

Civil and TNI Cooperation in Managing the Covid-19 Pandemic in Indonesia

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Abstract: This research aim was to obtain empirical and analytical data on substantive and important issues from the implementation of civil-military cooperation in tackling the Covid-19 pandemic. The research method and approach used is descriptive qualitative with data collection techniques carried out through observation, interviews, literature studies, as well as focus group discussions (FGD). The findings from the study indicate that TNI and Civilian cooperation in tackling the Covid-19 pandemic is quite effective, although there are still obstacles in dealing with natural disasters, in the form of a limited budget, infrastructure, quality of personnel, sectoral ego between agencies, and low public awareness. in handling the COVID-19 pandemic. Therefore, what needs to be done in collaboration between ministries and related institutions is strengthening coordination, communication, and collaboration on budgets, facilities, personnel embodied in the MoU. The results in this study were also obtained through the compatibility between the ideals built with real conditions in the field which were different from previous studies. This is the novelty resulting from this research.

Keywords: Cooperation, civilian, military, countermeasures, Covid-19 pandemic

I. INTRODUCTION

A disaster is an event or occurrence outside normal that damages or disrupts human life and causes losses or casualties that exceed the ability of the local community to cope using only their resources. Disasters that occur in the world can be explained as an event that causes the total number of people or people affected by disasters to increase. The more advanced and heterogeneous the era, the more expensive a disaster. Poor countries and poor people are the victims with the greatest impact. The number of disasters is increasing every year.

In mid-2019 the world was shocked by the emergence of a new virus that spread from the Chinese city of Wuhan where China officially reported the presence of the coronavirus to the World Health Organization (WHO) on December 31, 2019, although there was a debate that from Harvard University, by analysing satellite photos traffic around several hospitals in Wuhan, said residents there may have started to become infected since late August 2019. WHO Director-General, Dr. Tedros Adhanom Ghebreyesus, conveyed the designation of COVID-19 as a global pandemic,

on Wednesday 11 March 2020. Many countries have experienced this case. COVID-19 is similar to SARS infecting more and more people, where on Thursday morning the number reached 126,063 cases. With a total of 4,616 people killed and 67,071 people recovered (www.tribunjogja.id). In the past two weeks, the number of COVID-19 cases outside China has increased 13-fold, and the number of affected countries has tripled.

The Indonesian people have a long historical experience related to the incidence of widespread disease transmission (epidemic) in the past such as cholera, bubonic plague, influenza. Cholera, which was first discovered in the second decade of the 19th century in Saudi Arabia, has become an epidemic in Indonesia through the activities of sending pilgrims by ship (Nurjanah, 2014). Likewise, bubonic plague, caused by rats carried by rice imports from Myanmar (Mahandis: 2020); and influenza, as a consequence of the increased activity of the Dutch East Indies maritime trade with Europe, became epidemic in the early decades of the 20th century. Today, starting from December 31, 2019, to mid-June 2020, even until the end of 2020, Indonesian people experience prolonged suffering caused by the emergence of a new type of infectious disease called Corona Virus 2019 (IFSW, 2020). Coronaviruses are a large family of viruses that cause illnesses ranging from mild to severe symptoms. There are at least two types of coronavirus that are known to cause diseases that can cause severe symptoms, such as Middle East Respiratory Syndrome (MERS) and Severe Acute Respiratory Syndrome (SARS). Coronavirus Disease 2019 (COVID-19) is a new type of disease that has never been previously identified in humans. The virus that causes COVID-19 is called Sars-CoV-2 (Kemenkes, 2020).

To increase efforts and deal with COVID-19 which finally entered Indonesia, it is necessary to have concern and cooperation from all parties, not only focusing on the government but also all existing elements. Political policy support also plays a major role in this effort. Government policies can be strong or weak in the context of disaster mitigation.

Increasing civil-military cooperation to strengthen security and defense in the form of defense against the COVID-19 pandemic. Countries that develop a balanced

pattern of civil-military relations have a great advantage in gaining security. In civil-military cooperation, the role of the TNI in handling Covid-19 is based on Law Number 3 of 2002 concerning National Defense, article 10 paragraph 3 which states that the TNI is in charge of implementing national defense policies. In point (c) it is stated that carrying out military operations other than war, among others in the form of humanitarian assistance, assistance to the Police in “*kamtibmas*”, assistance to civil government, shipping and aviation security, Search and Rescue (SAR) assistance and the handling of the natural Covid-19 virus.

Military operations other than war, are carried out based on requests and/or statutory regulations. These various tasks of assistance are of course only temporary and upon request. The position of the TNI in the assistance task is under the control of the civil authorities (assisted agencies). The implementation of tasks will of course be influenced by the relationship between the TNI as the military and government officials as the civilian authority. In the perspective of the pandemic as a global disaster, there is a need for cooperation between all communities, especially the government and all elements, especially health workers, to deal with the COVID-19 pandemic so that they can cope with the overall impact of COVID-19 which greatly affects the lifestyle, behaviour, economy, and welfare of the community. world, especially Indonesia.

To overcome various limitations and challenges in carrying out the task of handling the Covid-19 pandemic in Indonesia, it is necessary to realize cooperation with all national potential and available resources. To overcome various limitations and challenges in carrying out the task of handling the Covid-19 pandemic, it is necessary to realize cooperation and cooperation with all national potential and available resources. The national potential that needs to be empowered in handling Covid-19 includes various stakeholders. Agencies involved BNPB/BPBD as the focal point, *Basarnas*, PMI, social organizations (NGOs), the government, and other private parties. The available resources include all human resources, infrastructure, communication lines, logistics, and local communities that support the empowerment of national potential. The realization of civil-military cooperation in overcoming the COVID-19 pandemic by building a fundamental and comprehensive role so that it is expected to be more effective.

Civil-military cooperation in handling Covid-19 is very important to support in realizing an early warning system and procedures that are understood by the entire community who live around disaster-prone and affected areas. Effective, efficient, and reliable systems and procedures will be difficult to realize without close cooperation between ministries, community institutions, and other government agencies, including the TNI where one of the main tasks in Military Operations Other Than War (OMSP) is to assist in tackling natural disasters (Law No. 34/2004), article 7 (2). Furthermore, the implementation of regulations and laws

governing the handling of Covid-19 will provide a legal basis for stakeholders to work by their duties and responsibilities and authorities so that all efforts that will be carried out can run and provide optimal results.

Along with the development of the situation that occurred due to the disaster, the Government re-issued RI Law Number 24 of 2007 concerning the handling of Covid-19. This law was promulgated as a way to overcome the weakness of coordination between sectors and to provide a strong legal basis in handling disaster problems, which in its application is expected to realize a systematic, integrated and coordinated disaster management.

II. LITERATURE REVIEW

Attention from the government and the support of the TNI is needed to identify civil-military cooperation and see the pattern of synergies that occur. The existence of the Covid-19 Handling Law No. 24 of 2007 concerning the Handling of Covid-19 and Law No. 3 of 2002 concerning National Defense mandates attention to the role of the TNI in Article 10 paragraph (3) point c stating that the Indonesian National Army is tasked with implementing defense policies. countries to carry out Military Operations Other Than War (OMSP). In carrying out OMSP's duties following national defense policies, one of which is helping to cope with the consequences of natural disasters, evacuation, and providing humanitarian assistance.

Civil-military cooperation as mandated in the TNI Law No. 34 of 2004 mandates that in carrying out the TNI's main tasks, two operations are carried out, namely Military Operations for War (OMP) and Military Operations Other Than War (OMSP). can be carried out by the TNI with the assistance, support, and partnership of cross-sectoral or non-TNI or civilian agencies. This means that the OMP and OMSP titles carried out by the TNI must be supported and involve a civilian component so that non-military defense will be realized in line with threats to the Indonesian nation which are not only military threats but also non-military threats, so they must be faced with cooperation between civilians and the military within the framework of the universal national defense system.

The involvement of the TNI in this matter is not as easy as what has been written, because the implementation in the field requires a working mechanism that becomes a guideline or procedure in carrying out activities in the field. This procedure will guide civil-military cooperation in carrying out its obligations and duties in handling Covid-19. Civilian and military institutions cooperate about the purpose of serving society.

a. Cooperation Theory

In realizing the cooperative role of TNI and civilian health workers in dealing with the effects of the COVID-19 pandemic, AF Stones James' opinion on cooperation can be related. Stones argues that a relationship between two parties

can produce a certain level of communication that depends on the elements of cooperation and trust between the parties. Meanwhile, according to Robert L. Clistrap in Roestiyah (2008, p. 15) states "Cooperation is an activity in groups to work on or complete a task together", in this collaboration usually occurs interaction between group members and has the same goal. to be achieved together. From some of the definitions above, it can be concluded that cooperation is the desire to work together with other people as a whole and be part of a group in solving a problem.

Based on the pattern of work relationships that may occur, there will be three characteristics of communication in the cooperation, as follows: First, Defensive. Low levels of cooperation and trust will result in a passive defensive communication pattern. Second, Respectfully. High cooperation and mutual trust will produce a communication pattern that is compromise and mutual respect. Third, Synergistic. High cooperation and mutual trust will produce a pattern of communication that is cooperative. The cooperation that is established is strong and is capable of producing results that are greater than the sum of the outputs of each party (the whole greater than the sum of its parts). This theory is relevant in strengthening cross-sectoral civil-military cooperation between TNI and civilian health workers and all components of society.

Meanwhile, Rene Thom argued that in situations that gradually change forced to result in what is called a catastrophe, or sudden change, it has wide applications in physical and biological sciences and the social sciences. Disasters are events or series of events that threaten and disrupt people's lives and livelihoods. This event is due to natural factors and/or non-natural factors as well as human factors. As a result of this incident, there have been human casualties, environmental damage, property losses, and psychological impacts.

The Covid-19 pandemic has various disaster threats, in fact, the number of victims and losses can be further minimized as long as the community obeys the Health protocols that have been set by WHO and the government. All these policies have the same substance, namely trying to protect the community from the impact of disasters. However, so far the government has not been proven to be able to move the community to be better prepared in dealing with disasters (Prihatin, 2018)

b. Cooperation between Military and Civil Health Workers

Global efforts to mitigate the effects of the pandemic, and to reduce health and socioeconomic impacts, depend to a large extent on prevention (Di Gennaro 2020). Huge efforts of the scientific community and the pharmaceutical industry supported by government support are directed towards developing an effective and safe vaccine for SARS - CoV2. According to WHO (2020), this effort is realized by the approval of several vaccines for emergency use. In addition,

more than 170 COVID-19 vaccine candidates are in the preclinical phase (Welch et al. 2020). Research conducted related to the COVID-19 Vaccine acceptance survey revealed several things that became obstacles for the global community to receive vaccines, including (Lazarus et al. 2021a).

The Covid-19 pandemic has disrupted the impact that has never been felt before, one of the aspects most affected is health services. "Since the beginning, TNI health workers have played a spearhead in handling the Covid-19 pandemic, and need to be strengthened by TNI health workers at 109 TNI Hospitals and several health facilities for handling Covid-19 patients, amid the various difficulties experienced in early 2021, the presence of the Covid-19 vaccine has given new hope. The role of TNI and Civil Health personnel amid a pandemic is very vital. Even though they are not in the same field of duty, during a pandemic like now, TNI and Civilian health workers have a big influence and role in deciding In addition to being the front line in dealing with the corona pandemic, health workers can also help the community by providing accurate information and counseling related to COVID-19, Niken (2021) said that "Health workers are the spearhead of handling COVID-19, there are several roles of health workers that will continue to be carried out by health workers health,"

The COVID-19 pandemic is expected to continue to impose enormous burdens and disrupt communities and economies around the world. Governments must be prepared to ensure access to prevention and treatment as well as large-scale and fair distribution of COVID-19 vaccines if and when a safe and effective vaccine is available (Makmun and Hazhiyah 2020). Adequate health system capacity is needed, as well as strategies to increase public trust. The World Health Organization's (WHO) Expert Strategic Advisory Group on Immunization defines vaccine efficiency as the delay in acceptance or refusal of vaccination even though vaccination services are available. Struchiner 2019).

III. RESEARCH METHOD

This study uses a qualitative approach with a descriptive method. Qualitative methods rely on text and visual data, this method has a unique analysis at the data analysis stage, and bets on diverse designs (Cresswell, 2014; Rahmat et al., 2020). The data collection techniques were carried out through observation, interviews, literature studies, as well as focus group discussions (FGD). Secondary data in the form of electronic documents and physical documents were collected. Furthermore, the collected data is processed by summarizing and selecting things that are considered important and looking for themes and patterns.

The presentation of data is done by describing the results of interviews and documentation so that it can be written in the form of a description with narrative text and supported by documents, photos, and pictures to conclude. According to Meloang (2014) states that the activities in qualitative data analysis are carried out interactively and take

place continuously, continuously until complete, so that the data is saturated.

The data analysis used was descriptive-analytical, namely by describing the data collected from manuscripts, interviews, field notes, documents, and so on (Sugiono; 2015), then described to provide clarity on reality or reality (Sudarto, 1997). The technique of testing the validity of the data is through member checks, peers, extended observations, and data triangulation.

IV. RESULTS AND DISCUSSION

After Corona became an epidemic (pandemic) in early March 2020 until now, the government has made various policies to deal with and overcome the COVID-19 pandemic, such as: (1) staying at home; (2) Social Restrictions (Social Distancing); (3) Physical Distancing (Physical Distancing); (4) Use of Personal Protective Equipment (Masks); (5) Maintaining Personal Hygiene (Washing Hands); (6) Work and Study from Home (Work/Study From Home); (7) Postpone all activities that gather large crowds; (8) Large-Scale Social Restrictions (PSBB); until the last, (9) the implementation of the New Normal policy.

All community activities are mainly activities to meet with fellow "face to face" namely interactions between humans with other humans, which initially were all carried out directly outside the home, but due to COVID-19, all human activities, be it factory activities, industrial activities, business activities, educational activities, office activities, social activities, culture, business activities, sports activities, political activities to religious activities are all prohibited and can only be done at home.

The implementation of government policies to maintain social and physical distancing and stay-at-home policies will eventually completely change habits, traditions, customs, behaviour patterns, and community interaction patterns, from those before the COVID pandemic. -19, the interaction pattern of citizens is carried out openly, communication between residents takes place directly (directly), freely, outside the home, and "face-to-face" turns into closed, limited, indirect interactions communication), and all community activities are carried out at home. This government policy certainly causes psychological upheaval and "cultural shock" in the community, especially for urban residents who have high mobility. This fact raises new problems and challenges for the government and society.

In handling the Covid-19 pandemic, cooperation between TNI and Civilian health workers is very necessary because whatever their background, health workers play an important role in handling the pandemic at the grassroots. Cooperation in dealing with this does not only provide services in terms of healing but from all psychological to social aspects. Where to provide understanding to the whole community. Health services do not only provide medicine but also psychologically to increase the resilience of the

community. Most importantly, he noted, that health workers who provide services to maintain their health so that they can continue to be present for the community and must take care of themselves in providing services must also be examples of how to deal with this pandemic.

This tough struggle to save thousands of lives that sacrificed time, energy, thoughts, even the stakes are the lives of the health workers themselves, for the safety of the community, starting from the beginning of the pandemic until now and the deadline is uncertain, to give the best. The role of health workers must be appreciated, especially during a pandemic, because they are the ones who interact directly with patients on the front lines. The totality of nurses in carrying out risky tasks amid a pandemic is one of the main strengths in tackling Covid-19 in Indonesia.

The role of these health workers is very crucial, they can be a motivator and at the beginning of the pandemic, advocacy was extraordinary in preventing the emergence of negative stigma for Covid-19 patients. In general, the task of health workers is to provide nursing care both during the pandemic and before the pandemic. Indeed, there are challenges during a pandemic like today, such as the nature of the disease which is easily transmitted, so we must be more careful, vigilant, and disciplined. The high number of patients also provides a greater burden than usual.

Efforts to reduce mortality and try to reduce Covid-19 cases in Indonesia by maintaining distance, washing hands, and wearing masks (3M). The whole world has declared 3M is the result of scientific research. Not making it up or even a hoax. 3M should always recommend the community reduce cases so that they can work normally again. Health workers can provide optimal health services to the community.

1. Cooperation between Military Health Workers and Civilian

Based on the Constitution of the Unitary State of the Republic of Indonesia, namely the 1945 Constitution Article 30 paragraph (1) states that every citizen has the right and is obliged to participate in the defense and security of the state. This provision became the basis for the National Defense Law No. 3 of 2002 so that Indonesia has a Universal People's Defense System. The elaboration of this can be interpreted that there is a need for civil-military cooperation in maintaining and protecting state sovereignty, the territorial integrity of the Unitary State of the Republic of Indonesia, and the safety of the entire nation from all threats.

In this case, it can be seen that cooperation is carried out with various institutions. To strengthen the cooperation of all official agencies to work together and share information. The existence of cooperation that includes the indicators mandated in disaster management

a. Coordination of Vertical Agencies with Government

Cooperation was carried out by actors handling COVID-19 during the pre-disaster phase. The perpetrators of

handling Covid-19 here are civilian and military elements who have carried out coordination in efforts to develop the handling of COVID-19. Based on the information provided by the informants, all stated that they had carried out coordination. The informants stated that coordination was carried out vertically within their agencies as well as with the government as the main person in charge and coordinator in handling COVID-19. The coordination carried out covers mitigation and preparedness activities for handling Covid by health workers. Referring to the theory of Gulick (1936) and Terry (1977) which says management is the process of managing activities to achieve goals efficiently. Then the management of disaster mitigation and preparedness for handling Covid-19 is formulated as a process of managing aspects of disaster mitigation and aspects of preparedness to reduce disaster risk.

b. Effective Management System

Information management is already taking place in civil-military relations working within the system. This has been proven that the development of a COVID-19 warning system has been successfully carried out and developed. This information dissemination system has also been disseminated to the public. The development of such an information system must be developed so that even through social media considering the threat of COVID-19.

c. Effective Institutional Arrangements

In an effective institutional arrangement, there must be a relationship between the Regional Government and the Central Government and related agencies. Disasters require networking between organizations rather than just a single organizational network because each organization may lack experience, procedures, standard operations, and appropriate technology (Moyhan, 2008). The response to this involves different organizations, both from the government and NGOs, which have different roles, responsibilities, and goals to make it easier for TNI and Civil Health personnel to work. Health workers perform different tasks at different times and places and may overlap or compete with one another. Coordination is, therefore, necessary, but in many cases, coordination and networks are often underfunded, under-resourced, and sometimes neglected by NGOs, government departments, and politicians (King, 2007).

d. Effective Consultation Key Stakeholders

Data in the field reveals that all parties, both civilian and military, have performed their respective roles and participation. All plans are the result of effective consultation from key stakeholders. This participation is important in formulating an action plan that is appropriate to local needs. The most visible participation from the results of the interview was the involvement of all elements of health workers, both civilian and military, in the Posko Rehearsal which was held. Both stakeholders and the community are actively involved.

e. Logistics Management

In logistics management, in addition to equipment, health workers must also have expertise. In this case, health workers can be categorized as the community and stakeholders. The importance of logistics management in supporting the activities of health workers in handling COVID-19. This is because it is related to the three skills that must be possessed as described above. Because these three skills will be the capital for stakeholders and health workers in this pandemic.

f. Governance

Good Governance implies that there is a synergistic and constructive relationship between the state, TNI, and society (society). This synergistic relationship is manifested in the form of good governance. Good governance concerns participation, legal instruments, transparency, consensus, responsiveness, effectiveness and efficiency, and accountability. The cooperation that occurs in the development of disaster-resilient villages in terms of governance, involves participation, responsiveness, and others.

2. Community Participation in Handling Covid-19

The current approach to handling Covid-19 is community-based. This approach can also be called a bottom-up approach. A top-down approach in dealing with Covid-19 could ignore local resources that have the potential to be involved in activities before, during, and after a disaster. The gaps that exist in efforts to deal with Covid-19 serve as lessons for creating new, better approaches. The government has enacted Government Regulation No. 21 of 2008 which states that the national Covid-19 handling is developed in a comprehensive and integrated manner in a forum involving elements of the government, non-government communities, and the business community under the coordination of BNPB. Community participation is realized by getting involved and effective ways to protect you and others from COVID-19 are:

- a. Wash your hands regularly and thoroughly
- b. Avoid touching eyes, nose, and mouth
- c. Practice coughing and sneezing etiquette by covering your mouth and nose with folded elbows or a tissue.
- d. If you use a tissue, throw it away immediately after use and wash your hands.
- e. Maintain a physical distance from other people at least 1 meter,
- f. Wear a health mask.

It can be judged that governance is good enough, but it is necessary to pay more attention to budget issues and evaluation of the regulations that have been made so that in the future the development of this tough village can run effectively and civil-military cooperation is getting better.

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This participation focuses the community as the main actor who develops and implements important policies that are most suitable for them in handling Covid-19. This disaster risk management involves various multi-sectoral participation, which not only helps the government in handling the COVID-19 pandemic.

V. CONCLUSIONS AND SUGGESTIONS

The Civil-Military Cooperation has been going quite well, with good coordination with the use of the Information management system, the institutional arrangements that have been running quite well, consultations between stakeholders have gone quite well, logistics management is good and governance is sufficient. Good, but not optimal.

Community participation has been well coordinated with the existence of preparedness, community compliance is very necessary for an effort to realize good governance, especially to create a strong national security system through disaster management.

Cooperation between TNI and Civil Health workers needs to be continuously improved to reduce disaster risk. The role of the military through the TNI's territorial command network from the central level to the Babinsa level in the village needs to be increased.

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