

**CONTINUING MILITARY DOMINANCE IN THE INTERNAL  
SECURITY APPROACH OF POST-AUTHORITARIAN  
INDONESIA, 1998-2008**

**PhD Thesis**

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**Thesis Submitted to Dean Ghazali Shafie Graduate School of Government,  
College of Law, Government and International Studies, Universiti Utara  
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## ABSTRAK

Kajian ini bertujuan untuk mengkaji dominasi secara berterusan oleh pihak Tentera Nasional Indonesia (TNI) dalam menangani isu-isu keselamatan dalam negeri ketika pasca 'Orde Baru' di Indonesia. Dalam usaha untuk mengkaji pengaruh berterusan daripada tentera, kajian ini cuba menyoroti latar belakang sejarah dan situasi angkatan tentera tersebut mulai daripada era demokrasi liberal, era 'demokrasi terpimpin' Sukarno sehinggalah ke era 'Orde Baru' Suharto dan membandingkan peranan doktrin dua fungsi (*dual function*) TNI pada masa lalu dan masa kini. Selain itu, peranan organisasi-organisasi seperti kumpulan masyarakat awam (*civil society groups*), Polis Nasional Indonesia dan elit-elit politik masyarakat awam juga turut dikaji. Kajian ini menggunakan analisa kualitatif dan teori '*principal-agent*' dalam mengenal pasti dan membuat pemetaan sektor keselamatan serta menganalisis kapasiti yang dimiliki oleh pegawai-pegawai keselamatan. Data kajian kualitatif dikumpul menerusi kaedah temu bual dengan para pakar politik, elit politik di parlemen dan kerajaan Indonesia dan juga data sekunder. Dapatan kajian menunjukkan bahawa TNI era pasca Orde Baru masih tetap berpengaruh dan tidak boleh diketepikan terutamanya dalam masalah-masalah keselamatan dalam negeri. Kajian ini juga mendapati bahawa pihak kerajaan masih bertolak ansur terhadap keterlibatan berterusan tentera dalam pendekatan keselamatan dalam negeri kerana mereka mempunyai agenda politik sendiri iaitu untuk menyelamatkan rejim dari ancaman ketidakstabilan politik dan keamanan. Ancaman itu khasnya berasal dari milisia awam, kelompok-kelompok agama radikal dan pengganas yang belum boleh diatasi oleh pihak polis. Berdasarkan kajian ini, pendekatan keselamatan dalam negeri di Indonesia pasca Orde Baru adalah campuran kepentingan politik antara kerajaan dan pihak TNI. Komitmen tentera Indonesia untuk menghilangkan peranan rasmi mereka dalam arena politik dan membangunkan doktrin ketenteraan baru yang bertumpu pada pertahanan luar negeri adalah tidak sepenuh hati dan sekadar untuk memenuhi tuntutan awam dan untuk melindungi kehadiran mereka secara berterusan dalam politik Indonesia. Tesis ini berkesimpulan bahawa toleransi yang lebih besar yang diberikan oleh kerajaan kepada pihak tentera dalam memainkan peranan di sektor bukan pertahanan tidaklah berakar umbi pada faktor budaya dan pengalaman sejarah semata-mata, namun dikaitkan juga dengan kepentingan politik pragmatik kerajaan.

**Kata kunci:** pendekatan keselamatan berasaskan komuniti, doktrin dua fungsi, Tentera Nasional Indonesia, keselamatan dalam negeri, pasca Orde Baru, reformasi sektor keselamatan.

## ABSTRACT

The purpose of this study is to examine the continuing dominance of the Indonesian Military Forces (TNI) in dealing with internal security issues in the post-New Order era in Indonesia. In attempting to investigate the persistent influence of the military, this study traces the history and nature of the TNI from the periods of 'Liberal Democracy', the guided democracy under Sukarno till the 'New Order' under Suharto and compares the roles of the dual function doctrine in Indonesian society as in the past and also in the present. The role of civil society groups, the Indonesian National Police, and the civilian political elites are also discussed. The study employs qualitative analysis and utilizes principal-agent theory in identifying and mapping the security sector and in analyzing the capacities that security personnel have in their relationships. The data for the research was collected through personal in-depth interviews with political experts and political elites in Indonesian parliament and government and through secondary sources. The findings show that the military in the post-New Order remains influential and is not totally excluded from internal security matters. This study also finds that the government still tolerates the continuing involvement of the military in internal security approach because it has political agenda of its own, that is, to secure its regime from threat of political and security instability. The threats originate particularly from civil militia, radical religious groups and terrorists that cannot be handled by the police alone. Based on the study, the internal security approach in the post-New Order Indonesia is developed from a combination of the government's and the Military's political interest. The TNI's commitment in divesting itself from its formal role in politics and in developing a new military doctrine with a focus on external defence, is indeed a half-hearted attempt to tame the public demands and to protect its continuing presence in the Indonesian politics. It concludes that a greater tolerance of the government towards the non-defensive role played by the TNI is not simply rooted into the cultural and historical experiences, but is also linked to the government's pragmatic political interest.

**Keywords:** community based-security approach, dual-function doctrine, Indonesian Military Forces, internal security, post-New Order, security sector reform.

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## LIST OF ABBREVIATIONS

ABRI	Angkatan Bersenjata Republik Indonesia [Indonesian Armed Forces]
AMSI	Asosiasi Manager Security Indonesia [Indonesian Security Manager Association]
Babinsa	Bintara Pembina Desa [Village Development Non-Commissioned Officers]
BAIS	Badan Intelijen Strategis [Strategic Intelligence Agency]
BAKIN	Badan Koordinasi Intelijen Negara [State Intelligence Coordinating Agency]
Banser	Barisan Ansor Serbaguna [the militia attached to the Nahdhatul Ulama]
BIN	Badan Intelijen Nasional [National Intelligence Service]
BKN	Badan Kepolisian Negara [National Police Force]
Brimob	Brigade Mobil [Mobile Brigades]
BTI	Barisan Tani Indonesia [Indonesian Farmer's Front]
CSIS	Centre for Strategic and International Studies
CSOs	Civil Society Organizations
Densus	Detasemen Khusus [Special Detachment]
DKN	Djawatan Kepolisian Negara [Council of State Police]
DOM	Daerah Operasi Militer [Military Operation Zone]
DPR	Dewan Perwakilan Rakyat [People's Representative Council; Indonesia's national parliament]
DPR-GR	Dewan Perwakilan Rakyat-Gotong Rotong [House of Representatives-Mutual Self-help]
FBR	Forum Betawi Rempug [Betawi Brotherhood Forum]
FKB	Fraksi Kebangkitan Bangsa [National Awakening Fraction]
Foreri	Forum Rekonsiliasi Rakyat Irian Jaya [Forum for the Reconciliation of Irian Jaya Society]
FPI	Front Pembela Islam [Islamic Defenders Front]

FPIS	Front Pemuda Islam Surakarta [Islamic Youth Front of Surakarta]
GAM	Gerakan Aceh Merdeka [Free Aceh Movement]
Gerwani	Gerakan Wanita Indonesia [Indonesian Women Movement]
Golkar	Golongan Karya [the Functional Groups]
GPI	Gerakan Pemuda Islam [Islamic Youth Movement]
Hankamnas	Pertahanan Keamanan Nasional [National Defence and Security]
Hankamrata	Pertahanan dan Keamanan Rakyat Semesta [total people's defence]
Hansip	Pertahanan Sipil [Civil Defence]
Hansratnas	Pertahanan Darat Nasional [National Land Defence]
ICITAP	International Criminal Investigative Training Assistance Program
ICRC	International Committee for the Red Cross
INFID	International NGO Forum for Indonesia Development
Inpres	Instruksi Presiden [Presidential Instruction]
IOM	International Organization for Migration
JI	Jemaah Islamiyah
JICA	Japan International Coordination Agency
Kassospol	Kepala Staf Sosial Politik [Chief of the Social and Political staff]
Kaster	Kepala Staf Teritorial [Head of Territorial Staff]
KISDI	Komite Indonesia untuk Solidaritas Dunia Islam [Indonesian Committee for Solidarity of the Islamic World]
KODAHAN	Komando Daerah Pertahanan [Defence Area Commands]
KODAM	Komando Daerah Militer [Regional Military Commands]
KODIM	Komando Distrik Militer [District Military Command]
Komji	Komando Jihad [Jihad Command]
KOMPAK	Komite Mahasiswa Pemuda Anti Kekerasan [Action Committee for Crisis Response]

Kontras	Komisi Untuk Orang Hilang dan Korban Tindak Kekerasan [Commission for Disappearances and Victims of Violence]
Kopassus	Komando Pasukan Khusus [Special Forces Command]
KORAMIL	Komando Rayon Militer [Sub-District Military Command]
KOREM	Komando Resort Militer [Sub-Regional Military Command]
KOSGORO	Koperasi Serba Guna Gotong Royong [Multipurpose Cooperatives for Mutual Assistance]
KPU	Komisi Pemilihan Umum [General Election Commission]
LIPI	Lembaga Ilmu Pengetahuan Indonesia [the Indonesian Science and Research Institute]
LP3ES	Lembaga Penelitian Pendidikan dan Penerangan Ekonomi dan Sosial [Institute for Social and Economic Research, Education and Information]
Mabes POLRI	Markas Besar Kepolisian Republik Indonesia [National Police's headquarters]
MKGR	Musyawaharah Kekeluargaan Gotong Royong [Family Spirit Consultative Councils for Mutual Assistance]
MMI	Majelis Mujahidin Indonesia [Indonesian Mujahedin Council]
MPR	Majelis Permusyawaratan Rakyat [People's Consultative Assembly]
MPRS	Majelis Permusyawaratan Rakyat Sementara [Provisional People's Consultative Assembly]
NASAKOM	Nasionalis, Agama dan Komunis [Nationalists, Religious and Communists]
NGOs	Non Governmental Organizations
NKRI	Negara Kesatuan Republik Indonesia [Unitary State of the Republic of Indonesia]
NU	Nahdhatul Ulama [Revival of the Islamic Scholars]
OKKM	Operasi Keamanan dan Ketertiban Masyarakat [security operations to restore security and public Order]
OKPH	Operasi Pemulihan Keamanan dan Penegakan Hukum [operation for restoring security and upholding the law]
OPM	Organisasi Papua Merdeka [Free Papua Movement]

Opsus	Operasi khusus [special operations]
Pam swakarsa	Pasukan Pengamanan Masyarakat swakarsa ['self-help' civilian guard]
PAN	Partai Amanat Nasional [the National Mandate Party]
PBB	Partai Bulan Bintang [the Crescent Star Party]
PDI	Partai Demokrasi Indonesia [Indonesia Democratic Party]
PDI-P	Partai Demokrasi Indonesia-Perjuangan [Indonesian Democratic Party of Struggle]
PDSP	Penguasa Darurat Sipil Militer Pusat [Commander of National Civil Emergencies]
Pepera	Penentuan Pendapat Rakyat [the People's Act of Free Choice]
Perata	Perang Rakyat Semesta [People's Total War]
PKI	Partai Komunis Indonesia [Indonesian Communist Party]
PKS	Partai Keadilan Sejahtera [the Prosperous Justice Party]
PNI	Partai Nasional Indonesia [Indonesian National Party]
POLDA	Kepolisian Daerah [Regional Police]
Polmas	Pemolisian Masyarakat [Community Policing]
POLRES	Kepolisian Resort [District Police]
POLRI	Kepolisian Republik Indonesia [Indonesian National Police]
POLSEK	Kepolisian Sektor [Sub-district Police]
POLWIL	Kepolisian Wilayah [Sub-regional Police]
PPP	Partai Persatuan Pembangunan [United Development Party]
PR	Pemuda Rakyat [Communist Youth Organization]
PRC	People's Republic of China
PRD	Partai Rakyat Demokrasi [People's Democratic Party]
PRRI/Permesta	Pemerintah Revolusioner Republik Indonesia/ Piagam Perjuangan Semesta Alam [Revolutionary Government of the Republic of Indonesia/ Charter of the Common Struggle]
PSI	Partai Syarekat Islam [Islamic League Party]

PUSHAM UII	Pusat Studi Hak Azasi Manusia Universitas Islam Indonesia [Center for Human Rights Studies of the Indonesian Islamic University]
Ridep	Research Institute for Democracy and Peace
RMS	Republik Maluku Selatan [Republic of the South Moluccas]
RPKAD	Resimen Para Komando Angkatan Darat [the Army Paracommando Regiment]
RRI	Radio Republik Indonesia [Indonesian National Radio Station]
SSR	Security Sector Reform
Supersemar	Surat Perintah Sebelas Maret [the Eleventh of March Governing Letter]
TKR	Tentara Keamanan Rakyat [People Security Army]
TNI	Tentara Nasional Indonesia [Indonesian National Military]
Tritura	Tri Tuntutan Rakyat [Three Demands of the People]
UNHACR	United Nations High Commissioner for Refugees
UNSFIR	United Nations Support Facility for Indonesian Recovery
UUD 1945	Undang Undang Dasar 1945 [the Constitution of 1945]
Wanra	Perlawanan Rakyat [People's Resistance]
Wansospolda	Dewan Sosial Politik Daerah [the Regional Council for Socio-Political Affairs]
Wansospolpus	Dewan Sosial Politik Pusat [the Central Council for Socio-Political Affairs]
YLBHI	Yayasan Lembaga Bantuan Hukum Indonesia [Indonesian Legal Aid Foundation]

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## CHAPTER I

### INTRODUCTION

#### 1.1 Background of the Study

The democratic era after the fall of the New Order in May 1998 has led to a reforming of the internal security approach from Suharto's authoritarian to a democratic approach. The most important aspect of the reform is in the security sector, particularly reformation of the military. The military was very dominant and powerful in determining and maintaining internal security during the New Order era. However, in spite of the strong intentions from the government to bring about the reformation in the military-civilian relations, the role of the military in internal security is still dominant. Hence, the main purpose of the study is to analyze the continuing dominant role of the Indonesian Armed Forces in internal security management during the first decade of the security sector reform program in Indonesia since the fall of Suharto's New Order regime. In addressing this issue, the study focuses on the socio-cultural background of the military, the political interest of the government, and the interplay between the security sector and civilian politicians.

In essence, internal security means regime security or state domestic security, an aim pursued by all types of regime, and most internal security challenges originate from local rebellion (Dasgupta, 2003, p. 22). Internal security is crucial to every country because it determines not only the political stability in a country, but also the survival of a state's political system and sovereignty. The

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#### **List of interviews:**

The author conducted a series of interviews in January-April 2010 with the following persons:

- Bhakti, Ikrar Nusa (Head of the Centre for Political Research at the Indonesian Science and Research Institute, Jakarta). January 12, 2010.
- Choirie, Effendie (deputy chairman of People's representative Council, Committee I on defence, foreign affairs and information). January 26, 2010.

Dede (senior member of Betawi Brotherhood Forum, Jakarta). January 15, 2010.

Djamil, Muhammad Nasir (member of People's Representative Council, Committee III on law and regulation, human rights and security). January 21, 2010.

Eko, Sutoro (the executive director of Institute for Research and Empowerment or IRE, Yogyakarta). April 1, 2010.

Fauzan (senior lecturer at National Development University or Universitas Pembangunan Nasional/UPN in Yogyakarta). April 8, 2010.

Hakim, Nu'man Abdul (member of People's Representative Council, Committee II on domestic governance, regional autonomy, state apparatus and agrarian affairs). January 20, 2010.

Mawardi, Sidi (expert staff of Golkar Party Faction on law and regulation, human rights and security). January 25, 2010.

Muna, Muhammad Riefqi (defence and military analyst from the Indonesian Science and Research Institute, Jakarta). January 14, 2010.

Najib, Muhammad (member of People's representative Council, Committee I on defence, foreign affairs and information. January 20, 2010.

Rahman, Fajrul (executive director of Soegeng Sarjadi School of Government). January 18, 2010.

Sugiono, Muhadi (security and military expert from Gadjah Mada University, Yogyakarta). April 6, 2010.

Syaifudin, Lukman Hakim (deputy speaker of the People's Consultative Assembly or MPR). January 25, 2010.