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THE FUTURE OF THE RESERVE COMPONENT IN THE INDONESIAN ARMY

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THE FUTURE OF RESERVE COMPONENT IN INDONESIAN ARMY

AIM

1. This paper is intended for consideration by the Assistant of the Chief of Staff of Indonesian Army for personnel. The aim of this paper is to highlight the force development's gaps of the Indonesian Army (*Tentara Nasional Indonesia Angkatan Darat/TNI AD*) and recommended that TNI AD should investigate the establishment of reserve capability to provide a more flexible and cost-effective solution.

INTRODUCTION

2. Indonesia adopts the system of people's defense, which means involving all the people of Indonesia.¹ The system is also characterized by its totality and regional-based. Therefore, TNI AD as the largest part of the Indonesian Armed Forces (*Tentara Nasional Indonesia/TNI*) is structured based on a system of regional military commands. Each regional command comprises combat units and territorial units. These territorial units are the main structure of the system and have given a tremendous contribution to the national defense. Retaining this structure using regular force, however, cost a considerable amount of personnel and budget. Restrained by limited defense budget and the priority to modernize the force, the search for more effective and efficient solutions is imminent. Currently, there is a debate about how the reserve components can be implemented in the Indonesian national defense system as part of the solution. The bill is still in the process in the House of Representatives. Thus, it is good to see how another country, such as Canada, establish and employ its

¹ Republic of Indonesia, *Undang-Undang No. 34/2004 tentang Tentara Nasional Indonesia*, Jakarta (2004), article 1 (6). Last accessed 3 Feb, 2016.
http://www.dpr.go.id/dokblog/.../F_20150616_4760.PDF

reserve force while making adjustments in accordance with applicable laws and circumstances specific to Indonesia.

3. In presenting the arguments, the paper will be broken into four sections. The first part will provide the brief overview of Canada's reserve force by highlighting its role and how it is structured and employed. The second part will bring out the urgency of the reserve component in Indonesia. Next, the paper will discuss how the reserve force will be inserted in the TNI AD. At the end, the paper will present few recommendations on how reserve component can be espoused by TNI AD.

DISCUSSION

Overview of Canada's Reserve Force

4. Canada is one of many countries that have established reserve forces in its defense system. Canada's reserve forces have a long history of the Canadian military. They have been involved in almost every task and mission that Canada's military did. How Canada organize and develop its reserves forces can provide ample precious lessons that are useful for TNI AD as a consideration for planning the future establishment of reserves capability in TNI AD.

5. According to Canada's National Defense Act, the reserve force is composed of officers and non-commissioned members who are enrolled for other than continuing, full-time military service when not in active service, generally on a part-time basis.²

6. Canada's Reserve Force is broken down into four sub-elements, i.e. the Primary Reserve; the Supplementary Reserve; the Cadet Instructors' Cadre; and the Canadian Rangers.³ The term reserve in this paper mostly refers to the primary

² Corinne McDonald, "The Canadian Armed Forces: The Role of the Reserves," , 10. Last accessed 3 Feb, 2016. <http://publications.gc.ca/collections/Collection-R/LoPBdP/BP/prb9911-e.htm>

³ David Pratt, *Canada's Citizen Soldiers: A Discussion Paper* (Calgary: Canadian Defence and Foreign Affairs Institute, 2011), 10.

reserve, which is categorized into three classes of service. First, Class A is the shortest service with a maximum continuous duration of 12 consecutive days. Next, Class B requires service of 13 consecutive days or longer in support of Regular and Reserve Force activities. Finally, Class C is full-time reserve service in a Regular Force position, normally for a period in excess of one year, with entitlement to all Regular Force benefits.⁴

7. The Supplementary Reserve comprises officers and non-commissioned members (NCM), who may be retired members of the Regular Force, the Primary Reserve or the Cadet Instructors' Cadre who could be recalled in an emergency.⁵ Civilian specialists are also enrolled when there is a defined need.⁶

8. Canada's Reserve Force has three fundamental roles, which are mobilization, augmentation and community link. These roles can be derived from its near two centuries history. The role of mobilization was prominent in its early day in the mid of 1800s. For example, the number of active Militia, a common name for reserve force in Canada, were expanded to 33,000 by 1886. They served as a deterrent force due to increasing tensions between Britain and America in the civil war.⁷ Another example was in the second Boer War in South Africa. Over 8,000 Militia voluntarily helped the British to win the war. Those men were considered as the first Canada's expeditionary force.⁸ The mobilization role continued in both world wars. The Militia had a great contribution in the Second World War. They grew the Canadian Army from merely 8,000 men to around 830,000 in 1945.⁹

⁴ McDonald, *The Canadian Armed Forces: The Role of the Reserves*, 11.

⁵ *Ibid.*, 14.

⁶ *Ibid.*

⁷ *Ibid.*, 3.

⁸ F. Sauve, "Fully Integrated and Domestically Focused: The Future Canadian Army Reserve" (JCSP Solo Flight Paper, Canadian Force College, 2015), 3.

⁹ *Ibid.*

9. The augmentation role was gradually introduced following the end of the cold war. The concepts of total force, where reserve force are integrated with regular force, are introduced as a solution to the budget constraints to maintain the large standing force. The change in how the threat was perceived at that time, where the nation-to-nation threat was less likely while non-state threats are more possible, added the notion for restructuring armed forces. These backgrounds gave greater emphasize on reserve's role as augmentees, either as individuals or formed groups. For example, between 15 to 20 % of the CF personnel that deployed during operation in the Balkan and Afghanistan were reservists.¹⁰ Along the time, the augmentation role is developing. Nowadays is not only about depth, in term of additional personnel, but also about breadth, in term of skill or capability. Another example from Afghanistan had showed that the reservists were very effective in certain tasks such as the civil-military cooperation (CIMIC) and psychological operations (PSYOPS). Their civilian skill suits better to these new capabilities.¹¹

10. The total force concept is adopted in a more rigorous way in the Canada's Naval and Air reserve. The RCN utilize its reserve for domestic routine operations and sustainment of the force by assigning them to fill specific capability, such as the manning of the Maritime Coastal Defense Vessel (MCDV).¹² On the other hand, the RCAF fully integrates its reservist for almost every task except to fly fighter jets.¹³ The two examples show the significant role of reservist in the total force concept.

11. The last role, probably the most important for Canada nowadays, is community link. Reserve force, especially the land component reserve; act as a bridge that connects the Canadian Forces (CF) with the community at large. Moreover, the

¹⁰ *Ibid.*, 4.

¹¹ *Ibid.*, 5.

¹² McDonald, *The Canadian Armed Forces: The Role of the Reserves*, 12.

¹³ *Ibid.*, 14.

CF's regular force is not large enough to sustain physical presence throughout Canada. Thus, the reserve force is the appropriate representative of CF across Canada. Another reserve force that is unique to this role is the Canadian Rangers. They are vital components for Canada's sovereignty operation in the north and also a suitable means for maintaining relationships with the indigenous people.

12. Based on the roles explained above, there are two concepts for the employment of reserve components, i.e. mass mobilization and total force. In the former concept, reserve element enacts as the ground for mass mobilization when the entire nation needs to be mobilized for war.¹⁴ On the other hand, the latter concept emphasizes the need for the full integration of reserve units and capabilities with their regular counterparts to achieve effective augmentation.¹⁵

The Urgency of Reserve Component in Indonesia

13. There are at least three fundamental reasons that urge the formation of reserve force in Indonesia. First and foremost, the creation of reserve component is a legal requirement. Indonesian Constitution, specifically article 27 and 30 highlights the right and obligation of every Indonesian citizen to participate in the efforts to defend the country.¹⁶ Subsequently, it also emphasizes that the defense and security of the state shall be conducted through the total people's defense system with the Indonesian Armed Forces as the main component and the people as the reserve and support components.¹⁷ These subjects are reaffirmed by the Laws number 3/2002 on the

¹⁴ Pratt, *Canada's Citizen Soldiers: A Discussion Paper*, 46.

¹⁵ Shahryar Pasandideh, "Total Force" Atlantic Council of Canada, Last accessed 3 Feb, 2016. <http://natocouncil.ca/total-force/>.

¹⁶ Republic of Indonesia, *Undang-Undang Dasar 1945*, Article 27 and 30. Last accessed 3 Feb, 2016. http://www.bpk.go.id/assets/files/storage/2013/12/file_storage_1386157387.pdf.

¹⁷ *Ibid.*

National Defense.¹⁸ Both legislations have authorized the establishment of the reserve component. Failed to do so is considered as violating the constitution and the law.

14. Second, the characters of threats are increasingly complex. The global, regional and national dynamics combined with the rapid development of science and technology has created a complex security environment. The threats are no longer linear nor created only by state-on-state conflict. Non-state actors, both internal and external, are constantly imposing threats on Indonesia sovereignty and national interest. In addition, the scopes of the problems are so broad due to the nature of Indonesia's vast territory. These multiform threats and its unpredictable nature are beyond the capability of Indonesian regular force while the scope is stretching its capacity. Therefore, the existence of reserve force is imperative. Reserve force will provide more depth and breadth for the regular force in order to overcome the threats. The regular force will be benefited by the talent and potential residing in the reservists.

15. Indonesian army is restrained with a limited budget while the demand for modernization is inevitable. Most Indonesian Army's main weaponry systems are outdated and desperately need an upgrade. Ironically, fewer portions are allocated for procurement. It is due to the high personnel expenditures, such as salaries, entitlements, pensions, etc., that absorb almost 70 % of the total budget. The best possible options to cope with the problem is by reducing the number of regular force and filling the gaps with reserve force. As once said by General Guy Simmond, "No nation, not even the richest, can afford to maintain continuously 'force in being'

¹⁸ Republic of Indonesia, *Undang-Undang No. 3/2002 tentang Pertahanan Negara*, article 8. Last accessed 3 Feb, 2016. http://www.dpr.go.id/dokjdi/document/uu/UU_2002_3.pdf.

capable of meeting unforeseen emergencies. There must be reserves of partially trained personnel which can be called upon in an emergency.”¹⁹

The Concept of Reserve Forces in the TNI AD

16. The previous sections have briefly overviewed Canada’s reserve forces and then followed by the reasons why Indonesia needs to establish reserve component. Accordingly, this section will present an overview of the concept on how TNI AD should integrate its reserve force. However, the structure and the organization will not be discussed in detail due to the scope of this paper.

17. The recruitment of reservist should be kept on a voluntarily basis. This is considered to be most appropriate and acceptable approach. People of Indonesia have negative perception toward militarization due to unpleasant experiences with the previous military regime. Another reason, Indonesia is not under such threat that required mass or national mobilization in a short period of time, thus there is no requirement to switch into peacetime conscription mode.

18. The creation of the reserve force should be done gradually in accordance with the available budget and resources to ensure a smooth integration of reserve force into the defense system. The priority is to strengthen and support regular forces in border areas and regions that are prone to conflict and natural disaster where the likelihood to employ the reservist to support regular forces operation is quite high. Another priority is to fill in the regular force’s capability gaps. Though reservist can only give part-time service, the skills that they possess could make them better candidates for certain specialized tasks than the regulars. In addition, having specialist reservists are is an economy of effort. The skill can be effectively transferred to the Army, without

¹⁹ Jack English, *The Role of the Militia in Today’s Canadian Forces* (Calgary: Canadian Defence and Foreign Affairs Institute, 2011), 3.

having to spend a vast amount of money on training.²⁰ A bold example is cyber capability.

19. The reserve forces should be amalgamated with the regular forces in the TNI AD under a single chain of command. Mainly the reserve forces will be integrated into the well-established TNI AD's territorial units except for those with specific capabilities that are needed by others regular forces unit. This incorporation will bolster the territorial command structure as envisaged by the people's total defense system. Additionally, the unity of command will simplify and expedites the reservists' administration and force generation process.

20. Operational employment of the reserve force depends on its level of readiness, training, and equipment.²¹ Therefore, to ensure a trained and deployable reserve force at an adequate level of readiness, the reserve, and regular forces are fully integrated under the total force concept. There are two types of integration in the total force concept i.e. personnel augmentation and assignment of specific capabilities. The former can be done through individual or sub-unit augmentees with the consideration that the assigned tasks are commensurate with their level of training, equipment and readiness. The latter means that the reserve force is responsible for providing specific capabilities such as logistics, transport, medical, construction engineering, CIMIC, PSYOPS, cyber, and other specialized capabilities that can be drawn from their civilian skills and experience in support of TNI AD operational objectives.

CONCLUSION

21. This service paper highlighted the force development's gaps of the TNI AD and the urgency of the establishment of reserve capability. The first section provided a

²⁰ Sauve, "Fully Integrated and Domestically Focused . . .", 14.

²¹ *Ibid.*, 13.

review of how Canadian Forces employ their reserves, emphasizing its concept of operational employment and type of tasks which are assigned to the reservist. The second part laid out the urgency of the reserve component in Indonesia's defense system. Thirdly, based on the review on how Canada's reserve force are utilized, possible operational employment concepts and tasks of the TNI AD's reserve were proposed.

22. The major conclusions of this service paper are two-fold. Firstly, Reserve component is urgent because it is a legal requirement; it addresses the current complex threat, and it provides a cost-effective solution. Secondly, the mass mobilization concept seems to fit better with the Indonesian total people's defense system. However, TNI AD needs to move toward the total force employment concept because the integration of regular and reserve force will provide better operational employment of reserve force.

RECOMMENDATION

23. This paper has endorsed the importance of reserve component in Indonesia's defense system. Furthermore, it has underlined the total force concept as the most suitable concept of operational employment of the reserve force, especially by the Indonesian Army. This paper, however, has not discussed several key factors in great detail due to its limited scope. Based on those statements, the following recommendations are proposed.

24. First, The key recommendation is the need for a comprehensive legislation on reserve component. The current legislation draft is not envisaging the role of the reserve component in peace time. Therefore, it is recommended that TNI AD should suggest and puts forward the Total Force concept as the better and more effective

solution compare to the traditional Mass Mobilization concept that is espoused by the current legislation draft.

25. It is recommended that TNI AD's Public Affair should increase public awareness about the urgency and advantages of the reserve component. This public awareness will overcome a number of hurdles and ensure public support for the establishment of the reserve component.

26. It is recommended that TNI AD's should also increase its internal awareness about the urgency and the role of the reserve component. A thorough understanding is needed to ensure successful integration between regular force and reserve force, once the latter officially established.

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