy in Jember Regency**

Every citizen has the right and obligation to participate in state defense efforts and the conditions regarding state defense are regulated by law as discussed in the previous sub-chapter. The obligations and responsibilities of defending the country are not only the duties of the Indonesian National Army (TNI), but also the obligations of every citizen. The territory of Indonesia which has approximately 17,504 islands requires strict supervision from the government, as well as efforts to defend the state from every citizen. This is considered important to defend the Unitary State of the Republic of Indonesia from threats both from outside and within the country.

The awareness of defending the state is the basic capital as well as the strength of the nation, in order to maintain the integrity, sovereignty and survival of the Indonesian nation and state. In addition, with the defense of our country, we can strengthen the sense of unity among the Indonesian people who are united in diversity. A sustainable Indonesia can be achieved if the people and nation are good (*good society and nation*), peaceful, just, prosperous and prosperous.

The 1945 Constitution regulates efforts to defend the state, namely the provisions of Article 27 Paragraph (3): "*Every citizen has the right and obligation to participate in efforts to defend the State,*" and Article 30 Paragraph (1): "*Every citizen has the right and is obliged to participate in national defense and security efforts.*" In connection with the basis stated in Article 27 of the 1945 Constitution, efforts to defend the state must be carried out within the framework of fostering awareness of defending the state as an effort to create citizens who understand and live and are confident to fulfill their rights and obligations. Meanwhile, judging from the basic elements of defending the state adopted by the Indonesian people, namely, love for the homeland, awareness of the nation and state, belief in Pancasila as the ideology of the state, willing to sacrifice for the nation and state and have the initial ability to defend the state. The Minister of Defense – at that time – Ryamizard Ryacudu said that defending the country does not have to be in the form of war, but can be by preserving local wisdom, culture and the environment, it can also be law-abiding, loving domestic products, helping disaster victims, enthusiasm for following subjects education and others.

For this reason, according to the author's understanding on a micro level, the actualization of state defense is realized by every element of life in the form of defending this place in the territory of Indonesia. In simple language it can be stated that making life choices is a right. However, after making a choice, there is an obligation that must be fulfilled. Fulfilling the obligation to live as a dignified human being on a foothold is the micro form of defending the country. Meanwhile, at a macro level, the actualization of state defense is realized by the ability to mobilize all supporting elements to achieve a common goal, namely the realization of a just, prosperous, safe, peaceful, harmonious, peaceful, happy and prosperous society. Thus, decision-making is carried out by unanimous consensus so that there is no place to run away from responsibility.

The actualization of state defense is always perceived to be related to the efforts of the Indonesian people to face threats to the survival of the Indonesian people in the following periods. *First*, the first period of the war for independence (1945–1949). Defending the state is perceived as a war of independence in which the participation of citizens in defending the state is manifested by taking an active role in the war of independence, both armed and unarmed. *Second*, the second period (1950 – 1965). State defense is perceived as synonymous

with defense and security efforts, both armed and unarmed. *Third*, the third period (New Order 1966-1998). State defense is perceived as identical with national security and the participation of citizens in defending the state is carried out through all aspects of national life, and *fourth*, the fourth period (Reformation Order 1998 – present). State defense is perceived as an effort to overcome various crises faced by the entire Indonesian nation. In this period the participation of every citizen in defending the country is adjusted to their respective abilities and professions.

#### **IV. Frequency of State Defense Policy in Jember Regency**

The word innovation has often been heard in various aspects of life and is one of the factors that play an important role in dealing with and overcoming various problems, both concerning individuals, communities, organizations and the state. In the context of state and public relations, the state acts as a facilitating actor and regulator of public policy, while innovation is a strategic *keyword* when the *outputs* and *outcomes* in policy are unable to meet the demands and dynamics of an increasingly global society. At this point, innovation is needed to strengthen public policy sectors with a wider spectrum. Strategic changes in public policy as a tangible form of innovation should be interpreted as one of the preferences so that public policies have novelty and benefit for society at large.

Great expectations for quality public policies are one of the driving factors for the birth of public policies that have a public dimension and are not only limited to issues and policy agendas. Thus, public policy is not in an exclusive area and limits critical public questions, but public policy can move simultaneously and be on a continuum line with the public. In this case, public policy functions the same as the brain in the human body, because through this instrument all activities of state and community life are begun to be carried out by the bureaucracy plus the private sector and the community (Mulyadi, 2015).

Therefore, in the context of understanding public policies that are able to provide *impact* and *benefits*, public policy innovation is needed as a wider form of encouragement, namely in the form of expansion and modification of policies that are novelty and useful, especially in policy implementation.

The Minister of National Development Planning/Head of Bappenas brought attention to the increasing importance of policy innovation by inviting and asking regional heads to put forward various policy innovations during his leadership period. " *In addition to administrative neatness, policy and program innovation is equally important* " (www.id.beritasatu.com, 23 February 2017). In this context, the capacity of the innovator becomes increasingly important in carrying out an innovation because it will provide many benefits. Innovation aims to revitalize public administration, making it more pro-active, efficient, accountable and more service-oriented (United Nations, 2006). Therefore, the ability of public officials to innovate will be a decisive role and are required to have adequate skills and knowledge prerequisites. To initiate, run, and manage innovations in state administration, innovators must realize that a good understanding and mastery of various skills and knowledge is a prerequisite (Center for Governance Innovation Deputy for State Administration Innovation, 2014). So with these prerequisites policy innovation will have a strategic impact.

In line with the implementation of regional autonomy which gives authority to local governments to formulate policies, the role of public officials in the regions in carrying out public policy innovations will increase and have a positive impact on the quality of policies or regulations that will be prepared and have been produced. The quality of local regulations is an important indicator of local governance performance (Dwijanto, 2007). However, in fact, almost all policy makers are still dominant in considering short-term and partial interests and have not prioritized a culture of innovation, resulting in public policy stagnation and governance performance has not run optimally.

The problem of the low ability to innovate (*ability to innovate*) and willingness to innovate (*willingness to innovate*) is one of the challenges for public officials in government agencies both at the regional and central levels. Therefore, public policy innovation as a necessity in principle and substantively will provide reinforcement in responding to and solving problems in society. Issues such as policy disparities will be overcome because of the work of policy innovations in the dimensions of public policy in the present and in the future, such as in the innovation of state defense policies in Jember Regency carried out by Kodim 0824/Jember in a deliberative manner by involving broad parties. and democratically through several *one day* and *one week activities*.

#### **V. Program Suitability with Needs**

The creation of regional resilience as a condition for realizing national resilience must have the support of all components of the nation. Resilience is created if the awareness of the nation and state has been owned by all components of the nation as actors in upholding state sovereignty. This can be done by fostering geography, democracy, social conditions, defense and security to be in line with needs. *One Day* and *One Week activities* also pay attention to the following aspects..

#### A. Geography Development in *One Day* and *One Week* Activities

The geographical guidance in implementing state defense policies in Jember Regency, among others: *First*, the determination of objects to be targeted for territorial development in the field must be clear, programmed and coordinated with relevant agencies, both local government and vertical agencies covering aspects of regional welfare and stability. Program clarity and good coordination have become a consideration for *one day* and *one week activities* that are included in all lines of Jember people's life (see section 5.6 on deliberative program innovation in the implementation of state defense policies in Jember Regency).

*Second*, the implementation of coordination in the preparation of the general spatial plan between the Jember Regency Government and the 0824/Jember Kodim can support each other and there is synchronization even though it is made with different interests and views in which the preparation of the general spatial plan for regional development is more inclined to the welfare approach, while The general spatial planning made by the regional command tends to be development related to defense interests.

#### B. Demographic Development in *One Day* and *One Week* Activities

The demographic development in the implementation of the state defense policy in Jember Regency, among others: *First*, the implementation of *one day* and *one week* activities in activities with a demographic dimension are expected to shape the readiness of the Jember community in supporting the creation of regional resilience and the availability of actual community data to support the implementation of territorial development. as an effort to optimize the implementation of state defense. *Second*, the availability of community potential data from identification based on the results of *one day* and *one week* activities according to the profession for participation needs as needed, and *third*, *the awareness* of defending the state in the people of Jember so as to form strength and militancy and patriotism as a force for people's resistance in defending the country..

#### C. Development of Social Conditions in *One Day* and *One Week* Activities

The creation of conducive social conditions is a requirement for the success of the implementation of national defense and security, which is the goal expected by the *one day* and *one week activities*, including: *First*, the field of ideology with a more solid understanding of the community towards defending the state which is a guide to attitudes and behavior as well as a way of life for the people of Indonesia. all for the whole community.

*Second*, the political field with increasing political awareness of the people of Jember as well as channeling political aspirations in the applicable legal order by prioritizing the bonds of unity and integrity between communities. *Third*, the economic sector by taking advantage of existing business opportunities in improving the economy and standard of living of the Jember people with *one day* and *one week* activities that are oriented towards empowerment.

*Fourth*, the socio-cultural field which is very open and the rapid advancement of technology has greatly influenced the mindset and behavior of the community. Faced with these conditions, the implementation of territorial development through *one day* and *one week* activities is expected to open up social solidarity, mutual cooperation, shared fate and unity among all communities so as to create togetherness in forming regional resilience.

#### D. Conditions of Defense and Security in *One Day* and *One Week* Activities

With the implementation of territorial development through *one day* and *one week* activities, the following conditions can be created. *First*, the establishment of bonds of togetherness among the people of Jember, especially in the fabric of social ties that can keep conflicts from occurring caused by sentiments of ethnic and religious differences in creating a conducive situation. *Second*, being able to suppress criminal acts and anarchic actions in Jember Regency so that it can create a conducive situation and ensure security stability in the region, and *third*, can form public sensitivity to vulnerabilities that arise including quick reports, so as to support the handling of violations of the law and Kamtibmas in an effective manner. efficient.

The suitability of the program with the need to maintain regional stability is very much needed, as reflected in the results of writing that show an appreciation of the *one day* and *one week* activities that have been carried out by the 0824/Jember Military Command with other parties in optimizing the performance of the implementation of state defense policies in the District. Jember.

### **4.2 Deliberative Program as an Effort to Optimize the Implementation of State Defense Policy**

In the previous sub-chapter, it has been stated that the implementation of *One Day* and *One Week activities* as an innovation of state defense policies relies on several important aspects, such as: Access, coverage, frequency, bias, and program suitability with needs, so that in measuring the performance of *One Day* and *One Day activities*. *Week* This can be done by looking at several important factors, such as: *First*, the number of actors involved in the implementation action invites many actors. *Second*, clarity of purpose and consistency of intent can be understood as clarity of policy content. *Third*, the development and complexity of

the program. *Fourth*, participation in all government executives. *Fifth*, uncontrollable factors that affect implementation, as follows.

### **I. Actors Involved**

In theory, Ripley and Franklin (1986) state that the actors involved in the implementation process play an important role in achieving the objectives of policy implementation. Actors themselves in relation to public policy are always related to actors and determinants of a policy that interact and interrelate in every stage of the public policy process. They are basically the ones who determine the pattern and distribution of policies that will be carried out by the bureaucracy, which in the process of interaction and interrelation tends to be conflicting compared to its harmonious nature in the process itself (Muhlis Madani, 2011:36-37).

The actors involved in the *One Day* and *One Week* activities carried out by Kodim 0824/Jember are the Regional Leadership Coordination Forum (Forkopimda), community organizations, religious leaders, community leaders and the general public. The results of the author's analysis when associated with actors involved in *One Day* and *One Week activities* with the theory of public policy implementation proposed by Ripley and Franklin (1986) can be said that *One Day* and *One Week activities* are quite complicated because they involve many actors in their implementation.

The role of actors in *One Day* and *One Week activities* in Jember Regency has played a role in accordance with deliberative policies. Where the actor who plays the biggest role in the implementation of *One Day* and *One Week activities* is Kodim 0824/Jember, as an active contribution to efforts to ward off Threats, Disturbances, Obstacles and Challenges (AGHT), because in the field of Defense and Security (Hankam), The defense of the nation needs to be based on the awareness of defending the state of all citizens. The awareness of defending the state also includes the ability to defend state sovereignty and ward off all forms of threats. Then, considering the discussion that has been carried out at the beginning of the results of this writing and discussion, various examples of these threats have been given. The threats are broadly classified into factual threats and potential threats. The factual threat is the highest escalation in the form of the threat itself or a threat that has manifested itself. Meanwhile, potential threats contain threat escalation at a lower level which sequentially from the highest to the lowest escalation includes disturbances, obstacles, and challenges, both military and non-military.

#### **1. Non-Military Threats**

The Non-Military Threats based on the author's analysis are divided into several parts, including: *First*, Demography: The factual threats faced in the field of demography are the return of uncontrolled population growth tendencies and unequal population distribution, including the quality of the population, especially in terms of poor health. susceptible.

*Second*, Geography: The factual threat faced in the field of geography is mainly the high rate of natural disasters, especially earthquakes, volcanic eruptions, and tsunamis due to Indonesia's position at the confluence of tectonic plates and a series of active volcanoes. In addition, Indonesia's strategic cross position between two continents and oceans has also often triggered potential conflicts and border disputes. However, there are also potential threats that can arise from failure to take advantage of the diplomatic and economic opportunities that can be achieved from Indonesia's strategic cross position.

*Third*, Sector of Natural Resources and Environment: The factual threat faced in the field of Natural Resources is primarily environmental damage due to irresponsible exploitation of Natural Resources. This has proven not only to trigger disasters such as droughts, floods, and landslides, but also conflict, poverty, and disease outbreaks. In addition, uncontrolled patterns of energy use, especially electricity and oil and gas, can also lead to political and economic instability.

*Fourth*, Ideology: The factual threat faced in the field of ideology is mainly the spread of ideologies that are contrary to Pancasila, such as communism, liberalism, radicalism, separatism, and hedonism. In addition, there has been a shift in norms in society which, among other things, have an impact on decreasing the sense of pride and sense of belonging as an Indonesian nation.

*Fifth*, Political Sector: The factual threats faced in the political field are mainly the strong tendency of liberal democracy due to the influence of foreign policies from foreign countries, abuse of racial and racial issues, black campaigns, fake news/hoaxes. In addition, there is also the potential for interference with the neutrality of the state apparatus, especially the TNI, Polri, and ASN in politics. In the end, this is prone to lead to public apathy and antipathy towards democratic development. If this is allowed to drag on without the application of transparent laws, and without impartial law enforcement, then the ideals of building a democratic life based on deliberation and mutual cooperation can turn to the emergence of minority tyranny and majority dictatorship.

*Sixth*, Economic Sector: The factual threats faced in the economic sector can be said to be long-lasting threats such as poverty, employment, to the low interest in entrepreneurship in the community. At the macroeconomic level, the threats faced are in the form of leakage of the development budget to the effectiveness

and efficiency of state revenues and expenditures. At this level, there are also external aspects that must be faced in the form of vulnerabilities in monetary stability due to speculation in foreign exchange trading.

*Seventh*, Socio-Cultural and Technological Sector: The factual threats faced in the socio-cultural field are mainly the fading of national identity and the spirit of diversity which has been injured by SARA manipulation. This has led to a lot of communal/horizontal conflicts and at the expense of citizens, especially the younger generation who are generally easily influenced due to socio-economic problems. Included in the socio-cultural aspect are elements of science and technology that face factual threats in the form of misuse of information technology for various crimes, fraud, and the spread of false news to hate speech. In fact, most Indonesians are mere users and consumers of technology. Meanwhile, there are many potentials of science and technology that can prevent dependence on and mastery of technology by foreigners, which still escape the support of stakeholders.

## 2. Military Threat

The factual threats faced in the military field or Gatra Defense and Security (Hankam) are mainly related to threats that arise from other fields outside the military field. Threats from other fields are in particular in the form of factual threats in the form of conflicts and ideological developments that are contrary to Pancasila. Such non-military threats cannot be met with mere force of arms, but must be increased by the quality and professionalism of personnel. However, there are also other prominent factual threats in the form of separatism and violations of the territorial sovereignty of the Unitary State of the Republic of Indonesia which are now increasingly demanding the power of Indonesia's defense diplomacy. The potential threat in the form of military invasion/aggression by foreign countries remains a threat that cannot be ruled out at any time. The threat of invasion or military aggression from foreign countries requires the readiness to implement Sishankamrata and the Protracted War Strategy to deal with it.

Based on the two threats above – military and non-military – the involvement of many actors is part of the strategy to jointly become part of the *One Day* and *One Week activities* as an innovation to defend the state that is in line with *local knowledge*, and the dimensions of local wisdom. (*local wisdom*), in order to get broad public support and based on scientific knowledge.

## II. Clarity of Purpose

In the theory of public policy implementation proposed by Ripley and Franklin (1986), it is stated that the clarity of objectives affects the understanding of implementing actors. Hogwood and Gunn (1986:197) state that implementation failure is caused by three factors, one of which is *bad policy*. According to the two figures, bad policies are marked by one of them being unclear policy goals and targets. Therefore, a program needs to contain clear and easy-to-understand objectives, such as the *One Day* and *One Week activities* carried out by Kodim 0824/Jember which have a clear goal as a translation of the Universal Defense System (Sishta), which involves all citizens, territories and regions., and national resources, as well as being prepared early by the government and carried out in a total, integrated, directed, and sustainable manner, to uphold state sovereignty, territorial integrity, and the safety of the entire nation from any threats.

This Universal Defense System stems from the historical experience of freedom war fighters who placed the TNI in a central position, both in the resistance against the Dutch and in the implementation of defense functions, especially in areas of armed struggle. If you look at historical experience, Indonesia is currently shaped by a view that comes from a basic defense doctrine rooted in various experiences of rebellion movements in the past.

Three elements that underlie the perspective and purpose of the birth of *One Day* and *One Week activities*. *First*, the concept of a single integrated state with a security and welfare approach. *Second*, the concept of national resilience, the unity of its different elements and the desire to defend oneself. *Third*, the concept of the Universal Defense System. The Universal Defense System Doctrine was created to empower all national resources to be able to provide support in dealing with any insurgency threat from anywhere. This doctrine developed from experiences during the national revolution (1945-1950) and later when faced with the PKI rebellion and the DI/TII rebellion as well as other separatist movements.

This doctrine, which forms the basis of *One Day* and *One Week activities*, involves the mobilization of all civilians and military resources, as well as proof of the government's commitment to fighting against possible insurgency. The main elements needed in dealing with insurgency which are also the concentration of *One Day* and *One Week activities* are: (1) Active intelligence apparatus (2) Territorial apparatus capable of uniting the TNI with the People (3) A well-functioning Police apparatus (4) Components A well-trained reserve that can be mobilized at any time (5) An organized system of mass communication (6) Leadership and Social Communications of the armed forces.

The Universal Defense System that involves all national potentials in the defense of the state carried out in *One Day* and *One Week activities* is mandated in Article 27 Paragraph (3) and Article 30 Paragraph (1) of

the 1945 Constitution, relating to the rights and obligations of citizens. The unique relationship is that Article 27 Paragraph (3) which is now in Chapter X concerning Citizens and Residents, is derived from Article 30 Paragraph (1) Chapter XII concerning National Defense and Security.

The relationship above brings enormous consequences and implementation considering that the awareness of state defense as a basic representation of awareness about national defense is no longer within the framework of national defense, but is within the framework of the rights and obligations of citizens. The problem of national defense is a problem for all citizens, because the problem of state defense is closely related to the survival of the nation and state, therefore all citizens have a responsibility for the survival of the nation and state.

### **III. Policy Development and Complexity**

Ripley and Franklin (1986), stated that policy implementation can be influenced by the development and complexity of the policy itself. In this theory, the complexity of the policy is related to the rules of the policy in question. The dynamics of a rule in a policy implementation causes policy implementation to become more complicated which will later affect the smooth implementation of the policy. The complexity of the policy in this writing can be seen from the development of regulations, the existence of program guidelines and procedures. Furthermore, the development of policies in the theory of public policy implementation proposed by Ripley and Franklin (1986), is seen from the management and coordination of implementing actors in *One Day* and *One Week activities*.

Therefore, policy complexity is often related to rules or regulations, requiring policy innovation as a form of wider encouragement, namely in the form of expansion and modification of policies that are novelty and useful in policy implementation, so that communication and coordination between actors in program implementation, coordination plays a role. important in the implementation of program activities because with the coordination of implementing actors can be able to harmonize the implementation of tasks and activities within an organization (Awaluddin Djamin in Hasibuan, 2011: 86). In addition, in the implementation of communication plays an important role so that coordination between implementing actors can run well.

Coordination in the implementation of *One Day* and *One Week activities* has been going well because the guidelines for the implementation of Territorial Development or Binter have clearly regulated the lines of coordination between implementing actors. The communication between the actors involved has been effective, although the intensity of direct communication such as meetings is still minimal.

Furthermore, regarding the sub-aspects of program implementation guidelines, in *One Day* and *One Week activities* there are several guidelines for implementing *One Day* and *One Week activities* to serve as guidelines for implementing actors to act, namely:

1. Law No. 3 of 2002 concerning National Defense: It is stated that the state defense system is a universal defense system that involves all citizens, territories and national resources and is prepared early by the government and is carried out in a total, integrated and continuous manner to uphold state sovereignty, territorial integrity and the safety of all nations from all threats. Thus, the responsibility for maintaining the sovereignty and integrity of the nation is the responsibility of all Indonesian people whose presentation is carried out in an integrated manner together with the community and the government.

2. Kartika Eka Paksi's Doctrine: It is stated that the functions of the TNI-AD, especially in the organic military function, include the territorial function as one of the organic functions. Thus, the territorial development carried out by the Regional Command unit legally formally has the force of law which in its implementation cannot be separated from coordinating with the local government as a regional supervisor in realizing the creation of regional resilience.

3. TNI Law No. 34 Article 7 of 2004: The main task of the TNI is to uphold the sovereignty of the state, to defend the territorial integrity of the Unitary State of the Republic of Indonesia based on Pancasila and the 1945 Constitution of the Republic of Indonesia, and to protect the entire nation and the entire homeland of Indonesia from threats and disturbances to the integrity of the nation and state. country. In carrying out these main tasks, the TNI cannot be separated from the importance of people's support, especially in building defense in the region that involves elements of geography, demography and social conditions.

4. RI Law No. 32 of 2004 concerning Regional Government: With the implementation of autonomy carried out by local governments, it has aroused interest and spurred the community to develop their regions by optimizing the potential of their territory, this condition is very supportive of the realization of the concept of a universal defense system defense which in this concept is very necessary. the ability to manage the potential of the region which can then be directed to realize the base area of resistance and regional resilience.

The procedure for implementing the *One Day* and *One Week activities* consists of four stages, namely the preparation stage, planning stage, implementation stage and sustainability stage. Each stage consists of several activity items. If it is related to the complexity of the program in the theory of public policy implementation proposed by Ripley and Franklin (1986), the procedure for implementing *One Day* and *One Week activities* is quite complicated because it consists of several stages and each stage consists of several items of activities that

must be carried out. The implementation of *One Day* and *One Week activities* has been in accordance with the established procedures. Where has carried out activities in the preparation, planning and implementation stages by involving many actors in line with *local knowledge* and *local wisdom*, in order to get broad public support.

#### **IV. Program Participation**

Ripley and Franklin (1986), stated that participation in the program became a dimension in the aspect of *what's happening*. In this writing, the intended participation is community participation in the program. The people of Jember support the implementation of *One Day* and *One Week activities* in Jember Regency. Participation or community participation in the implementation of *One Day* and *One Week activities* in Jember Regency can also be said to have been good. Community involvement in the implementation of *One Day* and *One Week activities* in Jember Regency is active or free participation. Community participation in Jember Regency includes free participation, namely participation where an individual involves himself voluntarily in a certain activity (Dusseldorp, 1981:24). In addition, the form of participation carried out by the Jember community is participation in the form of energy and in the form of property (Huraerah, 2011: 116).

#### **V. Factors Affecting Implementation**

According to the theory of public policy implementation proposed by Ripley and Franklin (1986) there are several non-technical factors that influence the course of implementation. These factors can come from internal or external. In the *One Day* and *One Week activities*, the factors that influence the implementation of the program from internal and external sources are as follows.

##### **A. Internal Factors Affecting the Implementation of State Defense Policy**

Internal factors that influence the implementation of state defense policies include:

###### **1. Strengths Influencing the Implementation of State Defense Policy**

The forces that influence the implementation of the state defense policy in Jember Regency, among others: *First*, the unity of the TNI and the people that has been formed since the struggle for independence has been proven to be able to effectively and effectively overcome all problems and national turmoil so as to form the spirit of nationalism and national patriotism. *Second*, the territorial command unit as the executor of the task of territorial development, seems to have been deployed with all its capabilities to continue carrying out the task of territorial development in realizing the unity of the TNI and the people and forming regional resilience. *Third*, the level of discipline of territorial soldiers in carrying out their duties and responsibilities is the main capital in facing challenges.

Based on the analysis of the strengths that influence the implementation of the state defense policy in Jember Regency, it can be concluded that the power possessed has the potential to support the optimization of the implementation of the state defense policy, especially in Jember Regency. However, this power has not yet been managed properly in supporting the implementation of the state defense policy because at the implementation level the parties have not innovated well in implementing the State Defense Program.

###### **2. Weaknesses Affecting the Implementation of State Defense Policy**

Weaknesses in the implementation of the state defense policy in Jember Regency, among others: *First*, the limited facilities and infrastructure for territorial officials, especially in supporting the implementation of territorial development in the targeted areas. *Second*, the welfare of the territorial apparatus which is still low and has not been able to meet the minimum needs of family life has resulted in efforts to find extras beyond the salary received which has an impact on the lack of focus on institutional performance and this can be seen in a small number of personnel in the Kodim institution. 0824/Jember, and *third*, the level of professionalism of the territorial apparatus is still limited, especially in interacting with the academic community and the limited ability to communicate the interests of the TNI institution with the local government and legislature, so that this becomes the homework of the 0824/Jember Kodim in optimizing *one-day activities* and *one week*.

The analysis of the weaknesses that affect the implementation of the state defense policy in Jember Regency has affected the progress of implementing state defense policies so far, so that it requires smart steps in the form of innovation at a practical level by considering aspects of local knowledge (*local knowledge*), and the dimensions of local wisdom (*local wisdom*). to gain broad public support.

##### **B. External Factors Affecting the Implementation of State Defense Policy**

External factors that influence the implementation of state defense policies include:

###### **1. Opportunities Influencing the Implementation of State Defense Policy**

The opportunities that affect the implementation of the state defense policy in Jember Regency, among others: *First*, the ability of the government to create a conducive political situation provides opportunities for the



implementation of comprehensive territorial development in remote areas of the country, one indication of the implementation of *one day* and *one week activities* running smoothly in Jember Regency because the national situation is running conducive. *Second*, the concept of a universal defense system that makes guidelines for preparing regional potentials becomes a force in countering various threats, which in this preparation cannot be separated from the role of territorial development. Universal defense is a national defense system adopted by Indonesia. According to Law (UU) No. 34 of 2004 concerning the Indonesian National Armed Forces states that universal defense is a universal defense system, which involves all citizens, territories and other national resources, and is prepared early by the government and is carried out in a total, integrated, directed, sustainable and sustainable manner to uphold the sovereignty of the state, maintain the integrity of the state and protect the safety of the entire nation from any threats. *Third*, there is a positive response to the implementation of territorial development from the local government by providing support and facilities for the TNI, such as the Jember Regency Government which always collaborates in *one day* and *one week activities*, in which it does not foster an attitude of defending the country, but also socializes the Regency Government program. Jember, which so far may not have been well socialized in the field.

Based on the analysis of opportunities that affect the implementation of state defense policies, it is very potential to support the optimization of the implementation of state defense policies, especially those in Jember Regency. However, this opportunity has not yet been managed properly in supporting the implementation of the state defense policy because at the implementation level it has not been innovating properly.

## 2. Obstacles Affecting the Implementation of State Defense Policy

Obstacles in implementing the state defense policy in Jember Regency, among others: *First*, there are still thoughts from some Indonesian people who demand that the territorial command be disbanded as a result of the implementation of territorial development that hinders their interests, so that this affects the implementation of state defense in Jember Regency, so there needs to be a strong commitment in carrying out *one day* and *one week activities* that are in direct contact with all levels of society. *Second*, there is a decrease in the actualization of fighting values in some communities as a result of the uncontrolled entry of foreign cultures, and this is evident in Jember Regency, so that strengthening the values of fighting and defending the country through *one day* and *one week activities* is necessary. get the support of the parties, and *thirdly*, there is a change in values and norms in some people who tend to think and act pragmatically in the short term without thinking about the public interest in the long term. The existence of *one day* and *one week activities* is expected to minimize this, because *one day* and *one week activities* are oriented to aspects of local knowledge (*local knowledge*) and dimensions of local wisdom (*local wisdom*).

There are obstacles that affect the implementation of the state defense policy in Jember Regency, affecting the progress of implementing state defense policies so far so that it requires policy innovation at a practical level by considering aspects of local knowledge (*local knowledge*), and dimensions of local wisdom (*local wisdom*), in order to get support. the public at large.

The results of the analysis in the deliberative program sub-chapter as an effort to optimize the implementation of state defense policies in Jember Regency can be drawn a common thread that the implementation of *One Day* and *One Week activities* in Jember Regency is generally successful when studied based on the *what's happening perspective* proposed by Ripley and Franklin (1986). Where in the dimensions of the actors involved, the dimensions of development and complexity of the program as well as the dimensions of the factors that affect the program have not gone well. Furthermore, in the dimensions of program development and complexity, especially in the sub-aspects of program procedures, which are in the stage of sustainability activities by remaining committed to existing regulations and aligning with local knowledge (*local knowledge*), and the dimensions of local wisdom (*local wisdom*), thus creating acceptance public. In the dimension of factors that affect the program, internal and external aspects are overcome by implementing the Universal People's Security and Defense System (Sishankamrata) which is innovated in line with *local knowledge*, and the dimensions of *local wisdom*.

### Recommendation Model

It is known that every policy implementation must have a strong regulatory basis, in the form of laws and regulations as a practical foothold in implementing policies, so that *policy outputs* and *policy outcomes* can be accounted for.

*policy outputs* in this recommendation model include: *First*, Access indicators are used to determine that the innovation provided is easily accessible to the target group. In addition, access also implies that the parties responsible for implementing policy innovations are easily contacted by the public who are the target group of policy innovations, if the public needs information or want to submit complaints. Access also implies the occurrence of equal opportunities for all target groups, regardless of their characteristics. *Second*, coverage is used to assess how large the target group can be reached by the policy innovations implemented. *Third*,

frequency is an indicator to measure how often the target group can get the services promised by the policy innovation. The higher the service frequency, the better the implementation of the policy innovation, the frequency indicator is very important and relevant to determine the successful implementation of policy innovation. *Fourth*, bias is an indicator used to assess whether the services provided by the implementor are biased (deviant) to groups who are not the target or community groups who are not *eligible* to get the policy innovation. *Fifth*, the suitability of the program to the needs is used to measure whether the various outputs of policy innovations received by the target group are in accordance with their needs or not.

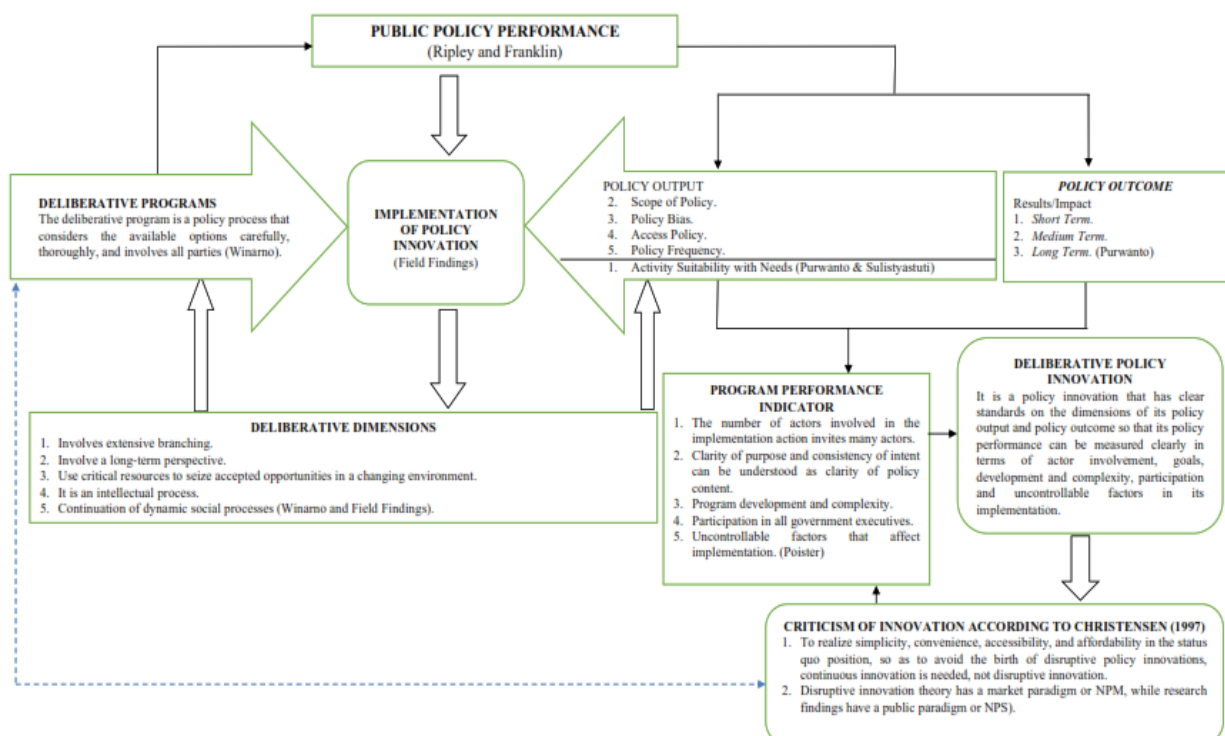
While the *policy output* includes:*First, long term* is a type of *policy outcome* for a period of up to 25 years. In this *long term*, the organization plans a direction, namely where to take the policy innovation and how to achieve it. *Second, the medium term* is a type of *policy outcome* for a period of up to 5 years or 10 years. In this medium term planning, policy innovations are carried out on the dimensions of objectives, policies, procedures, methods, and standards. *Third, the short term* is a *policy outcome* for a period of up to 1 year that focuses on projecting innovation activities in an implementable manner.

Meanwhile, to see *the performance indicator program*, it is carried out with the following approach:*First*, the Number of Actors Involved: In the implementation action invites many actors in other words, the more complete a program carried out by the government, the more actors involved. Policy implementers must have the skills needed to do a job. If there are personnel who are not properly trained, it will affect the implementation of the policy. There are several things that explain further about this indicator, namely the number and identity, roles and stakeholders, and the absence of hierarchy.

*Second*, Clarity of Purpose and Consistency: The clearer and more detailed a policy is, the easier it will be to implement the policy because the implementor is easy to understand. Ripley and Franklin (1986) argue that the ambiguity of policy content is a potential for distortion in policy implementation. If the content of the policy is not clear then the implementor will not be able to understand and even will be difficult to implement.

*Third*, Program Development and Complexity. The complexity of the program can be observed from the ambiguity of the relevant program rules, meaning that the realization instructions made will affect the success or failure of the implemented program. *Fourth*, Participation in All Government Executors: The purpose of participation in all government parties is to take part in all actors involved in the implementation of the program. *Fifth*, Uncontrollable Factors Affecting Implementation: This unattainable factor is whether there are factors outside of the technical or can be called that have exceeded the control area according to the implementor which is indirectly related to implementation of the program, so that it can hinder or thwart the implementation of programs that have been prepared previously.

Based on the five *performance indicator programs* directs his study to the consequences of the policy “before” a recommendation model is implemented, and the following is a chart of the recommendation model that the author succeeded in compiling.



### **Figure 1 Deliberative Innovation Recommendation Model in Policy Implementation**

Based on Figure 5.2 above, a common thread can be drawn that the recommendation model that the author has compiled has several objectives which are summarized from the *policy output, policy outcome* and *program performance indicators* as follows: *First*, it involves broad branching, which relates to the whole system, changes in one aspect. will have an impact on the whole system. *Second*, involving a long-term perspective is that decisions in the public policy process are expected not only to have a positive impact in the short term but are also expected to have a long term. *Third*, using critical resources to seize opportunities that are accepted in a changing environment is that human and non-human resources must be conditioned so that they can always support the dynamic situation and environment faced by the public policy process. *Fourth*, is an intellectual process. This means that the stages in the public policy process require rational thoughts. *Fifth*, the continuation of dynamic social processes. Where the public policy process is a dynamic social process from implementation to improvement and adjustment of policies to a changing environment. Every social change that occurs will be responded by public policy actors through changes in public policy.

## **V. CLOSING**

### **5.1 Conclusion**

Based on the results of the writing, it can be concluded, among others: *First*, the performance of implementing state defense policies in Jember Regency through *One Day* and *One Week activities* as deliberative innovations has been running towards the ideal goal (*nucleus of innovation*), because of good policy coverage, minimizing policy bias., and the access granted to the parties is wide enough and carried out with a *consistent frequency*, thus leading to consequences based on field needs (*milieu of innovation*) for constructive changes in attitudes and behavior of citizens in defending their country from various threats, both military, non-military or *hybrid* threats. *Second*, the design of the recommendation model produced in this paper is a construction and dialectic between field findings and several theories, especially the *main theory* in this dissertation in the form of the theory of policy implementation proposed by Ripley and Grace A. Franklin (1986), in aspects: *First, policy outputs* include: Policy coverage, policy bias, policy access, and frequency of policies as well as the suitability of activities with needs. *Second, policy outcomes* include: *short term, medium term* and *long term*. *Third, Program performance indicators* include: The number of actors involved in the implementation action invites many actors, clarity of goals and consistency of intent can be understood as clarity of policy content, development and complexity of the program, participation of all government implementers, and uncontrollable factors that affect implementation. Based on the construction and dialectics in the recommendation model, it is hoped that it can be applied in other areas as part of the *transferability* of writing.

### **5.2 Implications of writing**

The implication of writing in this dissertation is a consequence or a direct result of the writing process, which consists of theoretical implications and practical implications, as follows.

#### **A. Theoretical Implications**

The word disruptive in English comes from the word " *disrupt* " which according to the definition of Oxford (1997), is a problem that interferes or according to the author as a way of forcibly replacing activities that have been running for a long time. When an innovation occurs, if it cannot be delivered properly (read: diffused), it can invite unpreparedness that harms various parties, such as one of which is the occurrence of continuous disruption by forcing system changes or threatening human existence with the presence of more modern and sophisticated technology. Yu & Hang, 2010).

*Disruptive innovation theory* is a theory put forward by Christensen, (1997), which explains how a new form of competition between parties to find new things or *disruptive innovation*. In an *interview* conducted by Denning (2016), this theory explains how a phenomenon that occurs from a new innovation can change the existing market conditions by introducing simplicity, convenience, accessibility, and affordability at a fairly high cost. The innovations developed have brought many significant changes, where if the institution is not able to adapt and has an open attitude, it will disrupt the overall operations which will ultimately harm the institution.

In this paper, it seems that disruptive theory in the world of practitioners and academics has become "inconsistent," both in terms of perspective and implementation, so that it can lead to 2 (two) main risks:

1. When the core ideas of previous work are replaced by inappropriate or indiscriminate use of terminology, writers will have difficulty establishing a writing framework to search for and find information, so the risk may result in academic journals and books describing the science of disruption theory changing poorly. right, and
2. The existence of misunderstandings from individuals – practitioners and academics – about the theory, can lead to the creation of the wrong idea, so that it can harm the company's performance. This has resulted in

many company leaders who do not dare to take risks as part of a strategy to update all aspects contained in the institution to master change.

Based on the indications of the inconsistency of *disruptive innovation theory* in the findings of this dissertation, the author provides improvements that in the era of disruption requires continuous innovation that focuses on clear policy implementation performance, especially measurements on the dimensions of *policy output*, *policy outcomes* and *program performance indicators* as depicted in Figure 5.2 of the recommendation model., so that the limitations that exist in the two points above do not occur, especially in the public service sector carried out by the government.

The differentiation of disruptive innovation with sustainable innovation can be seen in the table below:

**Table 3 Differentiation of Disruptive Innovation with Sustainable Innovation**

No.	Disruptive Innovation Theory	Continuous Innovation (Writing findings)
1.	The problem is not well understood	The problem is well understood or the <i>policy output</i> is well understood
2.	New market	Existing market or its <i>policy outcome</i> can be measured clearly.
3.	Dramatic innovation and game change	Innovation improves performance. low cost, incremental changes or <i>performance indicators</i> adaptive to needs.
4.	Customers don't know	The party being served is known
5.	Unpredictable market	The target is predictable
6.	Traditional business methods fail	The method is not business-oriented, but good public service.

*Source: Theoretical elaboration with writing findings*

There is a clear differentiation between *disruptive innovation theory* and sustainable innovation (read: writing findings) which focuses on *policy output*, *policy outcomes* and *program performance indicators*, indicating that in the public service sector carried out by the government it is more appropriate to use a sustainable innovation approach based on *policy output*., *clear policy outcomes* and *program performance indicators* (Ripley & Franklin, 1986). Because the changes made are *smooth* so that the problem can be understood well, the intended target is clear, predictable, and conventional patterns that exist in the midst of the public can still go hand in hand (read: empowering), because in the preparation and implementation it is a "sustainability" of existing pattern. However, it is refined with a more deliberative approach, so that the *policy output* and *policy outcomes* are clear so that they measure the indicators or *performance indicators* (Ripley & Franklin, 1986).

As for the *disruptive innovation theory* put forward by Christensen, (1997) it emphasizes dramatic acceleration and rapid changes and targets that are not so clear, causing alienation and "killing" the existing system. Therefore, when *disruptive innovation theory* is applied to the public sector, mainly carried out by the government, it will create uncertainty in the service function, because *disruptive innovation theory* is more market-oriented or has a market paradigm or *New Public Management*, so it needs a touch of *policy output*, *policy outcomes* and *program performance. clear indicators* to be adaptive to public needs. Meanwhile, sustainable innovation (read: writing findings) has a *New Public Service paradigm* because it has clear benchmarks in terms of *policy output*, *policy outcomes* and *program performance indicators*, so that it becomes a deliberative policy innovation.

## B. Practical Implications

Several practical implications that can be presented in this dissertation are: *First*, in deliberative innovation in policy implementation State defense needs to set an ideal goal (*nucleus of innovation*) based on field needs (*milieu of innovation*), so that the policy is deliberative. *Second*, important deliberative innovation pays attention to several things as follows: 1). *Policy output* includes: Policy coverage, policy bias, policy access, and frequency of policies as well as the suitability of activities with needs. 2). *Policy outcomes* include: *short term, medium term* and *long term*. 3). *Program performance indicators* include: The number of actors involved in the implementation action invites many actors, clarity of goals and consistency of intent can be understood as clarity of policy content, development and complexity of the program, participation of all government implementers, and uncontrollable factors that affect implementation.

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