

THE CONTRIBUTION OF THE TNI MANUNGGAL MEMBANGUN DESA PROGRAM TO COMMUNITY WELFARE IN INDONESIA

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Abstract

This study aims to explore the contribution of the TNI Manunggal Membangun Desa (TMMD) program to community welfare in Indonesia and to propose a new conceptual framework for optimizing the implementation of TMMD based on the principles of New Public Management (NPM). The research employs a qualitative approach, utilizing both primary and secondary data sources, which are analyzed through thematic analysis to identify key patterns and themes in the implementation of TMMD. The main theoretical framework applied in this study is New Public Management, which is used to examine the managerial transformation and governance of TMMD as a performance- and results-oriented development program. The findings indicate that TMMD has implicitly adopted several NPM principles, including professionalized management, impact-based performance measurement, outcome-oriented service delivery, organizational specialization, cross-sectoral collaboration, and disciplined and efficient resource management. These practices have enhanced program effectiveness and generated tangible socio-economic benefits for local communities. Based on these findings, this study proposes an optimization framework that positions TMMD as a collaborative, accountable, and results-oriented public policy instrument, contributing both theoretically and practically to the discourse on results-based governance and development in the public sector.

Keywords: TNI Manunggal Membangun Desa (TMMD); Community Welfare; New Public Management; Thematic Analysis; Civil–Military Relations

INTRODUCTION

In the era of public policy transformation and globalization, the role of the Indonesian National Armed Forces (Tentara Nasional Indonesia/TNI) has undergone a significant shift. Traditionally, the TNI has been recognized as an institution primarily responsible for safeguarding national sovereignty and security, disaster management, as well as involvement in peacekeeping missions, counterterrorism efforts, and humanitarian assistance (Aouaichia & Allag, 2023). However, along with changes in governance paradigms and increasingly complex internal and external dynamics, the TNI is now also regarded as a strategic agent with considerable potential to support national development agendas. These roles range from disaster response and infrastructure development in remote areas—historically known as the “ABRI Masuk Desa” program to efforts aimed at enhancing social stability during times of crisis.

Rural development plays a crucial role as it constitutes an integral component of regional and national development (Kinaro, 2025). Within the governmental structure, villages occupy the lowest administrative level; nevertheless, they function as the frontline of governance and are directly embedded within communities. Consequently, it can be asserted that virtually all government development programs ultimately converge at the village level. The success of development initiatives depends on the integration of multiple sectors and collaboration among various stakeholders. In this context, cooperation in rural development may also involve the TNI. Referring to Law Number 34 of 2004 on the TNI, Article 7 paragraph (2b) point 9 stipulates that the TNI’s main duties are carried out through military operations other than war to assist regional government functions. The *TNI Manunggal Membangun Desa* (TMMD) program represents one form of the TNI’s *Operasi Bhakti*, serving as an integrated cross-sectoral program between the TNI, ministries, non-ministerial government agencies, local governments, and other national components. Implemented collaboratively with local communities, TMMD aims to accelerate development activities in rural areas, particularly those classified as underdeveloped, isolated, border, and slum areas (Hutagalung & Yuliani, 2024). TMMD activities have been positively assessed for their contribution to improving community welfare, as their outcomes are highly beneficial to local communities, can be well maintained by residents, and possess the potential to be further developed by the communities themselves.

Tabel 1.
International Programs Comparable to TMMD

Country/Program	Program Name / Research Topic	Type of Military Involvement	Main Research Focus / Journal Scope	Reference
Indonesia	<i>TNI Manunggal Membangun Desa</i> (TMMD)	Direct military involvement in infrastructure development and rural community empowerment	Implementation studies and civil–military collaboration in rural development (collaborative governance and	(Ramadhan et al., 2025)

			acceleration of village development)	
Europe (multinational)	Civil–Military Cooperation (CIMIC) in operations	Military cooperation with civilian agencies in crisis response and development discourse	Civil–military cooperation as a contribution to humanitarian response and relief in urban contexts	(Janse et al., 2022)
Australia (and international operations)	CIMIC in humanitarian and security operations	Military involvement in non-combat support such as aid delivery and reconstruction	Examination of the role of military camps in humanitarian assistance operations and CIMIC legal frameworks	(Chaisorn, 2022)
Europe (general)	Civil–military cooperation concept in academic studies	Evolving civil–military relations in post-conflict and stabilization contexts	Theoretical elaboration on the development of CIMIC in complex conflicts and post-conflict transitions	(Grigorov, 2017)
Poland	The Military’s Links with Local Communities	Military involvement in the socio-economic dynamics of local communities	The military’s direct and indirect contributions to local social and economic development	(Sirko et al., 2019)

Source: Processed by the Author, 2026

This study is motivated by the phenomenon of civil–military collaboration in the context of community development, which is evident not only in Indonesia but also across various countries. In Indonesia, the *TNI Manunggal Membangun Desa* (TMMD) program represents a concrete manifestation of military involvement in rural development activities, encompassing both physical infrastructure development and community empowerment carried out collaboratively with local governments and local communities. As documented in several evaluative studies on the implementation of TMMD, the program has demonstrated positive contributions to accelerating rural development and improving community welfare (Purwatiningsih, 2013). In the international arena, the literature on civil–military relations and civil–military cooperation (CIMIC) indicates that the military’s role in non-combat

contexts also contributes to development objectives and humanitarian assistance through coordination with civilian actors. This is particularly evident in disaster relief operations and in legal and institutional frameworks in the Asia–Pacific region that emphasize synergy between civilian and military sectors (Chaisorn, 2022). Accordingly, there is a clear conceptual relevance between the TMMD program in Indonesia and international forms of civil–military cooperation in supporting community welfare and broader development goals, despite differences in implementation contexts and operational mechanisms.

This study aims to explore the contributions of the TMMD program to improving the welfare of Indonesian communities and to propose a new framework for optimizing TMMD based on the principles of New Public Management theory (Hood, 1991). The growing body of evidence demonstrating that civil–military cooperation constitutes an expanding field of academic inquiry within the domains of development and non-combat assistance underscores the theoretical and practical relevance of this research in advancing the understanding of the military’s role in contemporary community development (Ramadhan et al., 2025).

RESEARCH METHOD

The research methodology was designed using a qualitative approach, as this approach is well suited to exploring complex social phenomena in their natural contexts, particularly in understanding the contributions of the *TNI Manunggal Membangun Desa* (TMMD) program to community welfare in Indonesia. Qualitative research was selected due to its descriptive and contextual nature, which enables researchers to uncover the meanings of participants’ experiences from their own perspectives without relying on statistical measurements. This approach is therefore appropriate for addressing exploratory and interpretive research questions (Yin, 2016).

This approach also positions the researcher as the primary instrument in data collection and analysis and emphasizes the importance of a holistic understanding of social phenomena derived from field-based sources. In this study, data were obtained through a combination of primary and secondary sources. Primary data were collected through in-depth interviews with key informants, including members of the Indonesian National Armed Forces involved in the implementation of TMMD, local government officials, and community members who were beneficiaries of the program. Secondary data consisted of official program documents, evaluation reports, and relevant academic literature, which served to broaden and strengthen both conceptual and empirical understanding (Saunders et al., 2019). To ensure the quality and reliability of the research findings, the study employed trustworthiness strategies that included data source triangulation to verify the consistency of information across multiple perspectives, as well as member checking and the maintenance of an audit trail. Collectively, these techniques aimed to enhance the credibility, transferability, dependability, and confirmability of the findings, as outlined in the qualitative research methodology literature (Yin, 2016).

Data analysis was conducted using thematic analysis, a systematic technique for identifying, examining, and reporting patterns or themes within qualitative data. This method enables meaningful interpretation of the program’s contributions to community welfare based on participants’ experiences and narratives (Naeem et al., 2023; Saunders et al., 2019). The thematic analysis followed several stages, including data familiarization, coding of

significant segments, theme development, and holistic thematic interpretation to address the research objectives.

RESULTS AND DISCUSSION

The Involvement of the Indonesian National Armed Forces (TNI) in the TMMD Program

The Indonesian National Armed Forces (Tentara Nasional Indonesia/TNI) have evolved well beyond their traditional role as a national defense force. Within the framework of *Military Operations Other Than War* (MOOTW), the TNI carries out 16 strategic tasks encompassing various aspects of national development, community empowerment, and emergency response. This transformation reflects the evolution of the TNI from a conventional military institution into a multidimensional force that makes significant contributions to the welfare of the Indonesian population (Sebastian & Gindarsah, 2013). Through programs such as *TNI Manunggal Membangun Desa* (TMMD), community health services, food security initiatives, and technological innovation, the TNI has demonstrated its capacity to support sustainable national development (Amirulla et al., 2021; Arifiyanto, 2024).

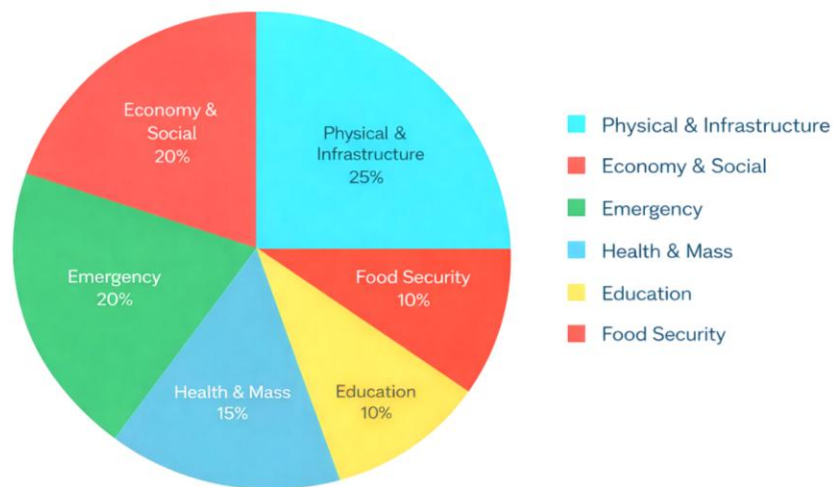


Figure 1.
Distribution of the Indonesian National Armed Forces' Roles in Military Operations Other Than War (MOOTW) in Indonesia

Source: Processed Secondary Data, 2026

The distribution of the TNI's roles in military operations other than war indicates a primary focus on physical development and community empowerment. The involvement of the TNI in non-war operations is grounded in a strong legal framework through Law Number 34 of 2004 on the Indonesian National Armed Forces, which was revised in 2025. The most recent revision expanded the TNI's core duties within the MOOTW framework from 14 to 16 tasks, with the addition of two strategic responsibilities, namely addressing cyber threats and safeguarding national food security. This expansion reflects the TNI's adaptation to evolving contemporary threats and the changing needs of national development. The operational framework of MOOTW is designed to enable the TNI to play an active role in

national development without diminishing its primary defense mandate. In practice, the TNI coordinates closely with ministries, non-ministerial government agencies, local governments, and other societal stakeholders. A clear command structure and well-defined coordination mechanisms ensure the effective implementation of each MOOTW task in the field.

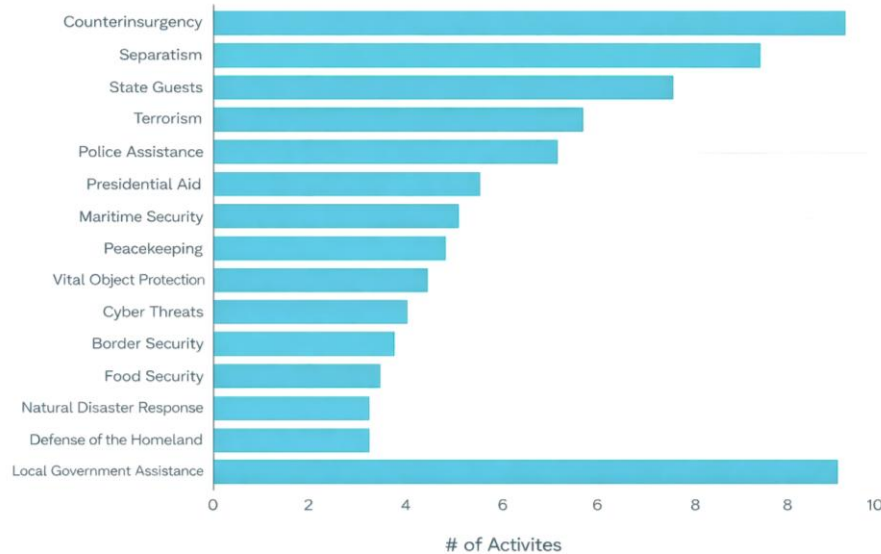


Figure 2.
The Sixteen Duties of the Indonesian National Armed Forces (TNI) in Military Operations Other Than War (MOOTW)

Source: Processed Secondary Data, 2026

The existence of sixteen TNI duties within the MOOTW framework indicates that the primary focus of the Indonesian military has shifted toward support for local government functions and humanitarian assistance rather than combat operations. The implementation of the TNI's non-war roles is supported by a comprehensive organizational structure operating from the central to the regional levels. At the central level, the TNI Headquarters coordinates with each service branch to determine strategic priorities and resource allocation. The TNI Center for Strategic Studies, Research, and Development (*Pusat Pengkajian Strategis Penelitian dan Pengembangan TNI*) plays a critical role in formulating strategic assessments and developing innovations to support MOOTW-related tasks.

The Commander of Kodam IV Diponegoro, Major General of the Indonesian Army, emphasized that the TNI applies a priority scale in its involvement in infrastructure development in Indonesia, particularly within the territorial jurisdiction of Central Java. This prioritization is based on several criteria, as revealed in the following interview statement: "Typically, regional military commands (Kodam/Kodim) refer to directives from the TNI General Staff and local governments. The first primary criterion is the urgency of community needs, such as access roads to remote villages, emergency bridges, and health facilities. The second is the linkage to national resilience, including disaster-prone areas, border regions, or areas with potential social conflict. The third is synergy with central and local government programs, such as projects included in strategic plans or National Strategic Projects. The fourth concerns the TNI's capacity to support activities, including the availability of

engineering personnel, logistics, and heavy equipment. The fifth is the multiplier effect, namely the extent to which a project can enhance economic mobility, food distribution, and security stability.” (Interview, November 2025)

This interview indicates that the TNI’s involvement in national development follows a clearly defined prioritization framework. To fully understand this framework, it is necessary to examine it through normative legal analysis and relevant theoretical paradigms. The prioritization articulated by the Commander of Kodam IV Diponegoro is firmly grounded in the normative framework governing the TNI, namely Law Number 34 of 2004 on the Indonesian National Armed Forces, as amended by subsequent implementing regulations. This law provides a comprehensive juridical basis for the TNI’s role in national development, particularly within the context of MOOTW. The legal framework is especially relevant to infrastructure development priorities, as the TNI Law explicitly mandates the armed forces to safeguard state sovereignty, territorial integrity, and the safety of the nation. In practice, this mandate extends beyond conventional military threats to encompass multidimensional challenges, including underdevelopment in remote and border areas.

The first criterion—*urgency of community needs*, such as access roads to remote villages, emergency bridges, and health facilities is fundamentally aligned with Article 7 of the TNI Law, which stipulates that MOOTW includes disaster response, population displacement management, and assistance to local government functions in support of domestic political policies. The implementation of this criterion demonstrates that the TNI functions not merely as a traditional defense force but also as a development instrument capable of addressing capacity gaps in civil governance, particularly in geographically challenging or underserved regions.

The second criterion—*linkages to national resilience*, including disaster-prone areas, border regions, and areas with potential social conflict reflects the TNI’s comprehensive understanding of national resilience as mandated by the TNI Law. Article 6 affirms that the Army, Navy, and Air Force collectively defend state sovereignty and territorial integrity, a concept that encompasses not only geographic boundaries but also socio-economic dimensions. Infrastructure development in border areas, therefore, serves both welfare-enhancing and strategic purposes by strengthening state presence in geopolitically sensitive regions (Buhroni & Albertus, 2022). Moreover, the legal framework allows the TNI to engage in communal conflict management and social unrest mitigation, which are often rooted in development disparities. Consequently, TNI involvement in infrastructure development in conflict-prone areas can be understood as a preventive strategy to reduce the risk of social tensions escalating into broader security threats.

The third criterion—*synergy with central and local government programs* demonstrates the TNI’s commitment to operating within a constitutional and democratic framework. Article 2 of the TNI Law explicitly states that the TNI functions as a state instrument in defense and operates under state political decisions, implying that all TNI activities, including infrastructure development, must align with civilian-led national and regional development policies. This criterion reflects the institutional evolution of the TNI from a relatively autonomous organization to one integrated into democratic governance structures, where infrastructure development initiatives are undertaken through intensive coordination with technical ministries, local governments, and other development stakeholders. Such synergy is also evident in development planning mechanisms that involve

the TNI in the formulation of Strategic Plans (*Renstra*) and Government Work Plans (*RKP*), particularly for National Strategic Projects requiring logistical and technical military support.

The fourth criterion—*the TNI's capacity to support activities*, including the availability of engineering personnel, logistics, and heavy equipment indicates a strong awareness of efficiency and effectiveness in managing state resources, as mandated by the TNI Law. Article 45 stipulates that TNI funding is sourced from the national budget (APBN), requiring transparent and accountable utilization of personnel and assets. In infrastructure development, the deployment of TNI engineering units can be viewed as an optimization of national defense investment, where military-developed technical capabilities generate added value for civilian development. The TNI Engineering Corps, with expertise in construction, bridges, roads, and other infrastructure, functions as a multiplier of defense investment, provided that such utilization does not compromise the TNI's operational readiness for conventional defense missions.

The fifth criterion—*multiplier effects*, encompassing economic mobility, food distribution, and security stability illustrates the TNI's adoption of a holistic approach to national security. Article 8 of the TNI Law regulates the broader functions of the TNI, including limited socio-civic roles that do not undermine its primary defense mandate. In this context, infrastructure development initiatives with significant multiplier effects can be interpreted as an implementation of the TNI's socio-civic function aimed at enhancing public welfare and strengthening national resilience. The multiplier effects of TNI-led infrastructure development extend beyond macroeconomic indicators to include socio-political stability, a prerequisite for sustainable development (Setiani et al., 2025). For instance, the construction of access roads to remote villages not only improves goods and service mobility but also reinforces socio-political integration between central and peripheral regions, thereby contributing indirectly to the prevention of national disintegration.

The implementation of these five criteria reflects the TNI's evolving understanding of national security threats as multidimensional rather than purely conventional. The TNI Law anticipates this evolution by providing legal space for MOOTW, including disaster management, humanitarian assistance, and support for national development. Given Indonesia's archipelagic geography and high levels of social, economic, and geographic diversity, the TNI's role in infrastructure development is particularly strategic due to its extensive operational reach into areas inaccessible to civilian institutions. Nevertheless, this role must remain within the legal boundaries of the TNI Law, which emphasizes that the TNI operates as an instrument of state policy rather than an independent political actor.

From the perspective of accountability and transparency, the five prioritization criteria articulated by the Commander of Kodam IV also reflect the TNI's efforts to establish planning and implementation systems that are publicly accountable, as mandated by Law Number 3 of 2025. Each infrastructure project implemented by the TNI must be justifiable in technical, financial, and strategic terms, necessitating robust monitoring and evaluation mechanisms to ensure that such investments generate optimal national value (Toruan, 2017). The revised legal framework strengthens oversight mechanisms exercised by the Parliament (DPR), the State Audit Board (BPK), and the public, thereby ensuring that the TNI's involvement in infrastructure development remains subject to democratic checks and balances. This accountability is essential to prevent distortions in democratic governance and

to ensure that military involvement continues to contribute positively to national development objectives.

Contributions of the TMMD Program from the Perspective of New Public Management Theory

An examination of the interview statement by the Commander of Kodam IV Diponegoro through the lens of the New Public Management (NPM) paradigm developed by (Hood, 1991) provides a robust conceptual framework for understanding the transformation of the public sector from traditional public administration toward a more results-oriented, efficient, and accountable approach. Within the context of the Commander's articulation of priority criteria for TNI involvement in infrastructure development, it is evident that the TNI has implicitly adopted several core principles of NPM, albeit within the unique institutional characteristics of a military organization.

The first NPM principle, *hands-on professional management*, is reflected in the fourth criterion emphasizing the "capacity of the TNI to support activities," including the availability of engineering personnel, logistics, and heavy equipment. This illustrates that the TNI has developed a management approach grounded in professional competence and specialized technical capabilities, whereby infrastructure projects are not executed through traditional bureaucratic routines but through professional assessments of organizational capacity and available resources. This approach aligns closely with the NPM emphasis on professional management based on technical expertise and managerial capability rather than rigid administrative hierarchy.

The second NPM principle, *explicit standards and measures of performance*, is evident in the fifth criterion concerning *multiplier effects*, such as improvements in economic mobility, food distribution, and security stability. The TNI has adopted performance indicators that go beyond measuring physical outputs—such as the length of roads constructed or the number of bridges built—to include broader outcomes and impacts on community welfare and national stability. This represents a shift from traditional measurement paradigms focused on inputs and outputs toward a more sophisticated framework that emphasizes value for money and social return on investment. In NPM terms, the measurement of multiplier effects reflects *results-oriented management*, whereby outcomes are expected to be measurable and objectively evaluated. Accordingly, the TNI has developed evaluation methodologies that assess not only technical project success but also contributions to broader strategic objectives, including national resilience and socio-economic integration.

The third NPM principle, *greater emphasis on output controls*, is reflected in the TNI's approach, which prioritizes final outcomes and societal impacts over procedural compliance in infrastructure project implementation. The first criterion concerning the *urgency of community needs* demonstrates the adoption of a customer-oriented approach, a defining characteristic of NPM. Within this paradigm, citizens are viewed as customers entitled to public services that are efficient, responsive, and aligned with their needs. The TNI operationalizes this principle through systematic and evidence-based mechanisms for identifying community needs, ensuring that infrastructure priorities are determined not through top-down military bureaucracy but through objective assessments of local conditions. This approach also reflects the NPM principle of *decentralization*, whereby operational decision-making authority is delegated to units closer to end users, particularly

regional and district military commands (Kodam and Kodim) with direct knowledge of local contexts.

The fourth NPM principle, *disaggregation of public sector units*, is also evident in the organizational structure through which the TNI undertakes infrastructure development. Specialized units such as the TNI Engineering Corps (*Korps Zeni*) operate with relative autonomy in executing technical tasks, allowing them to focus on their core competencies without excessive bureaucratic burden. Such disaggregation enhances efficiency and effectiveness by enabling organizational units to specialize and innovate. From an NPM perspective, disaggregation also fosters competition and innovation, as units are encouraged to develop distinctive capabilities and continuously improve service delivery. The TNI Engineering Corps, for example, has introduced construction technologies and methodologies that are applicable not only to military operations but also to civilian infrastructure projects.

The fifth NPM principle, *greater competition in the public sector*, is reflected in the TNI's positioning not as a monopolistic infrastructure provider but as an alternative source of added value in contexts where private contractors or civilian government agencies face limitations. The third criterion concerning *synergy with central and local government programs* demonstrates the adoption of a collaborative approach that emphasizes complementarity rather than zero-sum competition. Within the NPM framework, competition may take the form of *collaborative competition*, in which multiple providers cooperate to achieve shared objectives while maintaining efficiency and innovation. The TNI has operationalized this principle through partnerships with private contractors, universities, and research institutions in complex infrastructure projects, where the TNI contributes logistics, security, and access to remote areas, while partners provide technological expertise, financing, and specialized skills.

Overall, the implementation of NPM principles within the TNI—particularly in infrastructure development has generated significant organizational transformation that can be analyzed through the lenses of organizational change and institutional reform. The NPM emphasis on *private sector-style management practices* has encouraged the TNI to adopt strategic planning, performance management, risk management, and quality assurance systems traditionally associated with the private sector. The five prioritization criteria articulated by the Commander of Kodam IV illustrate the development of a sophisticated planning methodology that integrates technical, operational, strategic, financial, and socio-political considerations. This strategic planning approach enables the TNI to optimize limited resources to achieve multiple objectives simultaneously, namely maintaining military readiness while maximizing contributions to national development.

This transformation is further reflected in the evolution of comprehensive performance management systems within the TNI. Key Performance Indicators (KPIs) now encompass not only quantitative metrics such as the number of projects completed or budget utilization, but also qualitative dimensions including community satisfaction, contributions to national resilience, and alignment with national development goals. These performance management systems are integrated with reward and sanction mechanisms that incentivize continuous performance improvement. In NPM terms, such systems also function as accountability mechanisms that enable external stakeholders to assess the effectiveness and efficiency of public resource utilization by the TNI.

In addition, the NPM principle of *explicit standards and measures of performance* has driven the TNI to adopt comprehensive and standardized quality assurance systems. International standards, including ISO-based quality and environmental management systems, have been incorporated into infrastructure project implementation. The adoption of these standards not only enhances output quality but also facilitates benchmarking against international best practices and supports continuous methodological and technological improvement. In remote and border areas, adherence to international standards is particularly critical to ensure infrastructure durability and sustainability under challenging geographic and climatic conditions.

Risk management has also become an integral component of the TNI's infrastructure development framework, consistent with NPM principles emphasizing output control and results-oriented management. The TNI has developed comprehensive risk assessment methodologies encompassing technical, environmental, social, and political risks. These frameworks enable proactive anticipation of challenges and the formulation of contingency plans, thereby increasing the likelihood of project success. In geographically and socio-politically complex regions, robust risk management capabilities constitute a critical success factor distinguishing the TNI from other infrastructure providers.

Transparency and accountability, core values within NPM theory, represent another significant area of transformation. As emphasized by (Hood, 1991), NPM requires explicit performance standards that allow for public scrutiny and evaluation. The TNI has developed reporting and monitoring systems that enable public oversight of infrastructure projects while balancing operational security considerations inherent to military organizations. These transparency mechanisms include the publication of progress reports, financial reports, and impact assessments accessible to relevant stakeholders such as local governments, parliament, and civil society organizations. Within the NPM framework, transparency and accountability serve not only as external control mechanisms but also as drivers of continuous improvement and organizational innovation.

The implementation of NPM principles within the TNI has also generated positive spillover effects, contributing to enhanced organizational effectiveness and military professionalism. Exposure to project management best practices, quality standards, and performance measurement systems has strengthened managerial capacities among TNI officers and personnel, which in turn supports improved performance in core defense functions. This process may be described as a form of cross-fertilization between civilian best practices and military discipline, producing a distinctive organizational culture that combines private-sector efficiency and effectiveness with military reliability and precision. Such a hybrid culture constitutes a competitive advantage for the TNI in managing complex and challenging infrastructure projects.

Finally, the effectiveness of the TNI's role in national development is also attributable to the precision of its command and control structure. From a public administration perspective, the distribution of authority—often conceptualized as *disposition* is clearly defined across regional and local levels through Military Regional Commands (Kodam), Resort Commands (Korem), and District Commands (Kodim), which serve as the frontline implementers of TNI programs. At the village level, *Babinsa* (Village Supervisory Non-Commissioned Officers) play a critical role in implementing community empowerment initiatives and infrastructure development. Within the broader nation-building framework,

the relationship between the Indonesian Army and its military academy underscores the contribution of military education to national development beyond defense. Graduates of the Military Academy in Magelang frequently serve not only in defense roles but also across public administration, diplomacy, and the business sector, reflecting the academy’s emphasis on leadership and managerial competence applicable across sectors. The academy’s guiding ethos, *Eka Prasetya Pancakarsa* meaning “one commitment, five endeavors” symbolizes the institutional commitment to producing graduates who excel not only in military competence but also in moral integrity, national loyalty, and dedication to public welfare. This philosophy aligns closely with the ideal of the *soldier–scholar–statesman* that characterizes the modern military profession.

Tabel 2.
Contributions of the TMMD Program to Community Welfare

NPM Principles (Hood, 1991)	Thematic Analysis	Implementation in TMMD	Contribution to Community Welfare
Hands-on professional management	Professionalization of Management	The TNI emphasizes professional technical competencies, particularly through engineering units (Zeni), logistics capabilities, and heavy equipment, in the planning and implementation of infrastructure projects based on expertise rather than rigid bureaucratic procedures.	Enhances efficiency and implementation quality, ensuring that community needs are addressed effectively and in a timely manner.
Explicit standards and measures of performance	Performance and Impact Measurement	The TNI applies performance indicators that go beyond physical outputs, incorporating multiplier effects such as economic mobility and food distribution.	Ensures that programs are not only technically completed but also generate tangible socio-economic impacts for communities.
Greater emphasis on output controls	Outcome-Oriented Approach	Project priorities are determined based on the urgency of community needs through a customer-oriented approach, rather than bureaucratic dominance.	Produces outputs and outcomes that are aligned with local needs, directly increasing citizen satisfaction and community welfare.

Disaggregation of units in the public sector	Organizational Specialization and Efficiency	The establishment of specialized units, such as the Engineering Corps (Korps Zeni), with higher levels of technical autonomy.	Optimizes the use of resources and expertise, enabling each unit to focus on its core competencies for effective outcomes.
Greater competition in the public sector	Collaboration and Healthy Competition	The TNI does not operate independently but collaborates with government agencies, the private sector, and other institutions through a model of collaborative competition.	Increases value added through inter-actor synergy, thereby expanding and optimizing development impacts.
Private-sector management style	Adaptation of Private-Sector Management Practices	TMMD adopts practices such as strategic planning, performance management, risk management, and quality assurance.	Improves internal effectiveness and accountability, resulting in high-quality projects with a strong strategic orientation.
Discipline and parsimony in resource use	Efficiency and Resource Control	Risks, budgets, and resources are managed in a disciplined manner through comprehensive risk management frameworks.	Ensures effective and efficient use of resources, maximizing the social value of every unit of public expenditure.

Source: Processed by the Author, 2026.

Conceptual Framework for Optimizing the TMMD Program in Indonesia

The conceptual framework for optimizing the *TNI Manunggal Membangun Desa* (TMMD) program proposed in this study is constructed through a synthesis of New Public Management (NPM) principles and empirical findings derived from thematic analysis. This framework positions TMMD not merely as a policy instrument focused on the implementation of physical development projects, but as a mechanism of collaborative development governance that emphasizes outcomes, impacts, and the enhancement of community welfare. Accordingly, the optimization of TMMD is understood as a process of strengthening the managerial, institutional, and collaborative capacities of the Indonesian National Armed Forces (TNI) in fulfilling its role as an actor in national development.



Figure 3.
Optimization of the TMMD Program Based on New Public Management

Source: Processed by the Author, 2026

This framework conceptualizes TMMD as a public policy instrument that extends beyond physical infrastructure development to function as a collaborative governance mechanism oriented toward results, societal impact, and the improvement of community welfare. In this regard, optimizing TMMD entails reinforcing the managerial, institutional, and collaborative capacities of the TNI in carrying out its development-oriented mandate.

At the initial stage, the framework underscores the importance of managerial professionalization in the implementation of TMMD. This professionalization is reflected through the application of *hands-on professional management*, whereby development-related decision-making is grounded in competency assessments, resource availability, and the technical expertise of the TNI, particularly through specialized units such as the Engineering Corps (*Korps Zeni*). Within this context, TMMD is not implemented as a routine administrative activity, but rather as a professionally managed development project characterized by strategic planning, clear task allocation, and rigorous operational control. Such professionalization constitutes a foundational prerequisite for ensuring that all stages of TMMD are executed effectively and efficiently.

Furthermore, the framework places performance and impact measurement at the core of TMMD optimization. The NPM principle of *explicit standards and measures of performance* is translated into the development of performance indicators that assess not only physical outputs, but also outcomes and broader impacts on community welfare. Measurements of economic impact, improvements in social mobility, access to basic services, and contributions to regional stability and resilience are incorporated as integral components of the TMMD evaluation system. Through this approach, the success of TMMD can be assessed in an objective and accountable manner, while simultaneously providing an empirical basis for policy refinement and programmatic improvement in the future.

The optimization framework also emphasizes an outcome-oriented approach that is closely aligned with community needs as the primary beneficiaries of the program. The urgency of community needs is positioned as the starting point for determining TMMD activity priorities, thereby rendering the development approach more responsive, contextual, and citizen-oriented. From an NPM perspective, communities are conceptualized as *citizen-customers* whose needs must be systematically identified through bottom-up mechanisms. This approach encourages TMMD to move beyond a purely top-down model, transforming it into a public service instrument that is adaptive to social, economic, and geographical dynamics at the local level.

Organizational specialization and efficiency constitute another key component of the framework. The principle of *disaggregation of units* is operationalized through a clear division of roles across TNI organizational levels, ranging from regional commands (*Kodam*), sub-regional commands (*Korem*), district commands (*Kodim*), to village-level officers (*Babinsa*). A precise command structure enables effective coordination and rapid decision-making in TMMD implementation. This functional specialization not only enhances internal organizational efficiency, but also strengthens the TNI's capacity to manage complex development projects, particularly in remote, border, and underdeveloped regions.

The framework further integrates principles of collaboration and healthy competition in TMMD implementation. The TNI is positioned as one of multiple development actors working synergistically with local governments, ministries and agencies, the private sector, higher education institutions, and civil society organizations. Such collaboration facilitates complementarity among actors, whereby the TNI contributes logistical capabilities, organizational discipline, and territorial access, while other actors provide financial resources, technology, and specialized expertise. This approach aligns with NPM principles that view competition as a driver of efficiency and innovation rather than as a zero-sum rivalry.

Risk management and resource control function as reinforcing elements within the TMMD optimization framework. In the context of development initiatives conducted in environments characterized by high levels of uncertainty, the TNI adopts a comprehensive risk management approach encompassing technical, environmental, social, and political risks. Effective risk management enables TMMD to be implemented in a more adaptive and sustainable manner, while minimizing the likelihood of project failure. In addition, public resource utilization is governed through transparent and accountable reporting, monitoring, and evaluation systems, consistent with the principles of good governance in the modern public sector.

Ultimately, the TMMD optimization framework converges on the achievement of community welfare as its overarching objective. Welfare enhancement is understood in a multidimensional sense, encompassing local economic growth, improvements in quality of life, and the strengthening of social stability and integration (Ardillah, 2022). By integrating NPM principles into the design and implementation of TMMD, this framework offers a logical and contextually relevant conceptual model for strengthening the contribution of the TNI to national development, while also enriching the academic discourse on the role of military actors in results- and impact-oriented development governance.

CONCLUSION

Based on the research findings, it can be concluded that the *TNI Manunggal Membangun Desa* (TMMD) Program makes a tangible contribution to improving community welfare in Indonesia through the application of New Public Management (NPM) principles that emphasize professionalism, results orientation, impact-based performance measurement, efficient resource utilization, and cross-actor collaboration. The integration of modern managerial approaches in TMMD implementation enables the program to generate not only physical development outputs but also broader socio-economic impacts that are closely aligned with local community needs. Accordingly, TMMD functions as an effective and accountable public service instrument, while simultaneously reinforcing the role of the Indonesian National Armed Forces (TNI) in supporting national development that is oriented toward the sustainable improvement of community welfare.

Furthermore, this study proposes a new framework for optimizing the TMMD Program grounded in New Public Management principles, positioning TMMD as a public policy instrument oriented toward results, impacts, and community welfare. The framework emphasizes that TMMD optimization is achieved through the strengthening of managerial professionalization, outcome- and impact-based performance measurement, responsiveness to community needs, organizational specialization and efficiency, cross-actor collaboration, as well as accountable risk management and resource control. The integration of these principles produces a conceptual model that is logical, applicable, and contextually relevant for enhancing the effectiveness of TMMD implementation, while at the same time reinforcing the role of the TNI as a national development actor within the framework of modern public governance.

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