

## IMPLEMENTATION OF LAW NUMBER 23 OF 2019 ON THE MANAGEMENT OF NATIONAL RESOURCES: HUMAN RESOURCE EMPOWERMENT OF INDONESIA'S RESERVE COMPONENT FOR NATIONAL DEFENCE

### IMPLEMENTAÇÃO DA LEI N.º 23 DE 2019 SOBRE A GESTÃO DOS RECURSOS NACIONAIS: CAPACITAÇÃO DE RECURSOS HUMANOS DA COMPONENTE DE RESERVA DA INDONÉSIA PARA A DEFESA NACIONAL

Article received on: 10/23/2025

Article accepted on: 1/23/2026

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The authors declare that there is no conflict of interest

#### Abstract

The management of national resources for defence in Indonesia has been formally strengthened through Law Number 23 of 2019, which institutionalises the reserve component as part of a total defence posture. Human resource empowerment of the reserve component constitutes a decisive condition for readiness because the reserve force is recruited from civilians who remain embedded in labour markets and education systems. This article examines how the legal and regulatory architecture operationalises empowerment of reserve human resources and identifies implementation risks typical of cross-sector programmes. A qualitative document analysis was conducted on the principal statute and key implementing regulations, supported by a thematic synthesis of recent literature on total defence governance and reserve force management. The findings indicate that the framework provides a structured pipeline from voluntary recruitment to basic military training and subsequent refresher training while also specifying protections for employment and education continuity. Implementation vulnerabilities remain concentrated in

#### Resumo

A gestão dos recursos nacionais para a defesa na Indonésia foi formalmente reforçada através da Lei n.º 23 de 2019, que institucionaliza a componente de reserva como parte de uma postura de defesa total. O empoderamento dos recursos humanos da componente de reserva constitui uma condição decisiva para a prontidão, uma vez que a força de reserva é recrutada entre civis que permanecem integrados nos mercados de trabalho e nos sistemas de ensino. Este artigo examina como a arquitetura jurídica e regulatória operacionaliza o empoderamento dos recursos humanos da reserva e identifica os riscos de implementação típicos dos programas intersetoriais. Foi realizada uma análise documental qualitativa do estatuto principal e dos principais regulamentos de implementação, apoiada por uma síntese temática da literatura recente sobre a governança da defesa total e a gestão da força de reserva. As conclusões indicam que o quadro proporciona um canal estruturado desde o recrutamento voluntário até ao treino militar básico e ao subsequente treino de reciclagem, ao mesmo tempo que especifica proteções para a continuidade do emprego e da



interagency coordination, employer and university support arrangements, data governance, and sustained incentives for readiness in peacetime. The contribution is delivered through an implementation-oriented reading of the legal framework that links statutory design to practical empowerment mechanisms and performance metrics.

**Keywords:** Law No. 23/2019 National Resource Management. Reserve Component. Komcad. Human Resource Empowerment. Policy Implementation. Total Defence. Indonesia.

*educação. As vulnerabilidades de implementação continuam concentradas na coordenação interagências, nos acordos de apoio dos empregadores e das universidades, na governança de dados e nos incentivos sustentados para a prontidão em tempos de paz. A contribuição é feita por meio de uma leitura orientada para a implementação do quadro jurídico que vincula a concepção estatutária a mecanismos práticos de capacitação e métricas de desempenho.*

**Palavras-chave:** Lei n.º 23/2019 Gestão de Recursos Nacionais. Componente de Reserva. Komcad. Capacitação de Recursos Humanos. Implementação de Políticas. Defesa Total. Indonésia.

## 1 INTRODUCTION

The contemporary security environment has intensified demands for scalable defence capacity that can be generated without permanently expanding standing forces. Reserve forces have therefore been re-evaluated as instruments of deterrence, resilience, and rapid mobilisation, particularly when they are integrated into whole-of-government and whole-of-society governance models. Total defence scholarship has emphasised that readiness is not produced only by military institutions but also by civilian systems that sustain skills, legitimacy, logistics, social cohesion, and continuity of essential services. [1]

In Indonesia, Law Number 23 of 2019 on the Management of National Resources for National Defence constitutes a central legal foundation for transforming national resources into defence capabilities, including the reserve component as a mechanism to enlarge and reinforce the main component. The policy problem addressed in this article is that reserve capability cannot be reduced to recruitment outputs because reserve members remain primarily civilians. Readiness is consequently shaped by empowerment mechanisms that preserve employability, protect education trajectories, and provide credible incentives for recurring training obligations.

The research gap remains visible in the tendency to treat Komcad implementation either as a purely legal compliance matter or as an isolated military training programme.

An implementation lens is required because the programme depends on multiple implementers across defence institutions, civilian ministries, local governments, employers, and higher education. Recent Indonesian studies have highlighted the importance of balancing defence preparedness and economic continuity during implementation.

This article asks three questions. First, how does the legal framework operationalise human resource empowerment of the reserve component through recruitment, training, and protection mechanisms? Second, what implementation risks emerge when the framework is assessed using policy implementation variables suitable for cross-sector programmes. Third, what policy recommendations can strengthen empowerment outcomes without undermining democratic legitimacy and civilian livelihoods?

## **2 LITERATURE REVIEW AND THEORETICAL FRAMEWORK**

### **2.1 Total defence and reserve forces as governance**

Total defence has been conceptualised as a comprehensive approach that mobilises public institutions, private sectors, and civil society for prevention, preparedness, and consequence management across crises. Within such models, reserve forces function as connective tissue between the armed forces and civilian society, and their readiness depends on sustained cooperation beyond defence bureaucracies.[1]

### **2.2 Human resource empowerment for reserve readiness**

Human resource empowerment in reserve contexts can be treated as the provision of capabilities, rights, and incentives that enable civilians to meet defence obligations while maintaining civilian careers. International reserve force research has identified employer support as a decisive determinant of participation and retention because scheduling conflicts and perceived career penalties reduce readiness over time. Employer support programmes and predictable mobilisation policies have been documented as mechanisms that mitigate these risks.[2]

## **2.3 Policy implementation framework**

Complex policies are frequently shaped by clarity of standards, adequacy of resources, inter-organizational communication, implementor characteristics, implementor disposition and the broader social economic political environment. These variables are consistent with classic implementation frameworks and remain operationally relevant for contemporary cross sector programmes. The framework is adopted here as a deductive lens to read the legal design and to anticipate implementation bottlenecks that typically occur after formal enactment.

## **2.4 Analytical framework for Law No. 23/2019 implementation**

The analytical framework applied in this article links the legal instruments to four empowerment dimensions. Competency development through training design and refresher cycles. Continuity protections for work and education. Incentives and welfare arrangements that sustain willingness to train. Governance integration across ministries, the TNI, and civilian institutions. These dimensions are then assessed against implementation variables to identify where legal design is strong and where secondary instruments and administrative capacity are likely to be required.

## **3 METHOD**

A qualitative document analysis design was employed. The corpus consisted of five primary legal and policy documents, namely Law Number 23 of 2019, Government Regulation Number 3 of 2021, and three Minister of Defence regulations that operationalise reserve formation and refresher training. In addition, eight official public communications and statistical releases from the Indonesian Ministry of Defense were included to contextualise implementation outputs such as annual establishment numbers. [3] Document selection followed purposive sampling criteria, namely: (1) direct relevance to reserve component governance and training implementation, (2) official and authoritative status issued by the Indonesian government, and (3) publication within the period 2019–2024 to capture recent implementation dynamics. No human participants

were involved; therefore, the unit of analysis comprised policy documents and official implementation reports.[1]

A thematic synthesis of twelve recent peer-reviewed studies on total defence and reserve governance was conducted to inform the discussion and recommendations. Literature was selected based on relevance to empowerment frameworks, civil–military relations, and reserve force management. The analysis proceeded through a three-stage coding process. First, open coding was conducted to identify key concepts related to empowerment dimensions and implementation challenges. Second, axial coding grouped these concepts into analytical categories aligned with predefined empowerment dimensions and implementation variables. Third, selective coding was used to integrate categories into overarching themes explaining patterns of policy design and implementation. To enhance trustworthiness, data triangulation was applied across statutes, implementing regulations, official communications, and academic literature. Peer debriefing was conducted through consultation with two independent scholars in defence policy to review coding consistency and thematic interpretations. An audit trail documenting coding decisions and theme development was maintained to support transparency and replicability. The principal limitation of this study is the absence of field interviews and direct observation. Consequently, the article is positioned as an implementation-oriented policy analysis grounded in authoritative documentary sources rather than an impact evaluation of reserve training outcomes at the operational level.

## **4 RESULT AND DISCUSSION**

### **4.1 Policy standards and objectives embedded in Law No. 23/2019**

The statute institutionalises a national defence resource management framework that positions citizens as an integral component of defence participation through the reserve force mechanism. The reserve component is conceived as a force prepared for mobilisation to augment and reinforce the main component when required, emphasising strategic scalability rather than routine substitution during peacetime. This distinction is theoretically significant for empowerment, as it requires training regimes and service

obligations to remain compatible with civilian social and economic roles under normal conditions.

The theoretical understanding of military empowerment by demonstrating how adaptive leadership operates within hybrid civil–military structures. In contrast to conventional professional armed forces, reserve governance necessitates leadership practices that balance hierarchical command with participatory and flexible engagement, thereby redefining empowerment as conditional readiness embedded in civilian life [13].

This interpretation aligns with international studies of reserve leadership in advanced defence systems. For example, research on reserve forces in the United States highlights the importance of adaptive leadership in sustaining motivation and operational preparedness among personnel with dual civilian–military identities [14]. Similarly, studies of territorial defence forces in Northern Europe emphasise decentralised leadership and trust-based coordination as prerequisites for effective mobilisation without undermining civilian autonomy [15]. Compared with these cases, the Indonesian framework reflects a comparable emphasis on strategic mobilisation capacity but places stronger normative weight on legal integration and state-directed coordination.

Accordingly, this study contributes theoretically by reframing situational leadership in reserve governance as a model of institutionalised flexibility rather than merely a contingency-based leadership style. This perspective advances military leadership theory by situating empowerment within regulatory design and civilian compatibility, offering a conceptual bridge between leadership theory and defence policy implementation.

#### **4.2 Institutional architecture and coordination instruments**

Government Regulation Number 3 of 2021 specifies operational mechanisms for implementation, including role differentiation and the sequencing of reserve formation, while Minister of Defence Regulation Number 3 of 2021 further elaborates procedures for formation, designation, and development through standardized administrative and recruitment requirements. Together, these instruments reflect an institutional design oriented toward procedural uniformity and reduced discretionary authority, thereby seeking to minimize regional and inter-service disparities in implementation [16].

This study advances the theoretical discussion beyond descriptive validation of situational leadership by demonstrating how leadership adaptability is structurally conditioned by regulatory design. Rather than emerging solely from individual command style, leadership practice in the reserve system is shaped by administrative standardisation and inter-agency coordination demands. This finding aligns with Bekesiene & Vasiliauskas (2025) analysis of the U.S. Army, which shows that rigid procedural frameworks increase reliance on adaptive leadership to manage complexity [17], and with Ignatčikas (2024) comparative study of European armed forces, which highlights how institutional rules mediate leadership effectiveness in multinational and bureaucratised military settings [18].

By situating situational leadership within a governance and implementation framework, this article contributes theoretically to military leadership studies by linking micro-level leadership behaviour with macro-level policy architecture. The Indonesian case thus illustrates that adaptive leadership is not merely a response to operational uncertainty but also a functional necessity generated by standardisation regimes that intensify administrative workload and coordination requirements. This perspective extends existing leadership theory by integrating it with policy implementation and defence governance literature.

### **4.3 Human resource empowerment instruments: recruitment, training pipeline, and refresher training**

Human resource empowerment in the reserve component is operationalised through an integrated system of recruitment, initial training, and refresher training. The implementing regulation stipulates that basic military training is conducted for a period of three months, establishing a standardized baseline of competencies for initial operational readiness. The Ministry of Defence publicly frames the recruitment pipeline as a sequential process of voluntary registration, selection, basic training, and formal establishment, indicating that empowerment is conceptualised as a progressive and cumulative process rather than a one-time intervention.[3]

Beyond initial training, refresher training is mandated to sustain and enhance individual knowledge and skills. The Minister of Defence regulation specifies a flexible

implementation window ranging from 12 to 90 days, reflecting an institutional recognition that readiness maintenance requires periodic adaptation to operational and resource constraints. The inclusion of formal monitoring and evaluation mechanisms further suggests that empowerment is treated as an administratively accountable process rather than an informal unit-level practice.

Theoretically, these findings extend situational leadership perspectives by demonstrating how empowerment can be institutionalised through regulatory design rather than relying solely on leader discretion. Whereas situational leadership theory traditionally emphasises adaptive leadership behaviour at the interpersonal level [19], this study highlights the role of policy instruments in structuring empowerment across organisational stages.

This argument is supported by prior research on military and public-sector leadership which shows that empowerment is most sustainable when embedded in formal governance arrangements. Mission command effectiveness in modern militaries depends not only on commanders' adaptive behaviour but also on doctrinal and regulatory frameworks that legitimise decentralised decision-making [20]. Similarly, Sjøgren (2022) find that empowerment initiatives in hierarchical organisations succeed when aligned with institutional rules and accountability systems rather than relying on individual leadership style alone [21].

Taken together, the evidence suggests that empowerment in reserve governance operates at the intersection of leadership theory and regulatory design. This study advances the literature by proposing a model in which situational leadership is reinforced through institutionalised training cycles and formal accountability mechanisms rather than solely through individual command practices. In doing so, it bridges leadership theory with policy analysis and contributes to a more integrated understanding of empowerment in reserve force management.

#### 4.4 Rights, protections, and incentives

The implementation of Law Number 23 of 2019 and its implementing regulations establishes a legal architecture that integrates civilian continuity into reserve force governance as a core empowerment mechanism. Rather than treating reservists solely as military assets, the regulatory framework institutionalises protection of employment and educational status during refresher training periods. This is operationalised through formal notification procedures to employers and higher education authorities, thereby embedding inter-institutional coordination into reserve mobilisation processes. Such design reflects a structural recognition that sustained readiness depends on cooperative civilian–military governance rather than individual compliance alone.

Beyond descriptive alignment with situational leadership principles, these findings extend empowerment theory by demonstrating how leadership is embedded in regulatory instruments, not merely exercised at the unit level. Empowerment is thus conceptualised as a systemic outcome of legal–administrative arrangements that distribute responsibility across state and civilian actors. This supports a shift from leader-centric models of situational leadership toward an institutionalised form of adaptive governance.

Comparatively, this pattern resonates with findings from U.S. reserve leadership studies, which emphasise employer engagement and statutory protections as determinants of reservist retention and morale [22]. Similarly, research on the Singapore Armed Forces Reserve system highlights that leadership effectiveness is reinforced by policy frameworks that minimise civilian career disruption and sustain social legitimacy [23]. The Indonesian case converges with these international experiences in recognising that empowerment is achieved through policy coordination rather than command authority alone.

However, Indonesia's approach differs in its stronger reliance on formalised notification mechanisms embedded in national legislation, whereas Western models place greater emphasis on voluntary employer partnerships. This distinction contributes theoretically by illustrating a hybrid model of empowerment that combines situational leadership logic with statutory governance, thereby expanding existing leadership

frameworks beyond behavioural adaptation to include regulatory design as a leadership instrument.

Overall, the findings suggest that empowerment in reserve force management should be understood as an institutional capacity produced through legal safeguards, inter-organisational cooperation, and adaptive leadership principles. This perspective advances situational leadership theory by situating leadership effectiveness within policy ecosystems rather than limiting it to interpersonal command relationships.

#### **4.5 Implementation risks reflected by early outputs and the external environment**

Official communications indicate that the programme has produced tangible annual establishment outputs, including 2,974 members established in 2022 and 2,497 members established in 2023. [3] A later establishment event reported 500 members for an additional wave in 2024. [4] These outputs demonstrate scaling, yet they do not by themselves confirm empowerment outcomes such as retention, employer support compliance, skill transfer, or readiness sustainability.

International reserve governance research suggests that employer support, predictability, and incentives strongly shape reserve participation and readiness.[2] When assessed against implementation variables, the main vulnerabilities can be located in resource adequacy for recurring training cycles, inter-agency communication for summons and protections, implementor disposition at local administrative levels, and the broader socio-political environment that shapes legitimacy. Indonesian scholarship has explicitly emphasised the need to balance defence preparedness and economic activity, which aligns with these risks.

The legal framework demonstrates a coherent empowerment logic that links voluntarism, structured initial training, and recurring refresher training with administrative coordination and monitoring. This design is consistent with total defence governance principles that treat readiness as a societal capacity rather than a purely military output. [1]

However, the decisive bottleneck is located at the interface between defence obligations and civilian opportunity structures. The existence of formal notification and protection instruments does not automatically secure compliance or reduce opportunity

costs, particularly in private sector employment and in competitive education pathways. Evidence from international reserve force research indicates that sustained readiness tends to depend on institutionalised employer support and predictable administrative processes that reduce uncertainty for reservists and employers. [2]

The Indonesian case, therefore, illustrates a typical implementation dilemma. High legal clarity and a structured pipeline may coexist with operational fragility if enabling instruments are incomplete, administrative burdens are high, or incentives are insufficient for long term retention. Annual establishment numbers may increase while readiness sustainability remains under-measured if performance metrics focus on recruitment outputs rather than competency maintenance, employer compliance, attendance rates in refresher cycles, and retention.

#### **4.6 Policy recommendations**

First, an integrated HR empowerment corridor is recommended. The corridor should connect recruitment, selection, basic training, establishment, refresher training cycles, and post-training reintegration support into employment and education. This is required to shift performance measurement from intake outputs to readiness maintenance.

Second, employer and university support mechanisms should be strengthened through standard operating procedures, dispute resolution channels, and transparent compensation or facilitation schemes where relevant. International evidence indicates that such mechanisms reduce opportunity costs and improve participation. [2]

Third, data governance should be institutionalised through an interoperable registry that links reservist status, training history, refresher summonses, attendance and reintegration outcomes while maintaining privacy safeguards. Monitoring and evaluation obligations already exist within refresher training regulation and can be expanded into measurable indicators.

Fourth, social communication should be designed as a legitimacy safeguard. Communication should emphasise the voluntary nature of recruitment, the limited conditions for mobilisation, and the existence of protections to minimise fear of livelihood loss. This is aligned with the balance between defence preparedness and economic continuity highlighted in Indonesian policy analyses.

## 5 CONCLUSION

Law Number 23 of 2019 and its implementing regulations provide a structured legal foundation for empowering reserve component human resources through staged recruitment, defined training duration, and recurring refresher training accompanied by administrative coordination and monitoring. Implementation success is likely to be determined less by initial establishment numbers and more by the quality of cross-sector coordination with employers and universities, the adequacy of sustained incentives, and the maturity of performance metrics and data governance. The policy recommendations offered are intended to strengthen empowerment outcomes in ways consistent with total defence governance and reserve force management evidence.

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### **Authors' Contribution**

All authors contributed equally to the development of this article.

### **Data availability**

All datasets relevant to this study's findings are fully available within the article.

### **How to cite this article (APA)**

Udayana, A., Yusgiantoro, P., Mahroza, J., & Priyambodo, J. B. IMPLEMENTATION OF LAW NUMBER 23 OF 2019 ON THE MANAGEMENT OF NATIONAL RESOURCES: HUMAN RESOURCE EMPOWERMENT OF INDONESIA'S RESERVE COMPONENT FOR NATIONAL DEFENCE. *Veredas Do Direito*, e234488. <https://doi.org/10.18623/rvd.v23.n4.4488>