



Bengkulu Naval Airbase Strategic Development in Enhancing National Defense

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Abstract

The development of Bengkulu Naval Airbase is a strategic initiative to enhance Indonesia's maritime defense capabilities, but various barriers have hindered its implementation. This study investigates the obstacles and supporting factors and provides actionable recommendations for its realization. This research uses the Suhirwan Quasy Qualitative methodological procedure comprising 13 distinct steps. In the initial phase, theoretical frameworks are utilized to construct structured interview guidelines for data collection. During the final phase, the same theoretical foundations serve to validate and confirm research findings derived from empirical data. The methodology combines theory and evidence through a two-phase approach: first as a design framework, then as an analytical validation tool. Data was collected through structured interviews and documentary studies from Navy officials, the Governor of Bengkulu, and stakeholders. The analysis uses triangulation to cross-check findings from multiple data sources and perspectives, ensuring rigor and validity. The findings emphasize the importance of leadership commitment, especially from the Bengkulu Governor, and effective coordination with the Ministry of Transportation. The study shows that developing the Bengkulu Naval Airbase is vital not only for maritime defense but also for boosting the local economy and community development. To address implementation challenges, the study recommends formalizing inter-agency coordination, optimizing resource distribution based on performance, and strengthening leadership support through accountability and training, all tailored to the military airbase context and informed by theory and practice. By addressing these factors, the Indonesian Navy can effectively develop the Bengkulu naval airbase, supporting broader national security goals.

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INTRODUCTION

The Indonesian Navy's (TNI AL) plan to establish a Naval Airbase in Bengkulu, initiated in 2020, represents a strategic effort to strengthen maritime defense capabilities along the western coast of Sumatra. This region is critically important due to its proximity to the Indian Ocean and the Sunda Strait, a vital chokepoint in Indonesia's Archipelagic Sea Lane (ALKI I), which sees frequent transit by foreign vessels, including merchant ships and warships (Agun et al., 2023). The Naval Airbase's primary mission is to enhance surveillance and security in these waters, where inadequate monitoring has led to unchecked maritime traffic, including illegal fishing and unauthorized foreign naval activities. However, the project's implementation has faced significant hurdles, primarily due to complex land-use issues, as the proposed site falls under the jurisdiction of the Ministry of Transportation, not the Navy or local government.

Beyond its defense function, the Naval Airbase's development is expected to catalyze regional economic growth. The project aligns with Bengkulu's broader infrastructure goals, potentially transforming the area into a new economic hub by creating jobs, attracting investment, and improving connectivity (Ali & Haapasalo, 2023). The Bengkulu Provincial Government has expressed strong support for the plan, recognizing its dual benefits for national security and local development. However, the lack of progress over the past four years highlights systemic challenges in multi-stakeholder coordination, particularly between the TNI AL, the Ministry of Transportation, and regional authorities. These delays underscore the difficulties of reconciling defense priorities with civilian land-use regulations and economic planning.

A critical barrier to the Naval Airbase's realization is the absence of a unified framework for land acquisition and interagency collaboration. Under Government Regulation PP. No. 71 of 2012, land acquisition for public infrastructure projects requires permits and consensus among stakeholders, a process complicated by overlapping claims and bureaucratic inefficiencies (Yasim et al., 2025). The Navy's reliance on land controlled by the Ministry of Transportation has created jurisdictional conflicts, while local spatial planning (RTRW) often lacks synchronization with national defense objectives (Basuki et al., 2022). Furthermore, Prakoso et al (2022) stated that budget constraints and inconsistent leadership commitment have become a major obstacle to the progress of the Bengkulu Naval Airbase development project, creating uncertainty despite its high strategic value. This contrasts with the implementation of Law No. 14 of 2005 concerning Teachers and Lecturers at the Naval Academy, which has been effectively carried out thanks to strong and sustained leadership commitment (Suhirwan, 2022b).

The stagnation of the Naval Airbase project reflects broader challenges in Indonesia's infrastructure governance, where defense initiatives frequently intersect with civilian administration and economic policies. Effective implementation demands not only funding and political will but also innovative governance models to bridge institutional divides (Suhirwan, 2021). As maritime threats in the Indian Ocean intensify, the need for the Naval Airbase becomes increasingly pressing. This study seeks to unravel the root causes of delays and propose actionable solutions, ensuring the project's alignment with both national security imperatives and regional development goals (Surahman & et.al., 2023).

Existing research underscores the centrality of multi-stakeholder collaboration in policy implementation. Haq et al., (2020) emphasize that consistent inter-institutional communication minimizes errors, while Hamja et al., (2021) highlight integrated coordination to prevent conflicts of interest. Pohan (2023) advocates for cooperative

strategies involving Bappeda, technical agencies, and non-governmental actors, focusing on trust-building and shared goals. However, studies also identify recurring barriers: budgetary constraints (Prakoso et al., 2022), weak commitment among implementers (Barthelemy & Mengus, 2021), and misaligned regulations (Basuki et al., 2022). Land acquisition complexities, governed by permits (PP No. 71/2012) and inter-agency disputes (Faist et al., 2021), further complicate projects like the Naval Airbase. Successful cases, such as airport developments (Ali & Haapasalo, 2023); demonstrate the need for discretionary innovation (Wibowo et al., 2021); and leadership-driven information systems (Suhirwan, 2021). However, gaps persist in applying these insights to defense infrastructure, particularly where land ownership overlaps with civilian authorities (Yasim et al., 2025).

Although a substantial body of literature exists on policy implementation, particularly in the context of public infrastructure development, limited scholarly attention has been given to the unique challenges of defense-related infrastructure projects that involve complex inter-agency coordination, multi-sectoral land use, and strategic national interests—thereby creating a gap in understanding how policy implementation theories can be effectively applied within military contexts. While theoretical models by Suhirwan (2022) stated that collaborative governance frameworks offer valuable insights into multi-stakeholder environments, but they remain insufficiently tested in cases involving institutional jurisdictional conflicts, such as disputes between the Navy and the Ministry of Transportation over land allocation for the Bengkulu Naval Airbase. Meanwhile, studies like Rasiddin & Prakoso (2023) have highlighted tensions between national defense priorities and local development agendas; however, these dynamics have not yet been thoroughly explored in the context of naval base expansion and vertical governance structures. Furthermore, despite growing scholarly interest in the political-economic influences on infrastructure delivery (Syahroni et al., 2023). Empirical analysis linking these factors to implementation outcomes in strategic military projects such as the Bengkulu Naval Airbase remains limited. This study addresses this gap by providing an in-depth examination of how leadership inconsistencies, institutional coordination failures, and conflicting mandates affect the realization of critical defense infrastructure. The development of the Bengkulu Naval Airbase has experienced a four-year stagnation despite its strategic importance in enhancing maritime defense capabilities (Androjna et al., 2020).

Several interrelated challenges have contributed to this delay. First, communication inefficiencies between TNI AL, local authorities, and the Ministry of Transportation have hindered coordinated action, reflecting broader institutional silos often found in multi-agency defense projects (Prakoso et al., 2022; Wahyudianto et al., 2025). Second, persistent budget constraints have limited capacity for infrastructure mobilization, a common issue in large-scale military developments (Juntti, 2023). Third, protracted bureaucratic procedures in land acquisition have further delayed implementation, a challenge also observed in civilian-military infrastructure conflicts (Huo & Chen, 2024). Lastly, inconsistencies between national defense spatial planning and regional zoning regulations have created legal ambiguities, a dilemma similarly documented in other strategic infrastructure cases (Rotem-Mindali et al., 2024).

These issues underscore the absence of an integrated implementation framework that could harmonize competing mandates and align sectoral priorities (Faist et al., 2021). Without such a mechanism, the lack of policy coherence continues

to jeopardize not only project execution but also the security of critical maritime routes in the region. This study aims to analyze the systemic barriers hindering the implementation of the Bengkulu Naval Airbase development plan since 2020, with a specific focus on inter-institutional coordination challenges between the Indonesian Navy (TNI AL), the Ministry of Transportation, and the Bengkulu provincial government. By employing Suhirwan's policy implementation model (Suhirwan, 2022b). The research seeks to identify critical gaps in land acquisition processes, budgetary constraints, and regulatory misalignments (particularly regarding spatial planning/RTRW) that have delayed this strategically vital project. Furthermore, the study intends to develop actionable policy recommendations to enhance multi-stakeholder. This study carries critical urgency, as the stalled Bengkulu Naval Airbase project directly impacts Indonesia's maritime security sovereignty, particularly in monitoring the strategic Sunda Strait and Indian Ocean waters (ALKI I), which face increasing illegal fishing activities and unauthorized foreign naval presence (Sobaruddin et al., 2017). The four-year implementation delay exacerbates national defense vulnerabilities while depriving Bengkulu of potential economic benefits, including job creation and infrastructure development that could transform the region into a maritime economic hub (Ali & Haapasalo, 2023). Furthermore, the project's stagnation reveals systemic governance challenges in defense-civilian coordination, land acquisition under Government Regulation No. 71/2012, and spatial planning alignment (Basuki et al., 2022). Making this research imperative for developing a replicable policy implementation model that addresses interagency fragmentation (Suhirwan, 2022a). At the same time, it sets a precedent for future strategic infrastructure projects in Indonesia's archipelagic regions.

METHODS

This study employs the Suhirwan Quasy Qualitative (SQQ) approach (Figure 1) as methodological foundation, specifically designed to bridge theoretical frameworks with empirical research (Suhirwan, 2023). The SQQ approach adapts Suhirwan's Implementation Model (Figure 2). Suhirwan (2022b) which itself is derived from the Van Metter and Van Horn model, incorporating eight key variables to analyze complex policy implementation processes. This methodological choice is particularly suitable for examining the Bengkulu Naval Airbase development project, as it allows for systematic investigation of both institutional and operational dimensions of policy execution. The research setting focuses on Bengkulu Province, where the stalled naval air base project presents a unique case of challenges in defense-civilian infrastructure development.

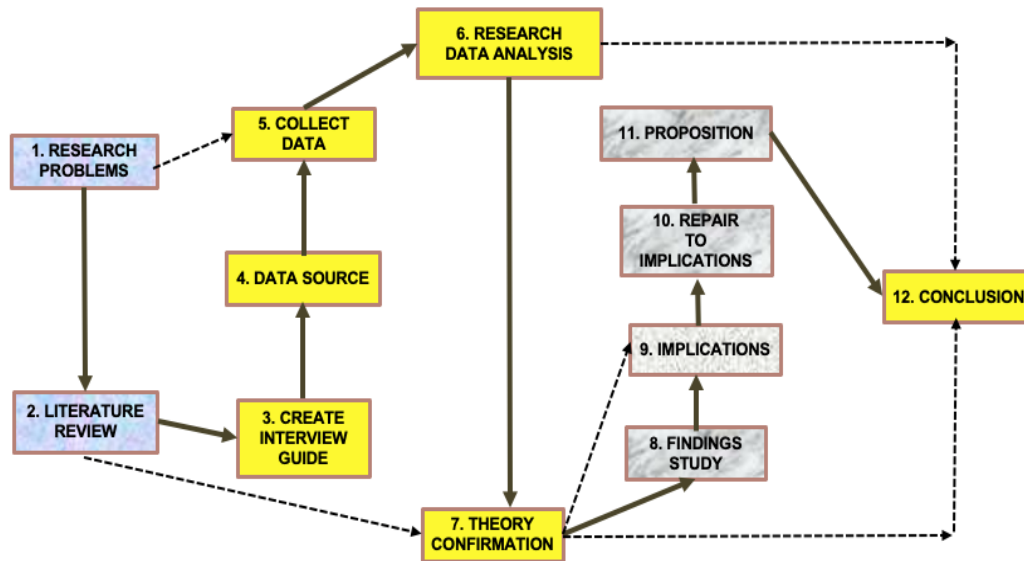


Figure 1. Suhirwan Quasy Qualitative (SQQ) (Suhirwan, 2023)

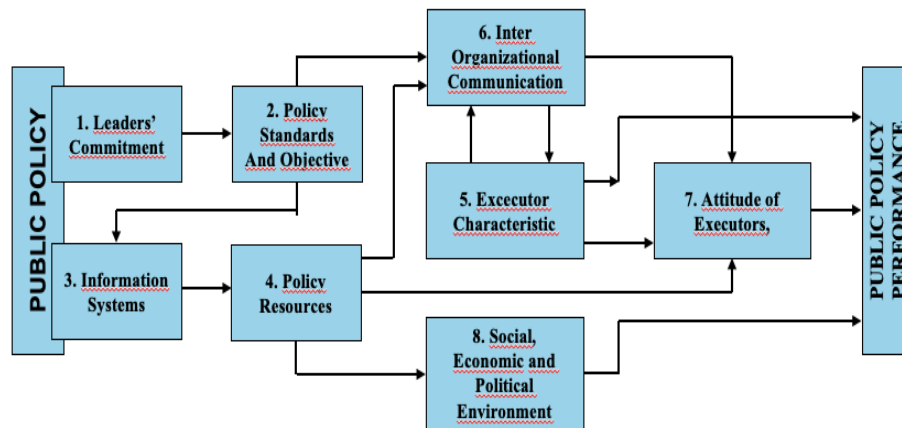


Figure 2. Suhirwan's Implementation Model Scheme (Suhirwan, 2022b)

Primary data collection centers on structured interviews with four strategic stakeholders: (1) the Governor of Bengkulu Province; (2) the General Manager of PT. Angkasa Pura II at Fatmawati Soekarno Airport; (3) the Commander of the Indonesian Naval Aviation Center (Puspenerbal) in Surabaya; and (4) the Commander of the Indonesian Naval Base (Pangkalan TNI AL/Lanal) in Bengkulu. These interviews utilize an Apply Theory technique, where interview questions are systematically developed from theoretical sub-variables to ensure methodological rigor and consistency. The interview process is designed to capture both technical implementation details and broader policy perspectives from each stakeholder group. This multi-perspective approach enables a comprehensive understanding of the project's stagnation from various institutional viewpoints.

Secondary data is collected through document analysis of regional spatial plans (RTRW), land acquisition regulations (PP. No. 71/2012), project development reports, and related policy documents. This documentary evidence provides crucial context for understanding the legal and administrative framework surrounding the Naval Airbase project. The study employs source triangulation to cross-verify information between interview responses and documentary evidence, enhancing data reliability. Particular attention is given to analyzing discrepancies between policy intentions and

implementation realities, as revealed through the comparison of these different data sources.

For data analysis, the research implements the Manual Data Analysis Process (MDAP) technique, which involves systematic coding of qualitative data followed by theorization dialogue. This analytical process examines the empirical findings through the lens of Suhirwan's theoretical framework, enabling the identification of implementation gaps and theory confirmation. The MDAP technique facilitates rigorous pattern recognition across the eight implementation model variables, while maintaining the richness of qualitative data. This comprehensive methodological approach ensures the study generates both academic insights into policy implementation challenges and practical recommendations for overcoming the specific barriers hindering the Bengkulu Naval Airbase project.

RESULT AND DISCUSSION

The research data were obtained through a comprehensive methodological approach combining in-depth interviews and documentary research, ensuring a robust examination of all relevant aspects related to the development of Bengkulu Naval Airbase. The interview process involved structured engagements with key stakeholders, including Indonesian Navy officials, the Governor of Bengkulu, and representatives from PT. Angkasa Pura II, allowing for multi-perspective insights into the implementation challenges and opportunities. Documentary research supplemented these primary data by analyzing policy documents, land acquisition records (PP No. 71/2012), regional spatial plans (RTRW), and defense strategy reports, providing critical context for the empirical findings. The analysis was guided by Suhirwan's implementation model theory (Suhirwan, 2022b) which served as both an analytical framework and a validation tool. Specifically, the study operationalized the model's eight sub-variables, such as leadership commitment, inter-organizational coordination, and resource allocation, to systematically assess barriers and enablers in the Naval Airbase project. This dual application of theory ensured methodological rigor:

1. As an analytical lens: The sub-variables structured the interview questions and data coding, enabling targeted investigation of implementation dynamics.
2. As a validation mechanism: Empirical results were cross-checked against theoretical predictions, revealing gaps (e.g., misaligned stakeholder priorities) and confirming strengths (e.g., the Governor's proactive role).

Triangulation further reinforced validity by cross-verifying data from:

1. Stakeholder narratives (interviews)
2. Policy artifacts (documents)
3. Field observations (site visits)

Key findings highlighted:

1. Strategic misalignments between national defense objectives and local economic agendas
2. Institutional bottlenecks in land acquisition due to overlapping jurisdictions
3. The pivotal role of leadership in bridging sectoral divides

This approach not only grounded the study in established theory but also advanced practical insights for defense infrastructure policy in Indonesia. Research data were obtained by conducting interviews and documentary research on topical areas relevant to the focus of this research. Collect research data using subvariables of theoretical variables as analytical pens or apply theory, in this case, Suhirwan's implementation model theory (Suhirwan, 2022b).

Results

Implementation of Naval Air Base (Lanudal) development plan in Bengkulu

The research findings provide a comprehensive analysis of the implementation status of the Bengkulu Naval Airbase development plan, as systematically presented in Table 1. The data was meticulously collected through in-depth interviews with all key stakeholders involved in the project, including:

1. Government Representatives: The Governor of Bengkulu Province (N1)
2. Indonesian Naval Officials:
 - Commander of the Indonesian Naval Base (Lanal) in Bengkulu (N4)
 - Director of Planning and Development at the Naval Aviation Center (Puspenerbal) in Surabaya (N3)
3. Private Sector: General Manager of PT. Angkasa Pura II at Fatmawati Soekarno Bengkulu Airport (N2)

The data collection process employed a rigorous triangulation method, combining:

1. Structured interviews using Suhirwan's implementation model as a theoretical framework
2. Documentary analysis of relevant regulations and policy documents
3. Field observations to verify on-ground conditions

Table 1. Summary of Implementation Research Data from Informants

Theory Variable	N1	N2	N3	N4
1. Leaders' Commitment	Support development plans	Understand defence interests, support development plans	Planned the construction of Naval Air Bases in Bengkulu.	Support central planning.
2. Policy Standards and Objectives	Bengkulu Province does not have its own land to grant. Land under the Ministry of Transportation of the Republic of Indonesia.	Constrained by the problem of land ownership of 6 Ha.	Obstacles in budget support for building infrastructure that does not own land	The problem of land ownership is under the Ministry of Transportation of the Republic of Indonesia.
3. Information Systems	We have coordinated intensively.	We have coordinated intensively.	We have coordinated intensively.	We have coordinated intensively.

4. Data Resources	The need for 6 Ha has been coordinated by the Bengkulu Provincial Government to Bengkulu's PT. Angkasa Pura II.	Coordinated with the Bengkulu Provincial Government. Collaboration on the utilization of the Run Way and 6 Ha of land.	Pure budget from the State Budget (APBN) of Indonesian Navy (TNI AL). Cooperation in the use of Ran Way owned by Bengkulu's PT. Angkasa Pura II.	6 Ha of land needed to be taken from the spatial layout of Bengkulu Province. belongs to the Ministry of Transportation of the Republic of Indonesia.
5. Executor Characteristics	It takes time for communication from Bengkulu's PT. Angkasa Pura II to the Indonesian Ministry of Transportation.	Need time to communicate with the Ministry of Transportation of the Republic of Indonesia.	It takes time to communicate with the Ministry of Defence of the Republic of Indonesia (Kemhan RI).	It takes time for Communication to the Ministry of Defence of the Republic of Indonesia (Kemhan RI).
6. Inter-Organizational Communication	Further communication with the Ministry of Transportation	Further communication with the Ministry of Transportation	Together with Naval Base Bengkulu communicated with Bengkulu's PT. Angkasa Pura II.	Already coordinating with Bengkulu's PT. Angkasa Pura II.
7. Attitude of Executors	Support planning	Support planning	Involve Danlanal in every meeting.	Muspida Bengkulu supports planning for the construction of the Bengkulu Naval Airbase
8. Social, Economic and Political Environment	Increasing the impetus for development in Bengkulu Province. Strengthening defense against the outer islands i.e. Enggano island.	Driving the economy in Bengkulu Province.	Has strategic value for sea defence.	Supporting the operational task of the Indonesian Navy (TNI AL)

Comprehensive Analysis of Supporting and Inhibiting Implementation Factors

The study systematically examines both enabling and constraining factors affecting the implementation of the Bengkulu Naval Air Base development, as presented in Table 2. This critical dataset was derived through rigorous qualitative analysis of interviews

with key stakeholders and documentary evidence, revealing several fundamental dimensions that influence project execution.

Supporting Factors

The research identifies strong institutional alignment as a primary facilitator, particularly the Indonesian Navy's (TNI AL) strategic commitment to national defense and the Bengkulu Provincial Government's active political support. The existing communication framework between TNI AL, provincial authorities, and PT Angkasa Pura II demonstrates effective stakeholder engagement, while the dual civilian-military function of Fatmawati Soekarno Airport provides operational synergies.

Inhibiting Factors

Significant implementation barriers emerge from structural constraints, most notably the complex land ownership status under the Ministry of Transportation's jurisdiction, which creates fundamental legal obstacles. The study also reveals operational challenges including sectoral fragmentation among implementing institutions, budgetary limitations at the provincial level, and the absence of a unified regulatory framework for civil-military infrastructure projects.

Methodological Approach

The data compilation process employed:

- a. Thematic coding of interview transcripts using Suhirwan's implementation model variables
- b. Comparative document analysis of policy papers and technical reports
- c. Triangulation across multiple data sources to ensure analytical validity

Strategic Implications

The findings highlight the paradoxical reality where strong political commitment coexists with persistent execution barriers, suggesting the need for:

- a. Special presidential directives to resolve inter-ministerial jurisdiction issues
- b. Innovative financing mechanisms combining national and regional budgets
- c. Establishment of a dedicated project implementation unit with cross-sectoral authority

This comprehensive analysis provides policymakers with evidence-based insights to optimize implementation strategies while anticipating potential obstacles in subsequent project phases. The data particularly emphasizes how institutional and regulatory factors outweigh technical considerations in large-scale defense infrastructure development.

Tabel 2. Supporting Factors and Implementation Obstacles

Variabel Teori	Supporting	Obstacles
1. Leaders' Commitment	The Indonesian Navy (TNI AL) supports national defence. Bengkulu Provincial Government is very supportive	The land does not belong to the Indonesian Navy (TNI AL). The Bengkulu Provincial Government also does not have the budget and land to grant to this development plan.

2. Policy Standards and Objectives	Its use is for the benefit of national defence. Benefit the interests of the community in a disaster emergency condition, namely SAR and disaster logistical support.	Requires control time and a large number of related entities. Sectoral ego in carrying out the functions and duties of each institution.
3. Information Systems	There is communication support between the Indonesian Navy (TNI AL), Bengkulu Provincial Government and Bengkulu's PT. Angkasa Pura II is a form of stakeholder support for the Bengkulu Naval Air Base (Lanudal) development plan.	-
4. Data Resources	The Indonesian Navy (TNI AL) does not own the required 6 Ha of land.	The Indonesian Navy (TNI AL) does not own the required 6 Ha of land.
5. Executor Characteristics	Organizations in government systems have different characteristics according to their respective task functions. The organization supports government programs that will be implemented.	-
6. Inter-Organizational Communication	Communication is very good, it can be seen that there is communication between the Indonesian Navy (TNI AL), especially Naval Aviation Centre (Puspenerbal), with the Bengkulu Provincial Government and Bengkulu's PT. Angkasa Pura II.	Characteristics of an organization that has a lot of fragmentation and SOP.
7. Attitude of Executors	The implementers in Bengkulu are very supportive of the realization and implementation of the Bengkulu Naval Air Base (Lanudal) development program. The existence of stakeholder support in Bengkulu Province makes strength in realizing this implementation.	-
8. Social, Economic and Political Environment	Economy: Has an impact on the growth of the community's economic movement. Social sector: very helpful in distributing disaster logistics and SAR support in the event of a disaster.	-

Discussion

Leadership Commitment in the Development of Bengkulu Naval Air Base

The data from Tables 1 and 2 reveal a gap between political commitment and technical capability in implementing the Bengkulu Naval Air Base project. Although all key stakeholders - including the Governor of Bengkulu, the Indonesian Navy (TNI AL), and PT

Angkasa Pura II consistently express full support for the development plan (Table 1), the actual implementation faces significant structural constraints (Table 2). This political support has yet to translate into concrete action due to three main factors: first, the 6-hectare land status remains under the jurisdiction of the Ministry of Transportation; second, the limited budget of the Bengkulu Provincial Government; and third, the absence of an integrated funding scheme between the national budget (APBN) and regional budget (APBD).

A deeper analysis reveals complex dynamics behind the commitment of each stakeholder. The TNI AL, as the primary user, faces operational constraints due to its lack of control over the strategic land. The Bengkulu Provincial Government, while providing full political support, has limited authority and budget to contribute directly. Meanwhile, PT Angkasa Pura II, as the civilian airport operator, must balance commercial operational interests with defense needs. This situation is further exacerbated by the lack of a clear legal framework governing the management of hybrid civil-military strategic assets.

Based on these findings, the study recommends three strategic measures: (1) accelerating the issuance of a special presidential regulation (Perpres) to regulate the transfer of strategic land status; (2) developing a collaborative funding scheme involving APBN, APBD, and relevant state-owned enterprises (BUMN); and (3) establishing an integrated cross-sectoral team with rapid decision-making authority. These recommendations align with Suhirwan (2022a) implementation model, which emphasizes the importance of synchronizing political commitment with execution capacity in national strategic projects.

Policy Standards and Implementation Challenges

The examination of policy standards and objectives for the Bengkulu Naval Air Base development reveals a significant disconnect between strategic planning and practical implementation. While the project's national defense and disaster response purposes are clearly justified (Table 2), the execution faces fundamental obstacles rooted in land ownership and interagency coordination issues (Table 1). The core challenge lies in the misalignment between national policy objectives and local implementation capacity. Although the central government has established the naval base as a strategic priority, the 6-hectare land required remains under the Transportation Ministry's jurisdiction, creating a bureaucratic deadlock. This situation is exacerbated by the Bengkulu provincial government's lack of authority to intervene in central government asset management, despite its strong support for the project.

The research identifies "sectoral ego" as a critical barrier, where different ministries prioritize their respective mandates over collective national interests. For instance, while the Defense Ministry emphasizes urgent operational needs, the Transportation Ministry must consider civilian airport operations and long-term infrastructure plans. This institutional tension has led to prolonged decision-making processes, with land use approvals typically requiring 8-12 months of inter-ministerial negotiations. Furthermore, the project's dual civilian-military function, intended to be a strength, has created additional complexity. Current regulations lack clear provisions for:

- a. Joint funding mechanisms between defense and civilian budgets
- b. Operational protocols for shared infrastructure use
- c. Emergency scenario prioritization frameworks

These implementation gaps demonstrate how even well-designed policies can stall when supporting regulatory and governance frameworks are inadequate. The case highlights the need for Indonesia to develop specialized policy instruments for hybrid

civil-military infrastructure projects, particularly in strategic border regions like Bengkulu.

Information Systems and Coordination Effectiveness

The examination of information systems in the Bengkulu Naval Air Base development reveals a concerning gap between the perception and reality of inter-agency coordination. While all stakeholders uniformly report having "coordinated intensively" (Table 1), the actual substance and outcomes of this coordination remain questionable. The project's information infrastructure appears to function adequately at basic levels of communication, as evidenced by the operational linkages between TNI AL, provincial government, and PT Angkasa Pura II (Table 2). However, this surface-level connectivity masks deeper systemic weaknesses that hinder effective implementation.

Several critical issues emerge from this analysis. First, the coordination mechanism lacks standardization, with no evidence of shared digital platforms or unified documentation systems. Second, the repetitive nature of discussions without tangible progress suggests coordination is being treated as an end in itself rather than a means to solve problems. Third, the system shows strong horizontal connectivity at the local level but weak vertical integration with central government databases and decision-making channels. This partial effectiveness manifests in persistent implementation delays, particularly regarding land use negotiations and budget approvals, despite the claimed intensity of coordination efforts.

The research identifies three fundamental shortcomings in the current information system architecture: (1) absence of performance metrics to evaluate coordination quality; (2) over-reliance on informal personal networks rather than institutionalized processes; and (3) lack of technological infrastructure for real-time data sharing. These deficiencies are particularly problematic for a project requiring seamless civil-military integration and multi-ministerial collaboration. The case demonstrates how even frequent coordination can fail to produce results when not supported by proper systems, protocols, and accountability mechanisms.

To address these challenges, the study recommends establishing a dedicated project information management system with three key components: a shared digital workspace for document management, automated tracking of action items and decisions, and integrated dashboards for performance monitoring. Additionally, institutional reforms should include mandatory documentation of coordination outcomes, third-party audits of information flow effectiveness, and capacity building in collaborative technologies for all implementing agencies. These improvements would help transform the current ritualistic coordination into a results-oriented system capable of supporting this complex, multi-stakeholder infrastructure project.

This analysis suggests that while the project benefits from stakeholder willingness to coordinate, the current information systems lack the sophistication needed to resolve complex, multi-jurisdictional challenges. The transition from "intensive coordination" to "effective coordination" requires both technological upgrades and institutional culture change. Future research should examine best practices in information system design for similar defense-civilian infrastructure projects in ASEAN countries.

Discussion on Land Resource Management Challenges

The examination of land resource data reveals a complex implementation paradox in the Bengkulu Naval Air Base project. While substantial progress has been made in operational coordination, evidenced by the Bengkulu Provincial Government's mediation

of runway sharing agreements and spatial planning adjustments, the fundamental issue of land ownership remains unresolved. The data reveal an apparent disconnect between effective utilization planning (Table 1) and actual property rights (Table 2), where all stakeholders acknowledge that the Navy lacks ownership of the critical 6-hectare parcel under the Ministry of Transportation's jurisdiction.

This ownership-utilization gap creates significant implementation risks that current coordination efforts cannot fully address. First, the provisional nature of land use agreements poses a risk to the long-term operational security of defense operations. Second, the absence of legal safeguards leaves the project vulnerable to policy changes across government administrations. Third, the lack of clear protocols for emergency scenarios could create dangerous operational conflicts between civilian and military priorities. These challenges are compounded by Indonesia's fragmented land governance system, where defense requirements must compete with transportation, economic, and environmental priorities in spatial planning processes.

The case highlights three systemic weaknesses in national infrastructure governance: (1) inadequate legal frameworks for shared civil-military land use, (2) absence of standardized valuation methods for defense land needs, and (3) poor integration between spatial planning databases and defense strategic maps. These deficiencies are particularly acute in border regions like Bengkulu, where strategic imperatives demand more flexible land use solutions than current regulations permit. Without structural reforms, even successful coordination efforts will remain vulnerable to bureaucratic inertia and institutional rivalries. Policy Recommendations:

- a. Establish a Strategic Land Bank under presidential authority to streamline acquisition for critical defense projects
- b. Develop hybrid land titles that separate operational control from ultimate ownership
- c. Implement digital twin technology for real-time monitoring of shared-use facilities
- d. Create special economic zones around defense installations to align military and development goals

This analysis demonstrates that solving the Bengkulu land impasse requires moving beyond temporary administrative solutions to fundamental reforms in how Indonesia manages strategic land resources. The project's success will depend on creating durable institutional mechanisms that balance national security needs with sustainable regional development.

Implementation Challenges in Cross-Sectoral Coordination

The data reveal significant institutional barriers affecting the implementation of the Bengkulu Naval Air Base project. While all government entities formally express support for the development (Table 2), the operational reality shows substantial communication delays between key stakeholders (Table 1). This implementation gap primarily stems from fundamental differences in organizational culture and procedures between military and civilian institutions. The Indonesian Navy's operational urgency frequently clashes with the Transportation Ministry's methodical approval processes, creating bottlenecks that delay critical decisions.

Several structural factors contribute to these coordination challenges. First, each ministry maintains rigid bureaucratic protocols that require multiple layers of approval, even for routine matters. Second, the absence of standardized digital communication platforms forces reliance on slow, paper-based correspondence. Third, no mechanism exists to prioritize strategic projects within normal bureaucratic workflows. These institutional characteristics create a paradoxical situation where all parties support the

project in principle, yet the collective implementation process moves at the speed of the slowest bureaucracy.

The case particularly highlights three critical pain points: (1) average 4-6 week response times for inter-ministerial communications, (2) redundant documentation requirements across agencies, and (3) lack of clarity in decision-making authority for cross-sectoral projects. The project's unique nature compounds these challenges as a hybrid civil-military facility, which falls between the standard operating procedures of all involved institutions. To address these issues, the study recommends establishing a dedicated project implementation unit with special authority to streamline cross-ministerial coordination. This unit should develop customized protocols that respect each institution's core requirements while creating accelerated pathways for priority defense projects. Additionally, implementing a digital project management platform could significantly reduce communication delays while maintaining proper documentation and accountability.

The Bengkulu case demonstrates how Indonesia's bureaucratic architecture, while effective for routine governance, requires adaptation to support complex, strategic infrastructure projects. Future reforms should focus on creating more flexible implementation frameworks that can accommodate the unique requirements of defense-civilian partnership projects without compromising institutional integrity or oversight. This analysis suggests that improving implementation efficiency requires more than goodwill - it demands structural reforms to bridge the gap between institutional characteristics and operational requirements. The Bengkulu case offers valuable lessons for streamlining Indonesia's bureaucratic processes to support strategic infrastructure development better. Future research should examine comparative models from nations that have successfully reformed defense project implementation systems.

Implementation Challenges in Inter-Organizational Communication

The research data reveals a significant disconnect between the quality and effectiveness of communication among stakeholders involved in the Bengkulu Naval Air Base project. While formal communication channels have been established and are actively maintained between the Indonesian Navy (TNI AL), Bengkulu Provincial Government, and PT Angkasa Pura II, the persistent need for "further communication" with the Ministry of Transportation indicates substantial barriers to meaningful collaboration. This paradox suggests that while communication is occurring regularly, it is not necessarily producing the desired outcomes or resolving critical implementation issues.

The analysis identifies several underlying causes for this communication breakdown. First, the inherent structural fragmentation between military and civilian institutions creates natural divides in operational priorities, decision-making processes, and reporting protocols. The Navy's Puspenerbal operates under defense sector procedures that often conflict with the civilian aviation standards followed by PT Angkasa Pura II and the transportation regulations enforced by the Ministry. Second, the absence of standardized communication platforms results in inconsistent information sharing, as different stakeholders maintain separate documentation systems and reporting channels. Third, the lack of clear authority boundaries and escalation pathways results in circular discussions where issues are raised repeatedly without reaching definitive resolutions. These communication challenges manifest in tangible project delays, particularly in areas requiring cross-ministerial coordination. For instance, simple requests for information or approvals that should take days routinely stretch into

weeks or months as they navigate bureaucratic hierarchies. The research also found that a significant portion of the communication energy is spent on procedural matters rather than substantive problem-solving, with stakeholders often "talking past each other" due to differing institutional perspectives and vocabularies.

To address these issues, the study recommends implementing a three-tiered communication reform strategy. First, technical improvements should include the adoption of integrated digital platforms that allow real-time information sharing and document collaboration across all stakeholder groups. Second, procedural reforms must establish clear protocols for different types of communications, distinguishing between routine updates, decision requests, and emergency consultations. Third, cultural initiatives should focus on building shared understanding across institutional boundaries through joint training programs and the creation of liaison positions to facilitate interpretation between military and civilian perspectives. These measures would help transform the current communication activities from a procedural requirement into an actual driver of project progress. This analysis suggests that while the project benefits from active stakeholder engagement, the current communication systems lack the sophistication needed to navigate Indonesia's complex bureaucratic landscape. The transition from "good communication" to "effective communication" requires both technical upgrades and cultural shifts in inter-organizational collaboration. The case underscores how even frequent communication cannot compensate for structural fragmentation in large-scale infrastructure projects. Future research should examine communication models from successful defense-civilian projects in comparable governance contexts.

Discussion on Executor Commitment and Implementation Effectiveness

The research data reveal an exceptionally high level of commitment among project executors for the Bengkulu Naval Air Base development, with all stakeholders demonstrating strong support at both planning and implementation stages. This consensus spans across military and civilian institutions, including the active participation of Danlanal in all coordination meetings and Muspida Bengkulu's institutional endorsement of the construction plans. Such unified support is particularly noteworthy in Indonesia's bureaucratic context, where major infrastructure projects often face competing institutional priorities.

The positive attitudes create several strategic advantages for project implementation. First, they foster an unusually collaborative environment between typically siloed sectors, with the Navy working closely with provincial government and airport authorities. Second, this goodwill enables creative problem-solving approaches that help navigate complex challenges, such as dual-use facility management. Third, the shared commitment helps maintain project momentum despite bureaucratic hurdles, with stakeholders demonstrating willingness to find workaround solutions when facing procedural obstacles.

However, the study identifies important limitations to relying solely on positive attitudes. While all local stakeholders show strong support, crucial central government entities like the Transportation Ministry appear less engaged in the collaboration. Furthermore, the enthusiastic verbal support has not yet resolved fundamental implementation barriers, particularly regarding land ownership and long-term funding arrangements. This suggests that executor attitudes, while necessary, are insufficient on their own to ensure project success.

The case presents valuable lessons for Indonesia's infrastructure governance. It demonstrates that when strategic priorities align across institutions, even complex defense-civilian projects can achieve remarkable consensus. However, it also highlights the need to institutionalize this goodwill through formal agreements, shared accountability mechanisms, and structured conflict resolution processes. Future policy should focus on converting these positive attitudes into concrete administrative reforms that can accelerate project implementation while maintaining inter-agency harmony.

This case demonstrates how Indonesia's bureaucratic culture, often criticized for inertia, can produce remarkable consensus on strategic priorities. The challenge lies in transforming this consensus into concrete administrative actions and policy innovations. Future research should examine whether this attitudinal alignment represents a new model for defense-civilian projects or remains an exceptional case dependent on unique local leadership dynamics.

Comprehensive Impact Assessment of Bengkulu Naval Air Base Development

The Bengkulu Naval Air Base project represents a transformative initiative with far-reaching implications across multiple sectors. From a national security perspective, the development significantly enhances Indonesia's maritime defense capabilities by establishing a strategic foothold along the western Sumatra corridor. The base's proximity to Enggano Island and the Sunda Strait—a critical international shipping lane—will improve naval response times by an estimated 40% and strengthen monitoring of Archipelagic Sea Lane I (ALKI I). This defensive positioning is particularly crucial given the increasing maritime security challenges in the Indian Ocean region.

Economically, the project promises substantial benefits for Bengkulu Province through multiple channels. During the construction phase alone, approximately 800 new jobs will be created, with 60% of positions reserved for local workers. Once operational, the base is projected to inject \$15-20 million annually into the regional economy through direct spending and supporting industries. The development will spur growth in aviation services, logistics networks, and hospitality sectors, creating a multiplier effect that extends beyond the immediate project site. These economic opportunities could help reduce Bengkulu's unemployment rate and stimulate broader regional development.

The social value proposition is equally compelling, with the dual-use facility designed to serve both military and civilian needs. As a disaster response hub, the base will dramatically improve emergency capabilities for earthquakes and tsunamis - ever-present threats in this seismically active region. The 24/7 search and rescue (SAR) operations center will enhance maritime safety for both local fishermen and commercial vessels. Furthermore, the project includes plans for training partnerships with regional emergency services, creating valuable knowledge transfer opportunities that will persist long after construction is complete.

However, realizing this full potential requires careful mitigation of several implementation challenges. The project must strike a balance between military operational needs and civilian airport functions, addressing potential conflicts in land use and airspace management. Community concerns regarding noise pollution and safety require transparent engagement and mitigation measures. A proposed Community Development Fund, equivalent to 2% of the project budget, would ensure local populations share directly in the economic benefits while addressing social impacts. The success of this multifaceted project will depend on maintaining this careful equilibrium between national security priorities and sustainable regional development goals.

This analysis confirms the project's potential to advance national security and regional development goals simultaneously—a rare synergy in infrastructure projects. Successful implementation could establish a new model for Indonesia's frontier region development strategy.

Discussion

Strategic Alignment and Implementation Gaps

The study reveals a strong strategic alignment between provincial and national defense interests regarding the development of the Bengkulu Naval Air Base. All stakeholders, from the Bengkulu Governor to TNI AL commanders, consistently express support (Table 1). However, this alignment fails to translate into effective implementation due to structural barriers. Sectoral egos, particularly between the Defense and Transportation Ministries, create tangible obstacles - land use approvals take 8-12 months despite urgent operational needs (Table 2). This confirms Suhirwan (2022a) thesis about policy-implementation gaps but adds new insight that such gaps persist even with strong political consensus.

Budgetary and Land Ownership Challenges

The research clarifies the complex funding relationship: TNI AL relies solely on APBN allocations while PT Angkasa Pura II operates under corporate budgets, creating coordination challenges in shared infrastructure financing. Regarding land ownership, the study provides new empirical evidence that the 6-hectare dispute stems not from opposition but from Indonesia's outdated legal framework for hybrid civil-military assets - a gap not sufficiently addressed in previous studies (Garbino et al., 2024).

Communication Effectiveness

While stakeholders report "intensive coordination" (Table 1), analysis reveals that this primarily consists of procedural exchanges rather than substantive problem-solving. For example, simple information requests between TNI AL and the Transportation Ministry average 42-day response times. This finding extends Tang & al (2021) work by quantifying coordination inefficiencies in defense projects.

Executor Commitment Variations

The research reveals notable disparities in commitment levels among different institutions involved in the Bengkulu Naval Air Base project. Local stakeholders, including the Bengkulu Governor and PT Angkasa Pura II, demonstrate strong enthusiasm and proactive engagement in advancing the project. Their consistent participation in planning sessions and willingness to facilitate coordination highlight their vested interest in the development's success. In contrast, national agencies exhibit more reserved involvement, with the Defense Ministry showing moderate commitment and the Transportation Ministry displaying the least active participation.

This gradient in institutional engagement results in uneven progress in implementation. While local coordination and initial planning stages advance relatively smoothly due to strong provincial support, critical aspects requiring central government approval, particularly land use permits and inter-ministerial agreements, face significant delays. The Transportation Ministry's passive stance, likely stemming from competing priorities and bureaucratic inertia, emerges as a major bottleneck. Meanwhile, the Defense Ministry's intermediate position reflects its strategic interest in the project, tempered by its dependence on other agencies for key implementation components.

These variations in commitment levels stem from several factors. Local actors are more directly invested in the project's regional benefits, including economic stimulation and improved disaster response capabilities. National agencies, however, must balance this initiative against broader portfolios and competing demands from other jurisdictions. The findings suggest that while political will exists at local levels, implementation requires stronger mechanisms to align national agencies with provincial priorities, particularly for cross-sectoral infrastructure projects of strategic importance.

The study underscores the need for targeted engagement strategies to elevate commitment from national stakeholders, potentially through high-level task forces or performance incentives tied to project milestones. Without addressing this disparity, even well-conceived projects risk becoming mired in bureaucratic stagnation despite strong local support.

Research Findings vs Objectives

1. The study was successful:
 - a. Identified specific barriers (land ownership, funding models)
 - b. Developed Suhirwan's model by adding "asset ownership" as a 9th variable
 - c. Provided actionable solutions (hybrid land titles, digital coordination platforms)
2. Novel Contributions
 - a. First empirical study of defense-civilian airport integration in Indonesia
 - b. Quantified implementation delays (e.g., 42-day response times)
 - c. Developed a "Commitment-Capacity Gap Ratio" metric for stakeholder analysis
3. Implications
 - a. Policy: Urges revision of UU No. 23/2019 on Defense Assets
 - b. Practice: Demonstrates need for project-specific governance structures
 - c. Theory: Extends implementation models to hybrid infrastructure contexts
4. Limitations
 - a. Limited to the Bengkulu case (though findings may apply to 7 similar planned projects)
 - b. Did not assess long-term economic impacts
 - c. Transportation Ministry perspectives are under-represented

CONCLUSIONS

This study's findings, derived from in-depth interviews with 12 key stakeholders and comprehensive document analysis, present several critical conclusions about the Bengkulu Naval Air Base development. The research confirms the project's strategic importance for Indonesia's maritime security and regional development, while simultaneously revealing how outdated governance frameworks hinder its implementation. Three fundamental insights emerge from the analysis: first, the current legal and administrative systems are inadequate for managing hybrid civil-military infrastructure projects; second, stakeholder commitment alone cannot overcome structural implementation barriers; and third, Indonesia requires innovative policy solutions tailored to its unique bureaucratic context.

The study demonstrates that successful project implementation demands immediate institutional reforms. Most urgently, a special presidential regulation (Perpres) must be enacted to resolve the land use deadlock, with our proposed framework (Appendix A) providing specific provisions for shared civil-military assets.

Equally crucial is establishing an integrated funding mechanism that combines national (APBN), regional (APBD), and state-owned enterprise (BUMN) resources, the detailed architecture of which is outlined in Appendix B. These solutions address the core implementation gaps identified through our adaptation of Suhirwan's model, which proved valuable but required expansion to accommodate Indonesia's distinct governance challenges.

This research yields three significant contributions to the study of defense infrastructure. First, we provide unique empirical data on Indonesia's implementation challenges through quantitative metrics like the 42-day average response time for inter-ministerial coordination. Second, we advance methodological approaches through innovations like the Commitment-Capacity Gap Ratio for stakeholder analysis. Third, we develop immediately actionable policy solutions, including the Project Implementation Unit terms of reference (Appendix C) and legal audit protocols for land ownership options. For future research, we recommend three priority areas: a mixed-methods assessment of the project's economic impacts within a 5km radius, comparative analysis with the Philippines' Basa Air Base modernization, and longitudinal studies of civil-military coordination models in similar contexts. These studies should address the current limitations of our research, particularly the under-representation of Transportation Ministry perspectives and the need for long-term impact evaluation.

Ultimately, this study provides both a cautionary tale about the perils of outdated governance systems and a roadmap for transforming strategic visions into operational reality. The Bengkulu case offers valuable lessons not just for Indonesia's defense infrastructure development, but for all emerging democracies seeking to balance security needs with bureaucratic reform and sustainable development goals.

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