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Management of Regional Community Mobilization During Mobilization and War Emergency Conditions in Facing Hybrid Threats

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Abstract

The implementation of national defense is guided by the Total People's Defense and Security System, involving all citizens, territories, and other national resources. As a universal defense system, its management inherently incorporates characteristics of totality and inclusivity. Utilizing a qualitative research method with a literature study approach and SWOT analysis tools, this study examines the significance of the government's role in expanding public participation in national defense efforts. Theoretical frameworks and statutory provisions—specifically the Implementing Regulations of Law Number 23 of 2019 concerning the Management of National Resources for National Defense—are employed as analytical instruments to evaluate managerial roles in preparing citizens for mobilization and wartime emergencies, particularly in addressing the challenges of Hybrid Threats. The findings conclude that strategic national defense management efforts, such as the formation of the Reserve Component, mobilization protocols, and the cultivation of State Defense Awareness (Bela Negara), are instrumental in mitigating the hybrid threats.

Keywords: Mobilization, War Emergency, Hybrid Warfare .

INTRODUCTION

The contemporary threat landscape has become increasingly complex in terms of threat sources, impacts, and response mechanisms. As a nation occupying a strategic geographical position and holding significant political and military influence both regionally and internationally, Indonesia has established a National Defense System complete with supporting regulations and

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relevant stakeholders. As outlined in the Indonesian Defense White Paper (2019), the national defense system is designed to manage and leverage all potential national resources to counter various forms of threats through the following mechanisms:

a. The national defense system against military threats positions the Indonesian National Armed Forces (Tentara Nasional Indonesia) as the "main component," supported by the "reserve component" and the "supporting component."

b. The national defense system against non-military threats positions non-defense government agencies as the primary element, tailored to the specific form and nature of the threat encountered, supported by other national capacity elements.

c. The national defense system against hybrid threats operates through a military defense framework supported by non-military defense capabilities.

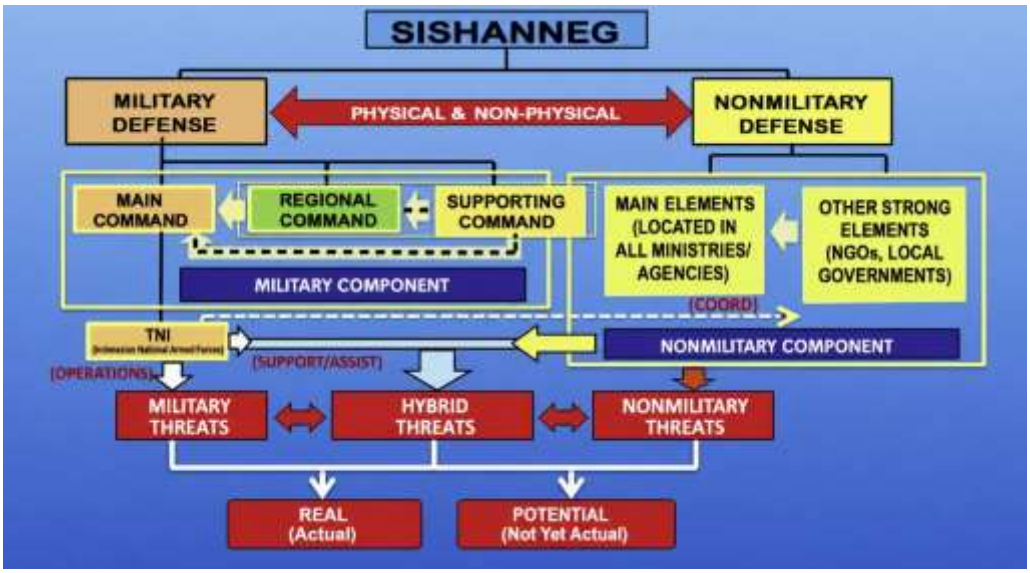


Figure 1. National Defense System Architecture

Source: Defense White Paper, Ministry of Defense of the Republic of Indonesia (2015)

Regional communities constitute an integral element of the Reserve Component, serving as national resources prepared for deployment through mobilization to expand and reinforce the power and capabilities of the Main Component, namely the Indonesian National Armed Forces (TNI). The Reserve Component comprises citizens, natural resources, artificial resources, and national infrastructure. The establishment of the Reserve Component from citizen elements is categorized into three service branches: Army, Navy, and Air Force reserves. Their active duty period is enforced during refresher training and/or mobilization (Tippe, 2017).

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To anticipate these evolving dynamics particularly regarding the escalation of complex threat vectorsan effective community mobilization management framework requires close synergy among the TNI, the Indonesian National Police (Polri), and local governments. Under heightened vulnerability, peaceful conditions can rapidly deteriorate into a state of war. Modern escalation tactics encompass propaganda campaigns, infiltration, and political-military maneuvers, utilizing mechanisms ranging from conventional methods to cutting-edge technologies. This demonstrates that threats and security disruptions can manifest in highly complex forms, whether as deliberate, planned operations or as naturally occurring events, directly impacting national economic stability and security.

Threat escalation dictates the mobilization protocols designed to counter these risks, including the structured phases required to address specific threat profiles (Defense Doctrine Concept Task Force, 2022). The community mobilization framework underscores that regardless of the threat spectrum or operational disruption, the primary objective remains the safeguarding of state sovereignty, territorial integrity, and national safety. Accordingly, mobilization strategies adapt dynamically to evolving threat levels across military, non-military, and hybrid threat escalations.

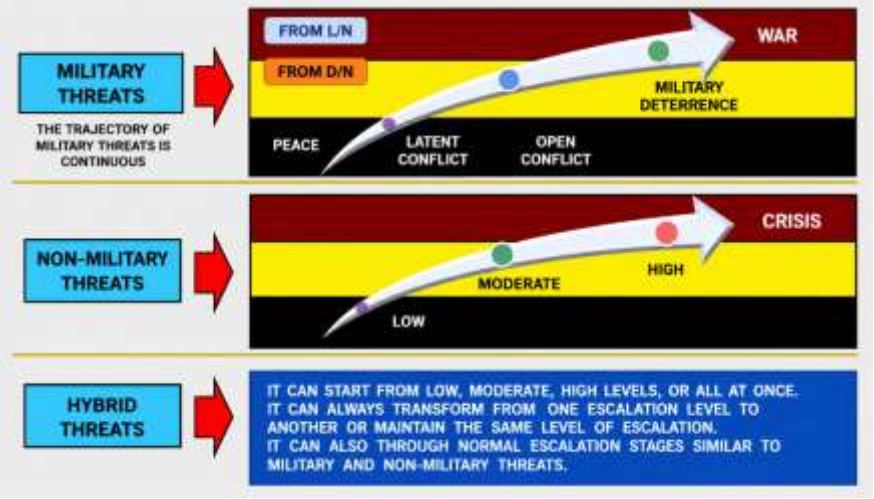


Figure 2. Threat Escalation

Source: The 21st Century Sishankamrata Document, Ministry of Defense of the Republic of Indonesia (2021)

Based on Asmoro (2022), the breakdown of the Escalation of Threats, as illustrated in the

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21st Century Sishankamrata Document by the Ministry of Defense of the Republic of Indonesia (Kemhan RI), increasingly demonstrates that while the escalation pattern of Hybrid Threats is relatively similar to that of Military and Non-military Threats, under certain conditions, it can bypass the normal escalation stages observed in the latter two. Hybrid Threats do not always emerge abruptly at the peak of escalation. Instead, the escalation adapts to the evolving threat dynamics, which are managed through designated states of emergency within both military and non-military threat escalation frameworks.

This phenomenon implies that in addressing Hybrid Threats, the involved entities are inherently complex, blurring the clear distinction between military and civilian roles. Consequently, local governments play a crucial role in mitigating Hybrid Threats across various dimensions, including ideology, politics, economics, socio-culture, and defense. According to Asmoro, the objective of hybrid warfare is to win a conclusive campaign through the deployment of force or to prepare decisive military actions to achieve its ultimate goal. A general characteristic of this new form of threat or warfare is its asymmetric patterns, translated into strategic management of forces and operations down to the tactical level, to create ambiguity regarding whether the deployed forces and methods are genuinely under the command authority of a specific entity. Therefore, achieving the desired influence necessitates strategic communication messaging across all media, making hybrid threats heavily identical to Information Operations, Psychological Warfare, and Cyber Warfare. The manifestation of military defense patterns in confronting hybrid threats must be explicitly delineated in Indonesian legislation. This aligns with the defense approach of the Indonesian National Armed Forces (TNI) as the primary component in realizing the national security system.

Hybrid threats should serve as a key variable in projecting basic doctrine, ensuring that tactical/operational response measures within military defense patterns align with established policies. If the Ministry of Defense does not take the initiative to conduct studies and recalibrate the fundamental doctrine namely the National Defense Doctrine it is certain that all subordinate doctrines will remain unchanged. Kemhan's strategic policies consistently carry implications for the four primary pillars of understanding hybrid threats: Actors (state and non-state), Tools (a combination of instruments, means, and techniques), Domains (target spaces targeted by actors), and Phases, which comprise Priming (where targets voluntarily make hazardous choices and decisions), Destabilization (activities pushing the boundaries of acceptable and unacceptable, as well as legal and illegal actions), and Coercion.

The dynamic evolution of the strategic context and environment continuously shifts the

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complex threat spectrum, directly impacting national defense. Threat complexity is categorized into multidimensional patterns and types, consisting of military, non-military, and hybrid threats, which can be further classified as actual and potential threats. Consequently, future national defense demands the integration of military and non-military defense through concerted efforts to build robust, respected defense capabilities with high deterrence power.

Table 1. The Nature, Characteristics, and Selected Typologies of Hybrid Threats Over Time

NO	SEVERAL TYPES OF HYBRID THREATS	CHARACTERISTICS	TIME PERIOD
1.	Cyber Threats	Threaten and compromise the **Confidentiality, Integrity, and Availability** (CIA) of an information technology/computer system.	Morris Worm (1988), Cyber Propaganda in Chechnya (1990), Kosovo Military Attack (1999), Middle Eastern Economic Attacks (2000), Hacking Incidents in China and the United States (2001), Estonia Cyberattacks (2007), Georgia Botnet (2008), Stuxnet Worm in Iran & Indonesia (2010), Cyberattacks in Canada (2011), and Red October (2012).
2.	Terrorism	**Economic Terror and Inequality** (Welfare Disparity, Ethnicity, Religion, Race, and Intergroup Relations [SARA], Power Distribution, and Territorial Division) & Political Terrorism (State Terrorism).	Early Terrorism or Traditional Terrorism (before the 19th century): interethnic wars, struggles for power, territory, or property (Zealots, Roman Occupation of Palestine by J. Flavius, Order of the Assassins, Hasan-i Sabbah, Napoleon's Wars, and the assassination of Franz Ferdinand in 1914). Modern Terrorism (late 19th to early 21st century): 1960s–1970s, responses to political, economic, and social injustice (fanaticism); 1980s–1990s, responses to political, economic, and social injustice, including the

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			emergence of right-wing extremism, ethnic minorities, former IMRO in Macedonia, and Armenian terrorists against Turkey.
3.	Insurgency	Overthrowing a legitimate government through subversive actions and armed conflict.	A wide range of violent extremist groups: Neo-Nazis, Animal Rights & Eco-Terrorism Extremism, Black Separatist Extremism, Militia Extremism, Sovereign Citizen Extremism, and Al-Qaeda & ISIS-inspired groups.

Source: Widodo (2021), Irregular Warfare

In confronting hybrid threats, Indonesia employs a military defense posture supported by non-military defense capabilities integrated into the Supporting Components (Komponen Pendukung), in accordance with the nature and escalation of the emerging threats. Incrementally, Indonesia must enhance its national defense capabilities and deterrence power by developing a comprehensive posture capable of addressing all forms, attributes, and characteristics of hybrid threats, as partially outlined in the table. This is aligned with the national defense policy, which is synchronized with national development, including the development of border regions and outermost small islands, to establish a reliable national defense posture.

RESEARCH METHODOLOGY

SWOT analysis is a strategic planning technique useful for evaluating Strengths, Weaknesses, Opportunities, and Threats to determine an effective strategy. The SWOT analysis method serves as an appropriate tool for identifying problems from four distinct perspectives (Humphrey, 2005). Practically, these four dimensions encompass:

a. How strengths can leverage existing opportunities.
b. How to address weaknesses that hinder potential gains.
c. How strengths can mitigate existing threats.
d. How to address weaknesses that could exacerbate threats or generate new ones.

As part of the SWOT analysis process, it is essential to identify internal and external factors that will subsequently influence strategy formulation. A literature review stage was also

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conducted to strengthen data validity and reliability, ensuring compliance with qualitative research standards based on the principles of Credibility, Transferability, Dependability, and Confirmability. To further enhance data accuracy and credibility, a triangulation process was incorporated, encompassing source, technique, and time triangulation (Creswell & Poth, 2018).

The collected data were subsequently analyzed using SWOT Analysis (Strengths, Weaknesses, Opportunities, Threats). This analytical tool was utilized to map the internal strengths and weaknesses of regional defense management, such as human resource readiness and regulatory infrastructure, as well as external opportunities and threats arising from the non-linear and multidimensional characteristics of hybrid warfare. Through the synthesis of the literature review and the SWOT matrix, this study formulates practical managerial strategies to prepare citizen components to respond effectively to emergency situations.

RESULTS AND DISCUSSION

A. Identification of Internal Factors

The national defense principles established in 2021, which specifically regulate the development of defense reserves and national logistics, reflect a strong state commitment to enhancing a more comprehensive defense system. Indonesia's population growth, which reached 270 million in 2020, represents a distinct intrinsic strength among internal factors. This strength is further amplified as the demographic dividend arrives earlier than expected. The rapid increase in the working-age population has outpaced government projections; by September 2020, individuals aged 15–64 accounted for 70.7% of Indonesia's total population, or approximately 191 million people. Crucially, the demographic dividend should not be viewed solely through the lens of fulfilling working-age labor force demands. The potential of citizens within this productive age bracket can provide a significant stimulus to national defense, including in countering various forms of threats, particularly Hybrid Threats.

Such a vast population, when effectively mobilized as a defense resource, fosters a deeply ingrained sense of civic consciousness, thereby cultivating a conducive environment across all regions of the country. Citizen awareness generates a robust national defense when the National Defense System is effectively implemented in synergy with national development programs. This strategic alignment is believed to establish more stable national security, safeguarding the nation against various forms of conflict, particularly those threatening national disintegration.

The internalization of state defense values (bela negara), executed through government-designed programs, will become increasingly recognized by society as public education levels

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continue to advance. This represents a distinct strategic strength, particularly as the government currently seeks to promote defense resource development through recruitment integrated into the national education system. Developing human resources with a profound understanding of national defense values relies heavily on a supportive political system that fosters national intellect as the vanguard for implementing defense values. The external and internal factor matrices derived from the SWOT analysis are presented in the figure below.

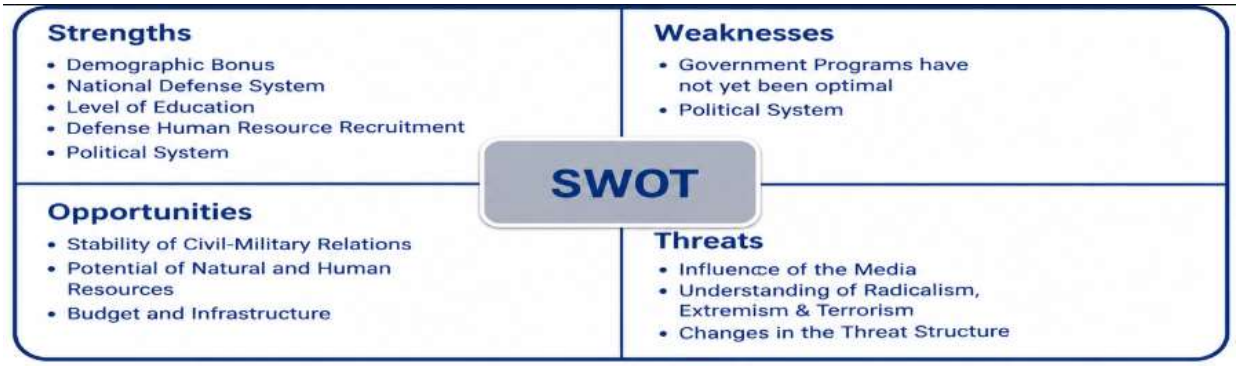


Figure 3. Matriks SWOT

Source: Adapted from Humphrey (2015), SWOT Analysis for Management Consulting, processed by the author(s)

B. Identification of External Factors

Concurrently with strategies for empowering national defense human resources, the ongoing challenges and obstacles remain inextricably linked to external factors regarding Opportunities and Threats. The most evident opportunity lies in the potential to continuously strengthen stable civil-military relations. This is particularly relevant as a robust National Defense System must effectively harmonize civil-military interaction in managing both natural and artificial resource potentials. Furthermore, an administration period that increasingly emphasizes economic development opens substantial opportunities for enhancing the quality and quantity of infrastructure and public facilities, particularly those supporting the development of the national defense posture.

As a nation transitioning through a democratic era characterized by openness, Indonesia actively promotes media freedom in disseminating various forms of information. However, the most significant adverse consequence of this press freedom and openness is the heightened vulnerability of the public to accessing and absorbing content related to Radicalism, Extremism,

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and Terrorism (RET). The proliferation of RET influences has concurrently fostered the emergence of novel threat paradigms, notably Hybrid Threats. This threat structure inherently originates from a combination of two previously recognized conventional threat modalities: Military Threats and Non-military Threats. Indeed, the root of Hybrid Threats is deeply intertwined with the spread of RET ideologies within society, which continue to evolve into increasingly complex threat structures, including cyber threats, terrorism, and insurgency.

C. Strategy Formulation

The advent of hybrid warfare differs significantly from traditional warfare in terms of both actors and objectives, operationally employing diverse strategies and operational modes. In sharing features with broader conflict spectrums, hybrid warfare is characterized as Irregular Warfare, where such irregularity stems from the utilization of non-military forces to achieve specific objectives related to the control of state sovereignty. According to Danyk et al. (2017), to counter this threat, nations generally deploy special forces, anti-sabotage and reconnaissance groups, intelligence units, and various other operational entities.

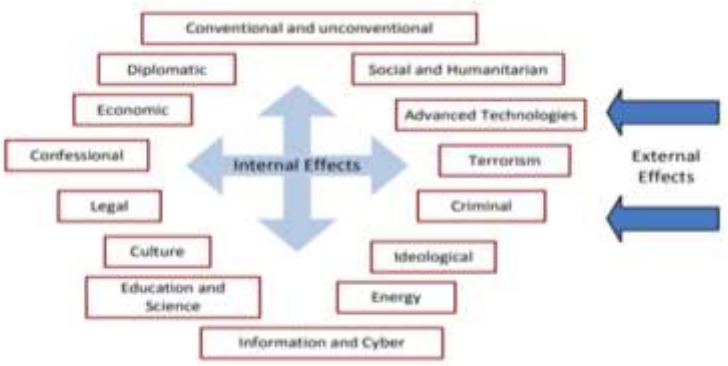


Figure 4. The Impact of Hybrid Threats
Source: Danyk, et al, 2017, Gerasimov, "The Value of Science in Prediction.

For certain armed forces in specific nations, special counter-hybrid threat operations may encompass information and cyber operations, electronic warfare, or sabotage designed to neutralize hybrid threat vectors that cannot be effectively addressed through conventional means. Consequently, as noted by Schmid (2019), the paramount priority for national defense in countering hybrid warfare lies in the design of an effective countermeasure system. Such a

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framework must integrate high-capability intelligence systems backed by electronic technology, information operations, psychological operations, and cyber operations. These capabilities must be synergized to achieve a unified strategy and remain capable of operating both independently and jointly.

To analyze how public mobilization readiness influences response capabilities against hybrid threats, a SWOT (Strengths, Weaknesses, Opportunities, and Threats) analysis framework is employed to identify the most dominant key factors and to serve as a strategic guide in addressing these challenges. According to Umar (2016), this SWOT analysis is evaluated based on the weighted scores of each factor emerging across the dimensions of Strengths, Weaknesses, Opportunities, and Threats.

A large population of working-age individuals, if effectively empowered as human resources for defense, can expand civic awareness to foster a conducive environment nationwide. Increased public awareness will ultimately bolster national defense by establishing stable state security, preventing communal conflicts, and mitigating national disintegration risks.

Indonesia's growing population, which reached 270 million in 2020, presents a distinct internal Strength factor. This advantage was further amplified by the early arrival of the Demographic Bonus, wherein the growth of the productive-age population occurred faster than government projections. By September 2020, the population aged 15–64 accounted for 70.7% of Indonesia's total population, reaching approximately 191 million (Dorimulu, 2021). However, the demographic bonus should not be viewed solely through the lens of fulfilling labor market demands. The potential of this demographic segment is also expected to stimulate other domains, including political dynamics within a democratic and transparent framework. The enactment of Law No. 23 on the Management of National Resources for State Defense signifies an evolving political perspective that no longer views the legislation as heavily militaristic (JDIH BPK RI Database Peraturan, 2019).

Conversely, the fact that state defense values (bela negara) and their corresponding government programs have not been broadly disseminated due in part to unequal educational access presents a distinct Weakness when the government seeks to foster defense resource development. Human resources provided with proper grounding in state defense values are expected to cultivate intellectual champions of civic defense to serve as spearheads in implementing these principles. Given their intellectual capacity, state defense personnel are envisioned to be managed by experts who possess not only conceptual capability, but also the skill to effectively adapt implementation strategies to the broader populace

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Table 2. Strategic Factor Weighting and Rating Based on SWOT Analysis

INTERNAL STRATEGIC FACTORS	WEIGHT (WEIGHTED)	RATING (1–4)	WEIGHTED SCORE
STRENGTHS			
Demographic bonus	0.20	4	0.80
National Defense System	0.15	3	0.45
Level of Education	0.15	4	0.60
Defense Human Resource Recruitment	0.10	2	0.20
Political System	0.05	4	0.20
Subtotal	**0.65**		**2.25**
WEAKNESSES			
Defense Budget Program Not Yet Adequate	0.20	1	0.20
Limited Understanding of Defense Policies by Relevant Ministries/Agencies	0.15	2	0.30
Subtotal	**0.35**		**0.50**
TOTAL INTERNAL SCORE	**1.00**		**2.75**

EXTERNAL STRATEGIC FACTORS	WEIGHT (WEIGHTED)	RATING (1–4)	WEIGHTED SCORE
OPPORTUNITIES			
Stability of Civil–Military Relations	0.15	3	0.45
Potential of Natural Resources and Human Resources	0.20	4	0.80
Facilities and Infrastructure	0.15	3	0.45
Subtotal	**0.50**		**1.70**
THREATS			
Influence of the Media	0.15	1	0.15
Radicalism, Terrorism, and Extremism	0.15	2	0.30
Changes in the Spectrum of Threats	0.20	1	0.20
Subtotal	**0.50**		**0.65**
TOTAL EXTERNAL SCORE	**1.00**		**2.35**

Source: Adapted from Humphrey (2005), SWOT Analysis for Management Consulting, processed by the author(s)

The examination and assessment were validated against secondary data obtained from various literature and library studies to derive the optimal strategy. The strategic quadrant resulting from the SWOT analysis calculations indicates the necessity of an Aggressive Strategy (SO Strategy), which optimizes all factors within "Strengths" and "Opportunities." The strategic positioning quadrant derived from the internal and external factor evaluation is presented as follows:

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Figure 5. Strategic Positioning Quadrant Derived from Internal and External Factor Evaluation

Source: Adapted from Humphrey (2005), SWOT Analysis for Management Consulting, processed by the author(s).

In the event that the worst-case scenario unfolds—namely, open warfare—the mechanisms and implementation of mobilizing and demobilizing defense components become critical to supporting the deployment of military force. To address these mechanisms, Law No. 23 of 2019 on the Management of National Resources for State Defense identifies mobilization and demobilization as key pillars, alongside Civic Defense (Bela Negara), Reserve Components (Komponen Cadangan), and Supporting Components (Komponen Pendukung).

Mobilization and demobilization are fundamentally conducted when the entire territory of the Unitary State of the Republic of Indonesia is under a state of military emergency or war. Mobilization is declared by the President as the head of state, subject to the approval of the House of Representatives (DPR RI). Upon declaration, mobilization applies to all pre-designated Reserve Components, as well as Supporting Components whose status has been elevated to Reserve Components. Supporting Components that are not elevated remain classified as Non-Combatants; they are required to provide logistical and operational support coordinated by relevant Ministries/Agencies according to their respective roles and functions.

Mobilization participants are categorized into two groups: (1) citizens who have been designated as Reserve Components, and (2) National Resources comprising natural resources, artificial resources, and national infrastructure formally assigned Reserve Component status. Citizens serving as reserve components are obligated to join the mobilization, while owners or managers of designated national resources are required to surrender their assets for mobilization

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purposes. The operational mechanism governing national resources during mobilization and demobilization includes the following protocols:

a. Personnel: Citizens participating in mobilization particularly those killed in action are granted specific rights and formal recognition as regulated by statutory provisions.
b. Privately Owned Assets: Privately or individually owned natural, artificial, and infrastructure resources utilized during mobilization are treated as state assets and provided official service maintenance under the defense material management system at state expense, exempting owners from taxes during this period. Furthermore, the requisition of these assets does not sever ownership rights between the assets and their private owners or managers.

Demobilization functions as the reverse mechanism of mobilization. Once the state of military emergency or war has been resolved, the President declares demobilization, subject to DPR RI approval. The process adheres to the following parameters:

a. Demobilization is carried out incrementally to restore general governmental functions, public administration, and socioeconomic stability.
b. Mobilized Reserve Components are deactivated and returned to their original status and roles through structured rehabilitation programs.
c. The government is obligated to return state, local government, private, and individually owned national resources, accompanied by financial compensation aligned with state fiscal capacities. The restitution of these resources must be completed no later than three (3) years post-demobilization.
d. Mobilized Reserve Components, as well as asset owners and managers who surrendered their resources, are eligible for state honors and titles in accordance with legislative provisions.

Based on contemporary conceptualizations of hybrid warfare, future trends in hybrid conflict can be understood through the following perspectives:

a. Hybrid warfare utilizes a blend of military and non-military methods during peacetime to achieve traditional military objectives, such as territorial control or annexation, thereby altering "facts on the ground" without triggering overt armed conflict. As Mazarr (2015) of the National War College highlights, peacetime hybrid warfare aims to achieve operational control over the battlespace, emphasizing that "the goal of hybrid warfare is to win a conclusive campaign through the application of power and some degree of violence, or to prepare the groundwork for decisive military action."

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b. Another dimension of hybrid warfare is its integration of conventional threats with asymmetric tactics, terrorism, cyber warfare, and diverse criminal activities. Beyond these combinations, hybrid warfare may involve coordinated attacks combining Chemical, Biological, Radiological, Nuclear, and Explosive (CBRNE) weapons with information warfare (Ministry of Defense Regulation No. 19 of 2015 on State Defense Policy 2015–2019).

In contrast, Ministry of Defense Regulation No. 25 of 2014 on State Defense Doctrine identifies threat escalations strictly along military and non-military lines, omitting explicit references to hybrid threats. External military escalations evolve rapidly and dynamically, potentially triggering warfare that engages partial or total national capabilities across a continuum from peacetime to small-, medium-, or large-scale conflict. Internal military escalations progress from civil order enforcement to civil emergency, and ultimately to military emergency based on state political decisions.

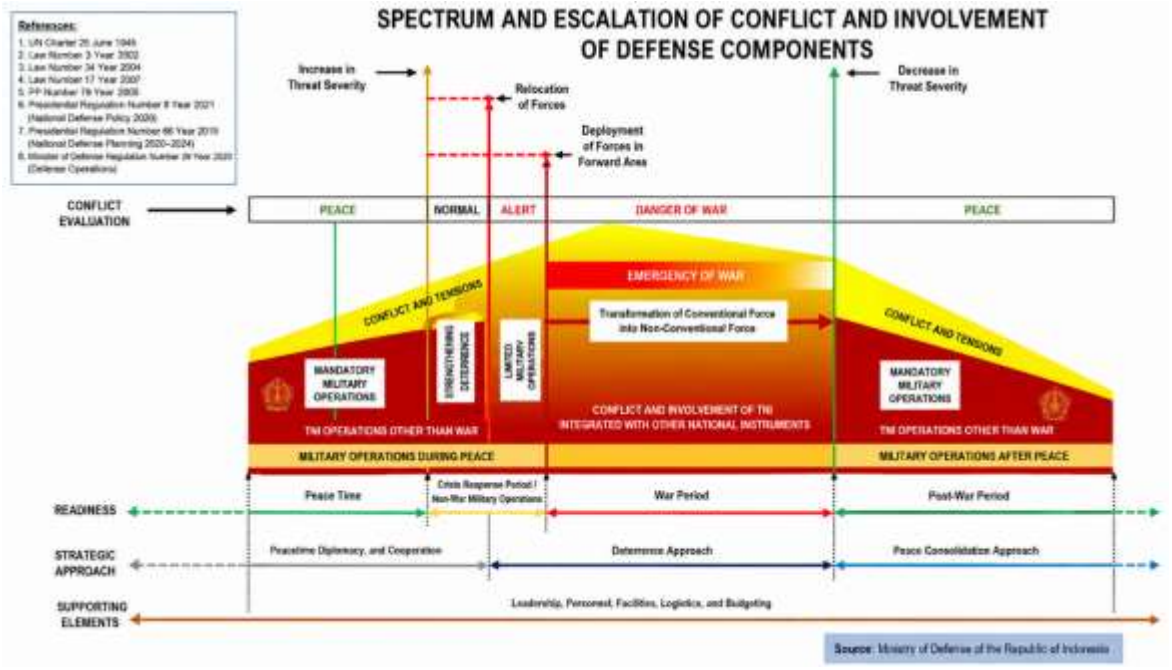


Figure 6. Spectrum and Escalation of Conflict

Source: Strategic Document of the 21st-Century Total Defense and Security System (Sishankamrata) (Ministry of Defense of the Republic of Indonesia, 2021).

Based on the military threat escalation diagram shown above, it is evident that threat levels

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and the engagement of defense forces are strictly initiated through political declarations by the government or the President, both during mobilization stages and under states of war. However, this framework fails to accommodate hybrid threats such as cyber threats which operate without formal declarations of mobilization or war, thereby creating significant regulatory complexities.

Non-military threat escalations are tailored to specific threat types and their spatial impact, categorized across low, medium, and high intensities. These escalations do not necessarily progress sequentially; instead, they can rapidly escalate into critical conditions requiring the immediate deployment of all national resources. The employment of Reserve Components and Supporting Components is legally regulated under Law No. 23 of 2019 on the Management of National Resources for State Defense (PSDN), which outlines how national defense resources are prepared, fostered, and utilized according to their designated purposes.

Nevertheless, neither Law No. 23 of 2019 nor Presidential Regulation No. 3 of 2021 regarding its implementation addresses the preparation and management of defense resources when facing hybrid threats or hybrid warfare. The current development and readiness of Reserve Components remain predominantly oriented toward conventional military threats, as evidenced by the operational capabilities built into reserve personnel.

When examined in detail, global threat paradigms are shifting from irregular and conventional trends toward hybrid threats (Sumertha, 2021). Figure 1.3 illustrates that hybrid threats represent an intersection between conventional threats and irregular methods, involving non-traditional actors and vectors. Consequently, hybrid threats are classified through a "blended" approach, often referred to synonymously as modern generation warfare, new generation warfare, asymmetric warfare, compound warfare, and hybrid warfare.

Against this backdrop, hybrid threats are best understood as actions executed within the "gray zone" between traditional diplomacy and open military conflict. Hybrid warfare has gained prominence as a concept for interpreting contemporary security dynamics. As hybrid threats evolve from the integration of irregular and conventional means, they manifest as cyber attacks, insurgencies, terrorism, and transnational crime. Hybrid tactics combine military and non-military methods during peacetime to secure traditional military objectives such as territorial annexation or control thereby altering "facts on the ground" without triggering formal military conflict.

A notable emerging trend in hybrid warfare is the weaponization of chemical and biological agents, including the dissemination of lethal pathogens such as COVID-19. Global vulnerabilities in managing these catastrophic events have been compounded by widespread institutional friction, exacerbating conditions from individual anxiety to collective psychological instability. The

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severity of biological threats like the coronavirus demonstrates their capacity to inflict devastating socio-economic and geopolitical consequences. Viral pathogens can be weaponized to undermine state stability and human welfare. While responding to such crises positions non-defense government institutions as primary responders supported by broader national elements, state and non-state actors could potentially exploit pathogens like COVID-19 in future conventional or asymmetric operations to compromise state sovereignty.

Should the weaponization of pathogens threaten national sovereignty, territorial integrity, and public safety in the future, the state defense response must adopt a total defense strategy (pertahanan semesta), mobilizing the entire national potential—including citizens, territory, and national resources. This approach positions military defense as the primary component, fully integrated and coordinated with non-military institutions, government ministries, and national capabilities.

To reinforce comprehensive national defense, continuous efforts are required to consolidate civic defense capabilities (bela negara) among all citizens, as civic readiness remains an indispensable pillar of a total defense system. This necessitates revitalizing civic defense awareness programs across educational institutions, workplaces, and local communities. Hybrid warfare inherently aims to undermine government authority by targeting the civilian populace rather than military forces, seeking to erode public trust in the state. Unchecked, public health crises can function as weapons of mass disruption, systematically eroding national sovereignty.

CONCLUSION

Based on the analysis and findings, this study concludes that the impact of hybrid threats is fundamentally shaped by how these threats operate within the Gray Zone. This domain serves as a critical threshold in determining whether a threat vector escalates into a conventional military attack or remains a non-military threat outside the hybrid framework. The traditional operational domain historically centered on land, sea, and air dimensions to compromise state sovereignty has expanded to encompass outer space, military competition, diplomacy, cyber, and information domains.

To address these evolving dynamics, the government must enhance the operational alignment of the non-military defense system with military defense forces. Crucially, a shared understanding must be established across Ministries/Agencies and regional governments regarding their respective roles and responsibilities in national defense. The government should immediately implement structured programs and joint simulations involving the military, civilian

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institutions, and regional authorities to test integrated response scenarios. These measures will optimize the mobilization of national resources and harmonize military and non-military defense components against increasingly complex hybrid threat structures.

From a regulatory and institutional perspective, hybrid threats must be formally recognized within statutory frameworks governing the National Defense System and the primary tasks of the Indonesian National Armed Forces (TNI). Incorporating hybrid threats at the legislative level should begin with establishing a dedicated body such as a National Defense Council or National Security Council tasked with defining state threats and formulating unified strategic doctrines for all Ministries/Agencies, the military, and the police. Ultimately, this institutional synergy will facilitate actionable community empowerment strategies tailored to contemporary security challenges.

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