

# COLLABORATION BETWEEN THE TNI AND OTHER STAKEHOLDERS IN HANDLING THE COVID-19 PANDEMIC CRISIS

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## Abstract

COVID-19 cases in Indonesia are spreading rapidly and have been detected in all regions, making the country cautious of the virus. This study aims to analyze the collaboration process between the TNI and other stakeholders in overcoming the Covid-19 pandemic. The research method is a single case study approach focusing on understanding dynamics in a single setting. Data collection techniques were collected through interviews, observation, and literature studies. The results of the research show that the collaboration process between the TNI and other stakeholders has been carried out well and achieved the targets set. The process of collaboration between Indonesian soldiers and stakeholders in handling the Covid-19 pandemic is carried out through a process of face-to-face dialogue, building trust, commitment, mutual understanding, and intermediate outcomes. The success of the collaboration between the TNI and stakeholders is driven by 4 factors: facilitative leadership, initial supportive conditions, good institutional design, and TNI institutional culture that supports collaboration in crises.

**Keywords:** Collaboration, TNI, Stakeholders, Covid-19

## INTRODUCTION

Life in the world order has changed since the arrival of the Global Coronavirus Disease (Covid-19), which caused a pandemic, and was first discovered in 2019 in Wuhan City, Hubai Province, China (Tan et al., 2020). It is clear that WHO has made this outbreak a global pandemic. Until March 11, it was stated that Covid-19 had spread to almost all countries in the world. One of the many countries affected by this global epidemic, Indonesia, on March 2 2020 to be precise, announced the finding of three positive cases of Covid-19. On March 11, 2020, WHO stated that the number of sufferers of Covid-19 in all countries in the world had increased drastically, changing the status from endemic to pandemic.

In Indonesia, positive cases of COVID-19 spread quickly, breaking the 1 million mark as of 7 February 2021. With 949,990 positivity and 31,556 deaths, the total confirmed cases of COVID-19 are 1,157,837 (www.Covid19.co.id). The very high rate of transmission caused all of Indonesia to be wary of this virus because all regions of Indonesia were detected to have the spread of Covid-19. Zhu et al., (2020) stated that the impact of Covid-19 was very significant compared to SARS and MERS or diseases caused by previous corona viruses.

In accordance with the developments that have occurred, the world community has begun to identify the criteria or characteristics of this global outbreak. It's just that, even though the

epidemic has spread massively, there are still people who don't know the factors of disease transmission. Ignorance is caused by unclear symptoms or incomplete data or evidence. This epidemic has brought the world into a crisis situation, not just a population health crisis, but a social, economic, political and security crisis (Barlow et al., 2021).

For many countries, crisis conditions cannot be properly handled. Especially in a global epidemic, the dynamics of the crisis are quite massive and require daily assessments, especially the characteristics of the disasters caused by Covid-19. Crisis conditions can also cause tension and conflict, both among government actors or at the community level. For this reason, policy makers or makers must be able to design policies to reduce conflict due to crisis conditions (Al-Dabbagh, 2020).

The response to this pandemic crisis in Indonesia was marked by unpreparedness in responding to the Covid-19 pandemic (Mietzner, 2020). This is also the case at the level of government or policy coordination, which looks strong in each agency or government in taking their respective steps (Mas'udi and Astarina, 2020), as well as the emergence of miscommunication between policy makers, the appearance of the politicization of a pandemic, neglect of science at the beginning the emergence of crises, limited economic capacity, and an inadequate health service system. At the same time, the government is considered not to be serious in handling the COVID-19 pandemic so that the anticipatory system is not adequately built when the outbreak has not yet spread. Unpreparedness and low seriousness can be seen from the actions of government officials who are ignorant of the threat of an outbreak, and there is no national guideline for managing pandemic conditions.

Christensen & Ma, (2020) study looks at the occurrence of crisis management which is shown by weak actions in vertical or horizontal coordination, fragmented policies, confusing information, and people who indicate they are unsure of government policies in crisis management. The crisis caused by this pandemic makes it clear that the country's security system is not sufficiently capable of warding off health threats.

The TNI in its task of handling Covid-19 is not an independent work but the TNI must collaborate with various ministries, state and private institutions and the community. As with the nature of MOM, the TNI is usually seconded to civilian institutions. The Indonesian National Armed Forces is the most effective and structured agency in dealing with disasters in Indonesia (Djuyandi et al., 2019). However, the capability and strength of the Indonesian National Armed Forces, which is considered through the availability of human resources, equipment and other software, is still relatively limited. On this basis, in order to overcome various limitations and challenges in carrying out the task of handling the COVID-19 pandemic, the TNI needs to collaborate with various parties (Halkis & Yacobus, 2022).

In handling the pandemic in Indonesia, civil-military collaboration in Indonesia has been carried out optimally by coordinating through the use of information management systems, institutional arrangements, consultations between stakeholders, logistics management and adequate governance. but still not optimal. Collaboration is the most important aspect, as well as a determinant of a country's success in fighting the spread of the COVID-19 pandemic, apart

from competent leaders, reliable and professional bureaucracy, and high public trust (Klimovsky et al., 2021).

Stakeholders who have a role in the pandemic besides the TNI, namely the National Police. The government strengthens the obligation to maintain social distancing by issuing PP No. 21 of 2020 concerning Large-Scale Social Restrictions (PSBB) and Permenkes Number 9 of 2020. The success of these large-scale social restrictions is determined by discipline and public awareness, but in order to clarify their implementation, the role of the police is required.

The role that the police are carrying out is intended to support government policies regarding efforts to deal with the spread of Covid-19, as well as stop the spread of this global epidemic by taking action against people who are still gathering. Not only that, the police are also focused on efforts to deal with crimes that are likely to arise when large-scale social restrictions are implemented, for example street crimes, actions against officers, availability of basic commodities, and so on.

The National Police Task Force formed during the pandemic has various sections. The General Crimes Sub-Satgas (Pidum) has the task of providing action on conventional crimes (theft, looting, robbery, natural disaster crimes and health quarantine crimes). Furthermore, the Economic Sub-Satgas whose task is to supervise and take action against actors who stockpile food and medical devices, take action against those who export antiseptics, mask raw materials, personal protective equipment (PPE) and masks, and take action against drugs or medical devices that are not based on standards. /licensing. Finally, the Cyber Sub-Satgas takes action against provocateurs and the spread of fake news regarding the government's efforts to deal with Covid-19 (Smith & Perry, 2021).

Stakeholders as central figures, namely the ministry of health. Through the Directorate General of Public Health, the Ministry of Health has a role to control and handle the spread of Covid-19 in the country. Promotive and preventive efforts that have been carried out, namely suppressing the growth rate of the spread of Covid-19, which is the government's form of optimizing community involvement, including involving the private sector, multi-program and multi-sector as a supporter in dealing with or preventing Covid-19. During 2020 to 2021, the Directorate General of Public Health has carried out various efforts as a response to the fight against Covid-19. Various efforts have been made by the Directorate General of Public Health to deal with the Covid-19 pandemic, namely disseminating information, educating, and disseminating health protocols to various media, mobilizing and empowering the community to prevent the spread of Covid-19, collaborating or cooperating with other parties, and improving behavior. clean and healthy life.

Not to mention the role of health workers as the frontline in dealing with the spread of Covid-19 at every level of intervention, especially at the community level so they can communicate about risks or educate the public about health protocols as a fight against Covid-19. Furthermore, in investigating cases or investigating outbreaks, and facilities or empowering the community, health workers must understand promotive or preventive patterns in preventing the spread of Covid-19 in the community. This should be implemented in order to determine

programs and policies to effectively deal with Covid-19.

According to Purwanto, (2020), weak coordination between the government and several parties is a factor that causes obstacles in overcoming all disasters in the country. In carrying out the handling of COVID-19, the TNI collaborates with various stakeholders. It is hoped that this cross-sectoral collaboration will accelerate the handling of the COVID-19 pandemic. The TNI collaborates with various stakeholders such as BNPB as the main actor, Ministry of Defence, DPR RI, POLRI, Ministry of Health, local government, BIN, social organizations (NGOs) and other private parties. Such collaboration is an effective tool for mitigating and managing disasters (Sun et al., 2020).

This study examines the TNI's collaboration with various stakeholders during the COVID-19 pandemic disaster by analyzing collaborative disaster management carried out by TNI institutions in the form of an analysis of the collaboration process. This study also focuses on interaction and collaboration between TNI institutions and several stakeholders in the handling of the COVID-19 pandemic so that the TNI is considered by President Joko Widodo as one of the parties that plays a role in the success of handling COVID-19 in Indonesia for professionalism in each assignment, individual abilities, the ability of the unit, the use of science and technology, including defense equipment has been used and carried out in the implementation of each assigned task.

This study enriches studies on the concept of collaboration in the context of governance developed by Ansell and Gash. The theory of Ansell and Gash sees that collaboration consists of collaboration processes and collaboration supporting factors (Ansell et al., 2020). The collaboration process has five elements, namely direct dialogue, building trust, commitment to the process, shared understanding and results. The supporting factors consist of institutional design, starting conditions and facilitative leadership.

However, in the Ansell and Gash model, it is considered that there are still imperfections in implementing TNI collaboration with other stakeholders. First, this model cannot be generalized in analyzing collaboration or collaboration between stakeholders because it provides opportunities for imbalances in various policy arenas. In this study, researchers consider that this model does not convey the intensity to be obtained during collaboration, but only focuses on objectives based on formal agreements or decisions. In reality, building an agreement will take quite a long time, and it is not a simple matter of uniting the differences between the parties working together, so there is a potential for program failure.

Ansell and Gash assess that if you simply understand that the forum has a formal relationship, then it simply intersects with cooperation between public actors and public institutions and non-public actors. Ansell and Gash make it clear that cooperative arrangements between public and non-public agencies aim to design and clarify policy, which requires ideological affirmation if there is a network dimension of policy.

This thinking, based on the viewpoint of Peterson, clarifies the policy network. Based on the researcher's identification of the theories and ideas used, and then juxtaposed with empirical phenomena in implementing TNI collaboration with other stakeholders, it can be reiterated that

there is still a lack of a government collaboration model developed by Ansell and Gash.

Ansell and Gash's theory is used in the context of normal situations, business as usual, not in precarious or critical conditions such as the Covid-19 pandemic health disaster. The institutions involved are also institutions such as the private sector, bureaucracy, not military institutions. Researchers see the need for a different theoretical model to explain collaboration in crisis situations, big pressures like in this study, especially regarding the global outbreak of Covid-19. The Covid-19 outbreak can be the right time to get context in developing how to collaborate in crisis situations. The institution chosen was also the TNI because the TNI is seen by researchers as an institution that has an important role in the country's success in overcoming a pandemic. So this is very valuable to study. Therefore, it needs to be studied further in the form of research to complement the collaborative governance theory, especially in stakeholder collaboration during the Covid-19 pandemic in Indonesia.

## **METHOD**

This study uses a single case study qualitative approach that focuses on understanding dynamics in a single setting to investigate collaborative phenomena in disasters that have not been studied (Aldianto et al., 2021). This study uses Ansel & Gash's collaborative governance theory in 2008. The initial theory developed by researchers regarding collaborative governance from Ansell and Gash contains four elements, namely initial conditions, institutional design, facilitative leadership, and the collaborative stage that wants to create outcomes. The collaboration stage consists of face-to-face dialogue, designing trust, commitment to the process, shared understanding and results. Based on its purpose, this study is a descriptive research type: the researcher analyzes and then describes how the process of managing collaboration and the factors that influence collaborative governance in handling Covid-19 between the TNI and 4 stakeholders. The description was carried out using the views of the informants, building understanding based on what was heard from the informants through in-depth interviews and document studies. Judging from the benefits of research, research is included in pure research, because the topics and subjects studied are the choices of researchers, not for the benefit of other parties. Viewed from this aspect, the process of collecting data was carried out only for one period of time so that this study was classified as a cross-sectional study. Data collection techniques were carried out using interviews, observation, and literature studies. Data validity is carried out through four criteria, including: credibility, transferability, dependability and confirmability (Nassaji, 2020).

## **RESULTS AND DISCUSSIONS**

### **Collaboration between TNI and POLRI**

The involvement of the Indonesian military and police in handling Covid-19 is for the President according to Presidential Decree No. 7/2020. With the Presidential Discretion to issue the decision, it shows that if an urgent situation arises and it is necessary to immediately control the consequences of non-natural disasters, the President uses his prerogative to involve the army and police in handling a pandemic (Wiratraman, 2020). As for the several roles of the

military and police during tackling the global outbreak, such as the formation of micro-scale PPKM posts in various districts and cities up to the sub-district/village level as one of the efforts to increase awareness of the discipline of public health protocols.

The involvement of the TNI and Polri in vaccination activities either door to door or through vaccination raids (Setiyawan, 2023). The achievement of vaccination coverage cannot be separated from the support of the Indonesian National Police and the vaccine distribution program for the community. The Association of Indonesian Hospitals (Persi) said that efforts to deal with Covid-19 require cooperation from various parties, including the involvement of the military and police. This explanation also tries to straighten out the opinion of the NGO LaporCovid-19 which questions the participation of the military in dealing with the global epidemic.

Regarding the increase in Covid-19 vaccination, the military and police have collaborated with hospitals through the Vaccine Attack program which provides facilities for the public to obtain vaccines easily. In addition, the TNI and Polri have contributed to the success of the PPKM policy, including distributing various social protection programs (Perlinsos), such as the National Economic Recovery Program (PEN). The PEN budget in 2022 is IDR 455.62 trillion and a total of IDR 70.37 trillion (15.4%) has been realized as of 28 April 2022. In the second quarter of 2022, there is economic momentum because there is a policy of relaxing homecoming trips during Eid al-Fitr. Homecoming in 2022 can be implemented without being followed by an increase in the number of Covid-19 cases. It is predicted that through this homecoming, it can increase household consumption by 1.09% or direct GDP growth in the second quarter of 0.56%. In addition to the success in holding a culture of returning home for Eid al-Fitr 2022, inflation during Ramadan and Eid al-Fitr has been successfully anticipated. The army and police also assisted in the distribution of the BT-PKLWN program as well as the cooking oil BLT program to meet the needs of the people who were affected by the increase in the price of packaged and bulk cooking oil. Until May 9, 2022, the police had succeeded in sending BT-PKLWN to 638,000,000 beneficiaries and BLT cooking oil to 1.16 million beneficiaries.

Furthermore, the TNI and Polri carry out raids or sweeps every day targeting a large crowd to enforce health protocols. For example, the Sidoarjo Regency Government and the TNI are cooperating to assist in the implementation of the Night Operations Ops. Kodim 0816 helps the District Government. Sidoarjo regarding an appeal to the public to remain compliant with health protocols. Furthermore, the army also assists the police in supervising every activity carried out by the community, especially travel between regions/regions. Collaboration between the TNI and the Central Government.

The synergy between the TNI and the central and regional governments includes collecting data on the spread of Covid-19 down to the Kelurahan/Village level. Apart from that, the tasks that the TNI is carrying out, such as providing assistance to local governments to record vaccination programs that have been carried out in all regions in Indonesia.

The TNI and the government are also collaborating to organize Covid-19 vaccinations down

to the Sub-District/Village level throughout Indonesia to achieve the vaccination target; In addition, the distribution of vaccines, medical devices and PPE for the prevention of Covid-19. At the start of the pandemic, community involvement in the Covid-19 vaccine program was affected by the location of vaccine administration, approach to the vaccination program, vaccine distribution and availability, information related to vaccines, administrative requirements, stakeholder support, and health conditions. In this case, at the beginning of the pandemic, the TNI went into the field to assist with technical implementation in terms of administering vaccinations at military hospitals and also distributing vaccines to villages.

Vaccine supply in Indonesia is obtained through bilateral systematics (APBN), COVAX grants or other state grants. The number of vaccines in Q1-Q2 2021 was 69.5 million doses of the CoronaVac and AstraZeneca types and bulk from Sinovac, then PT Bio Farma (Persero) continued vaccine production. The first semester of 2021 will be the most difficult period for obtaining vaccines: not all types of vaccines have received permits from the EUA from BPOM and the demand for vaccines between countries is very high. In order to obtain maximum distribution capacity to all regions in Indonesia, the Provincial Health Office, District/City Health Office, and the TNI play an active role in the distribution of vaccines. During 2021, 390,540,236 doses of vaccine have been distributed, and around 335,909,618 doses (86%) of vaccine have been distributed to all regions in Indonesia.

The TNI has carried out non-program tasks by providing health-related counseling to the community as a manifestation of cooperation between the TNI and the local government. Implementation of counseling by the task force will certainly raise awareness for all elements of society who do not really understand the spread of Covid. The TNI is also trying to communicate and coordinate with local governments regarding efforts to restore the economic sector during the pandemic.

Establishment of the Covid-19 Task Force at the provincial level includes the Governor, Pangdam and Kapolda, at the City/Regency level includes the Mayor/Regent, Dandim and Kapolres, at the sub-district level includes the head of the sub-district, danramil and the chief of police and at the kelurahan/village level includes heads of sub-district/village, babinsa and bhabinkamtibmas, such as forming the Covid-19 Task Force Command Post down to the village level as cooperation between elements with a formal framework of policies and community cultural initiatives with the TNI (Parwata et al., 2023). Posko can be used as media for monitoring and handling at the smallest level, but the number, continuation and use of posko should be optimized. Apart from that, he also gave ticket cards to all elements of society who did not comply with the health protocol. Furthermore, Covid-19 mutates over time. Optimizing the role of this posko can act as a key for Indonesia to face disasters in the future. Collaboration between the Indonesian military and the regional government during the handling of the Covid-19 pandemic shows professionalism in each assignment, individual/universal/group abilities, and knowledge that has been used to carry out tasks.

## **TNI Collaboration with Community-NGO**

One form of collaboration between the TNI and civil society is the provision of health facilities. The TNI can work with the community to provide health facilities such as assisting in procuring isolation places for Covid-19 sufferers or screening facilities. Furthermore, the TNI is working with the community to provide socialization on how to prevent the spread of Covid-19, such as maintaining physical distance and washing hands. For example, the Joint Police-TNI-Community Team in Pringsewu Distributed Masks and Promoted 3M. Various procedures were carried out by the Indonesian military and civil society related to preventing the spread of Covid-19, namely appealing to all elements of society to comply with health protocols, and providing masks to the whole community, especially those in crowded places (Tedjomurti & Suyanto, 2021).

In addition, the TNI is working with the community to carry out social actions, such as distributing humanitarian aid to victims of Covid-19. As in 2021 the Ministry of BUMN provided assistance to orphanages affected by the pandemic, assistance from the Ministry of BUMN can be on target, especially the people who really have the rights to this assistance (P. Purwanto et al., 2021). Therefore, good distribution is an aspect formed to help people affected by Covid-19. The aid distribution phase was carried out with the Air Force Koops and various elements of community youth organizations. The packaging of the relief goods was carried out at the BGR Logistics warehouse complex. Then, distributing the aid to orphanages using twenty blind vans and seven Indonesian Air Force Corps trucks. Another example is in Lumajang Regency, which has collected 16,000 sacks of rice per five kilograms, and there are five thousand sacks from the TNI and five thousand sacks from the police. Rice assistance will be focused on people with substandard incomes or those living on the poverty line, especially people who are directly affected by the implementation of Emergency PPKM. Ataws on that basis, the distribution of aid is a collaboration between the TNI and the community it is hoped that there will not be an accumulation of assistance from each program. During the distribution of assistance in the form of rice, so that it is in accordance with the target and does not experience overlap, and carries out tasks in a humane, polite and obedient manner to health protocols.

Most recently, the TNI is working with the public in disseminating valid and correct information about Covid-19. Information during the digital era, which is spread massively, does not necessarily contain positive information. The Head of the TNI Information Center, Major General Wuryanto, made it clear that social media is by far the most powerful means of disseminating information and forming public opinion (Helberger, 2020). The real manifestation of the informational role that the soldiers of the regional military command unit perform is to gradually monitor information spread on social media, especially before publishing it to the public. Not only that, the role of the information unit in responding to social media today is to provide information in a transparent manner so that people can easily access correct information. Information monitoring on social media is carried out before publishing news to the public.

### **TNI collaboration with the Ministry of Health**

The TNI-Ministry of Health collaboration can be seen in the increase in distribution capacity throughout Indonesia which involves the TNI. The distribution plan that has been prepared will be clarified by the implementation of the vaccine distribution management system. As one source from the Ministry of Health said that limited health personnel and facilities made assistance from the TNI significant.

This distribution system uses the Internet of Things (IoT), Track and Trace, Transport Management System and BI Dashboard which are continuously integrated with other systems inside and outside vaccine distributors (Enriko et al., 2022). This system can be monitored with the command center as it is currently operating, making it easier to monitor vaccine distribution in real time. Provincial health offices and district/city health offices want to be actively involved in this system by collaborating with vaccine distributors according to the appointment of the ministry of health (PT Bio Farma). The purpose of this participation is a form of collaboration to make vaccinations successful. Not only vaccines, the Ministry of Health is also working with the TNI in distributing vaccination support logistics (ADS, alcohol swabs, and safety boxes) based on sending vaccine doses to provinces. During 2021, there were 540,236 vaccine doses released and 335,909,618 doses (86%) of vaccine doses distributed to all regions in Indonesia.

In addition to vaccine distribution, the Ministry of Health is working with the army and police to assist medical personnel in their duties by preparing Covid-19 tracers and vaccinators to the regional level. Preparation of tracing staff and vaccinators as a response to President Joko Widodo's instructions to quickly control the pandemic in Indonesia through strengthening 3T and 3M.

A manifestation of the TNI's seriousness in assisting the handling of Covid-19, which is to provide a number of 13,500 vaccinators, with 900 people having received training from Bapelkes, while another 12,600 will follow suit to receive training. Not only the TNI, the police have also prepared 40,335 Bhabinkamtibmas personnel who have been deployed to all regions in Indonesia to be involved in tracer implementation. The Minister of Health, Budi Gunadi Sadikin, explained that in efforts to deal with the pandemic, especially tracing cases and vaccinations for 181 million Indonesians, the Indonesian Ministry of Health is working with several parties. Collaboration is needed from various parties, including the army or police. The Minister of Health also said that currently the government is strengthening 3M and 3T efforts which are the main key to stopping the spread and transmission of Covid-19. It is aware that in order to implement the program, it requires competent human resources. Regarding case tracing, it is predicted that per hundred thousand population requires thirty tracers to be distributed to all rural areas. Then, tracking cases for 269 million people was completed by requiring 80,000 tracers in all villages. Below is an overview of the collaborative process between the TNI and multi-stakeholders.

## Starting Condition

The imbalance of resources, capacity, and knowledge in the Covid-19 response is a problem for collaborative efforts. Stakeholders who lack organization, capacity, skills, status, or sufficient resources to engage may desire equal treatment with other stakeholders, making collaboration vulnerable to manipulation by stronger actors (Mu & Wang, 2022). Implementing collaborative processes in the Covid-19 response shows a need for more knowledge and capacity to manage Covid-19. This is evident in the early stages of the pandemic, where stakeholders had a limited understanding of the disease, prevention methods, and appropriate actions, resulting in each party searching for their solutions. The problem of unequal human resource quality also taints Covid-19 response collaboration, with many individuals needing more technical knowledge and skills. The solution is to develop a strategy that optimizes resource and power utilization while preventing manipulation by stronger actors.

Moreover, basic healthcare training should be provided to all parties, as many individuals, especially those in remote areas, need help understanding how to respond to pandemics. Response time disparities between civil and military actors are also apparent, with the military showing a more rapid and efficient response due to its command structure. Addressing these disparities will improve collaboration in the Covid-19 response.

Participation in collaboration is influenced by various factors, such as expectations of meaningful outcomes, time and effort invested, and the motivation to contribute to public issues. Ideally, participation should come from voluntary actions based on the awareness that public problems need joint attention (Gray & Stevenson, 2020). While motivation plays a crucial role in collaboration, it should not affect the success of the collaboration. During the COVID-19 pandemic, the President of Indonesia issued a formal instruction through Presidential Decree No. 7/2020, which established the Task Force for the Acceleration of COVID-19 Handling. This directive requires the participation of all agencies, including the Indonesian National Armed Forces (TNI), to assist the government in responding to the pandemic. Furthermore, the high public expectations of the government's performance during the pandemic also motivate participation. However, consistent coordination and adequate cooperation among government agencies must often be improved for successful collaboration.

Collaboration in disaster management is not new, and the history of conflict and cooperation between institutions such as the TNI and Polri can influence trust between stakeholders. Mutual trust between stakeholders is a fundamental factor in collaboration and arguments need to be clarified before deciding which parties to collaborate with. Conflicts in collaboration will always occur because of distrust between actors, and this causes the inability of cooperation to achieve goals optimally (Dicky Irawan et al., 2022). However, even though there is a history of conflict between institutions, distrust between stakeholders in collaboration can be understood as arguments and expressions of different interests. Therefore, careful review of the historical experience of cooperation between actors in past activities can foster mutual trust and encourage successful collaboration in disaster management, including in the response to COVID-19.

## **Institutional Design**

Ansell et al., (2020) describe that institutional design refers to basic protocols and basic rules for critical collaboration, which emphasize procedural legitimacy in the collaboration stage. During this stage of collaboration, an emphasis is placed on transparency and inclusion.

In terms of the legal basis that determines the involvement of defense institutions in helping to deal with the Covid-19 pandemic, it is contained in Law Number 34 of 2004 concerning the TNI. In Law Number 34/2004 Article 7 Paragraph 1, it is clarified that the Indonesian National Armed Forces has the duty of enforcing state sovereignty, defending the territorial integrity of the Unitary State of the Republic of Indonesia based on Pancasila and the 1945 Constitution, and providing protection for the nation and all of Indonesia's bloodshed from all threats/disturbances. to the integrity of the nation and state. The main task according to the explanation in Paragraph 1 is carried out by means of military operations for war (OMP) and military operations other than war (OMSP).

In the OMSP, one of the tasks of the Indonesian National Armed Forces is to assist with natural disasters, evacuation and provide humanitarian assistance. In accordance with Article 20 Paragraph 2, it is clarified that the use of the Indonesian military's power to carry out military operations other than war, is carried out for national defense or to support domestic interests based on the law. A joint agreement between the Ministry of Health and the Ministry of Defense, which includes health cooperation to strengthen capacity in detecting and responding to hazards in the fields of biology, chemistry, radiation, nuclear and explosives, carrying out disease, health crisis and disaster management as well as national health sector regulations regarding defense country.

The TNI intervened in handling COVID-19 as a task of assistance with the aim of optimizing available resources. In an interview, an expert staff member at the Army Headquarters explained that collaboration was the key to the success of this task because the TNI has limited medical resources. Therefore, the TNI asked for the help of medical officers and doctors from hospitals to work together in handling this pandemic. As an assistance task, the TNI can utilize the doctors and health facilities it has to help hospitals that lack beds by providing velbed and tents from the battalion. The TNI also provides assistance to isolated people and those in need of food through self-provided food assistance. In this case, the TNI's collaboration in handling COVID-19 is not only limited to vaccination and medical treatment, but also providing assistance according to the resources it has.

Furthermore, Presidential Instruction No. 4 of 2019 concerning Capacity Building in Preventing, Detecting, and Responding to Disease Outbreaks, Global Pandemics, and Nuclear, Biological, and Chemical Emergencies. Through this instruction, the President asked the twenty-two ministries and agencies, including all regional heads, to determine policies by evaluating, reviewing and refining laws as well as taking steps in a coordinated manner based on their respective authorities or functions in improving prevention, detection, and response to disease outbreaks, global pandemics, and nuclear, biological or chemical emergencies, which can have national or global repercussions. In this instruction, the minister of defense also has

the task of optimally coordinating and working together to mobilize resources in the defense sector for prevention, detection and response to public health emergencies or non-natural disasters, whether intentional or not.

Then, the TNI Commander was also instructed to deploy members, facilities and infrastructure, and efforts related to prevention, detection and response quickly before, during and after a public health emergency or non-natural disaster; as well as providing tactical response commands in public health emergencies and non-natural disasters, whether intentional or not. In that regulation, the president also instructed the defense minister to optimize coordination and cooperate in deploying defense sector resources as an effort to prevent, detect and respond to public health emergencies or non-natural disasters caused by accident or on purpose.

Furthermore, Presidential Decree Number 7/2020 concerning the task force for handling Covid-19. The Assistant for Operations to the Commander of the Indonesian National Armed Forces is the Deputy Chief Executive. The dissolution of this institution took place on 20-07-2020 based on Presidential Decree No. 82 of 2020. The task of this institution is delegated or moved to the Task Force for Handling Covid-19 at the Committee for Handling Covid-19 and National Economic Recovery. The background factor was that at the beginning of the outbreak, the main problem was health, so the approach used was health. In fact, when the government reduces people's mobility by implementing PSBB, this situation will affect the economic sector. That way, a task force was formed with the task or function to deal with Covid-19 with a health approach and also try to deal with economic problems. The President assumes that the performance of the Committee for Handling Covid-19 and PEN can still be maximized. On this basis, the President issued Presidential Decree 108 of 2020 concerning Amendments to Presidential Decree 82 of 2020 concerning the Committee for Handling Covid-19 and PEN. Article 4A is determined by the Army Chief of Staff (KSAD) as the Deputy Chairperson of the Implementation Team I, while the National Police Chief as the Deputy Chief Executive II. Acting as chairman of the Implementation Team is the Minister of BUMN.

Although there is no specific legal framework governing the roles and responsibilities of the Indonesian National Armed Forces (TNI) during the COVID-19 pandemic, this has not hindered their technical work in providing assistance. As one interviewee stated, soldiers are bound to follow orders and do not necessarily understand the legalities behind them. However, the lack of legal regulations surrounding TNI's involvement during the pandemic does need to be addressed. Despite this, another interviewee mentioned that the absence of standard operating procedures has not been a hindrance to the collaboration between the TNI and other agencies in their response efforts. Both interviewees emphasized the importance of effective communication and coordination, which enabled the smooth implementation of tasks without major obstacles.

However, this did not interfere with the TNI's duties at all, as revealed by Deputy Chairman of the DPD-RI, Sultan B Najamudin, giving his appreciation to the military and police who participated in handling the Covid-19 pandemic in Indonesia. For some time, there were thousands of army and police soldiers who were deployed as tracers and vaccinators related to the national vaccination program. The involvement of the Indonesian National Armed Forces

and Police in handling Covid-19 in Indonesia has been implemented since this virus first spread in Indonesia. This continues for all policies regarding handling the pandemic. The portion of the tasks that are the responsibility of the two institutions play a quite vital role (Martin et al., 2019).

The Sultan said that according to the handling of the emergency response, the role of the Indonesian police and army tended to be relied on because they had alertness, preparation and a command system that made it easier for members in various regions to carry out humanitarian operations. The Sultan considered that the two institutional leaders were highly dedicated to efforts to deal with Covid-19. During a humanitarian operation, the role of the armed forces is actually referred to as a task of assistance. The implementation of assistance tasks, especially for military organizations, is a form of response to emergencies when the civilian authorities have limitations in handling.

### **Facilitative Leadership**

In general, leadership is an important ingredient in a collaborative process by bringing people together. Leadership is crucial for setting ground rules, building trust, facilitating dialogue, and exploring mutual benefits. Leadership needs to embrace, empower, and include stakeholders in participating in the collaborative process. collaboration is led by the Leader where he is a servant in a process that provides various things to support the collaboration process. leadership is also important in overcoming unequal forces in the collaboration process so that good leadership qualities are needed (Ansell & Gash, 2008). There are five indicators of facilitative leadership, namely (1) there are efforts from leaders to empower stakeholders related to handling Covid-19; (2) the leader is able to become a mediator when there are problems between stakeholders; (3) leaders can keep the collaboration process running transparently; (4) leaders who keep the collaborative process running fairly; and (5) the leader determines the goals of the results of the meeting forum based on consensus (Ansell et al., 2020).

In the national context, the main facilitative leadership is in the hands of the President. The President handled it by forming a Covid-19 Mitigation Task Force team. The head of the National Disaster Management Agency (BNPB) coordinated the rapid response team. On March 13, 2020 the President signed Presidential Decree No. 7 of 2020. This task force is led by the Head of BNPB. Strategic steps were quickly taken by the government, especially in the health sector. This shows that there is already a connection with the efforts of a leader in the five indicators above. So it can be concluded that the collaboration program has gone well with the presence of a main facilitative leader, namely the President of the Republic of Indonesia.

In order to strengthen references regarding how people are in the new normal conditions, the Ministry of Health issued Decree of the Minister of Health No. HK.01.07/Menkes/382/2020 concerning Health Protocols for Communities in Public Places and Facilities for the Prevention and Control of Covid-19. It is hoped that the government's policy regarding the implementation of the new normal will coincide with public awareness to maintain health protocols because Covid-19 has not completely disappeared from Indonesia.

President Joko Widodo asked stakeholders to collaborate in dealing with Covid-19, as well as

designing a stronger global health and preparedness architecture. On March 2, 2020 the National Task Force for the Acceleration of handling Covid-19 was formed, which of course will include fast-moving teams in all regions, technical implementation units and hospitals, as well as fulfilling the budget for health, logistics, human resources, and information and communication. At the beginning of the case, the components were working optimally, but for logistics and information and communication there were still problems. This continues with the addition of cases. When cases began to decline, their components/performance also decreased, especially logistics and personal protective equipment which were difficult to find, surveillance (contact tracing) was not optimal, detecting cases in the laboratory took a long time, human resources were considered lacking in some health services, including limited availability of beds in health services.

based on the rapid spread of COVID-19 in Indonesia and the impact that has arisen, therefore on 13 April 2020 the President of the Republic of Indonesia issued Presidential Decree (Kepres) No. 12 of 2020 concerning Stipulation of Non-Natural Disasters The spread of COVID-19 became a national disaster. The issuance of the Presidential Decree is a signal that the government views the COVID-19 pandemic as a real non-military threat that requires special handling.

In line with Bianchi et al., (2021), states that facilitative leadership aspects play a vital role in collaborative governance. The absence of facilitative leadership can hinder, and there are no movers, enablers or initiators to involve stakeholders in driving collaboration.

### **Institutional Culture**

The Covid-19 pandemic has highlighted the importance of leadership in managing crises. Effective leadership is key in reducing the spread of the virus and fostering collaboration and solidarity among all elements involved. During times of crisis, leadership is a critical factor that determines a nation's resilience. Leaders are needed in crisis management, which aims to minimize the impact of a crisis. Effective crisis management saves lives, protects infrastructure, and restores public trust in institutions. A crisis is an uncertain and fearful time, and leaders are a reflection of success or failure. In times of crisis like the Covid-19 pandemic, an innovative and risk-taking leader is necessary to create new solutions. Effective and innovative leaders often have plans and are results-oriented.

The ability of the Indonesian Armed Forces (TNI) to handle crisis situations is a skill that has been developed gradually over time. According to interviews with TNI personnel, their ability to handle crises is reflected in their experience, starting from the lowest levels such as district military commanders or police chiefs. TNI has shown its capability in handling crises, especially during the COVID-19 pandemic, which requires an innovative and courageous leader who can take risks and create new solutions. Effective and innovative leaders often have plans and focus on achieving results. In crisis situations, leaders are the front line in decision-making and command, and they must be adaptable and able to think creatively. The TNI has been at the forefront of handling the COVID-19 pandemic, and its innovative leadership should be used as a strategy to optimize the TNI's role. Military leaders have unique skills and

experience that civilian leaders may not possess, making them well-suited for crisis management. Therefore, it is important for leaders to take a series of actions before, during, and after a crisis to reduce its impact.

TNI, the Indonesian Armed Forces, has implemented innovative leadership as a strategy in addressing the COVID-19 pandemic. This innovative leadership involves using multidisciplinary teams and creative processes to solve problems and transform old structures. According to Yücel, (2021), a military leader must possess courage, knowledge, and motivation to carry out their duties and responsibilities. TNI's innovative leadership in addressing the pandemic includes the use of the KC wearable helmet, which can detect body temperature from up to ten meters away, as well as the development of an application called Silacak and BLC that monitors babbinsa positions online. TNI has collaborated with various parties, such as the COVID-19 Task Force in the South Sulawesi Province, to develop programs such as the COVID-19 Duta Recreation Program, which brings together infected individuals in a hotel to increase their immunity. TNI's commitment to combating COVID-19 is evidenced by its various innovative approaches, as stated by the Army Chief of Staff, Jenderal Andika Perkasa.

Article 5 Law no. 34/2004 explains that the role of the Indonesian National Armed Forces (TNI) is not only as administrators of the state or government, but also plays a role in preventing military and non-military threats and advancing the nation and state. The TNI is under the coordination of the Ministry of Defense and the president as commander-in-chief of the TNI cannot arbitrarily deploy military force without the approval of the DPR. The TNI functions as a state tool in the field of defense with specific tasks such as Military Operations Other than War (OMSP). The TNI's institutional role is to ward off military or armed threats, act on threats, and restore state security conditions that have been disrupted due to security chaos.

## CONCLUSIONS

Based on the results and discussion that the researcher has conveyed, the next step is to present the conclusions of the study findings, including: the process of collaboration between the TNI and other stakeholders has been carried out well and achieved the targets set. The collaborative process between the Indonesian military and stakeholders in tackling the Covid-19 pandemic includes:

The process of face-to-face dialogue in the collaboration process occurs, as seen from the direct meetings that discuss achievements, obstacles, program planning, such as planning budgets and program implementation.

The process of building trust occurs gradually over time and threats increase.

Commitment to the process also occurs quite well. The commitment of each actor during the collaboration can be seen through the consistency of the actors while carrying out the program that has been approved as a joint program. Commitment can be seen in the programs designed, support for infrastructure, budget and availability of human resources (HR).

The process of shared understanding also occurs in this collaborative process. The formation

of a shared understanding regarding the shared vision and mission and what is certain is the common interest and implementing joint decisions that have been determined

Intermediate outcomes occur in a process of collaboration between the TNI and multi-stakeholders. The main outcome is to suppress the transmission or spread of the epidemic.

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