

## **The Capacity Of TNI Medical Organizations In Dealing With Biological Threats In Indonesia To Support National Security**

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### **Abstract**

*Biological threat is one of the threats that can disturb national security. Covid-19 is a form of biological threat that has disrupted national security in Indonesia and even in the world. The TNI has the task of Military Operations Other Than War in dealing with disasters including biological threats. The aim of this study is to analyze the Capacity of TNI Medical Resources in dealing with biological threats to support national security. The method used by researchers in this research is descriptive qualitative. The results of this study show that the TNI's medical resources have good knowledge and skills in dealing with biological threats, even though at the beginning of the pandemic it seemed that they were not ready because Covid 19 is a new emerging disease. The management of the TNI's medical resources is good, this can be seen from the implementation of guidelines and implementation instructions related to military operations other than war that the TNI's medical resources have cooperated well with stakeholders. The decision-making system of the TNI's medical resources is also good because it has a military decision-making process that looks at various task conditions. The decision-making system implemented by TNI medical resources also does not look at who is in charge of military operations other than the war.*

**Keywords:** *TNI Medical Resource Capacity; Biological Threats; Covid-19; National Security*

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## **INTRODUCTION**

The concept of national security has changed post cold war. After the cold war, national security risks turned into organized crime, nuclear disarmament, terrorism and also disasters which became the center of national and international security talks (Amaritasari, 2015). The notion of human security also adds a new dimension to the concept of national security due to the United Nations Development Program (UNDP) which became a policy discourse in 1994 in the Human Development security report which then provided a theoretical basis for developing responsibility to protect as an approved policy agenda concept. in 2005 World Summit Outcome (Amaritasari, 2015).

The nature of threats are intentions, statements, situations, conditions, actions or actions that are thought to be harmful or detrimental. A national threat is any business or activity either from abroad or from within the country, directly or indirectly, which can endanger the sovereignty of the state, territorial integrity and the safety of the entire nation. Sukarno (2014). states that threats are anything, conditions, events, or actions that are dangerous, difficult, damaging, and cause pain or loss. Based on the nature of the threat, the nature of the threat is classified into military threats and non-military threats.

Non-military threats are essentially threats using non-military factors that are considered to have the capability to endanger state sovereignty, state territorial integrity, and the safety of the entire nation. Non-military threats can have ideological, political, economic, socio-cultural, technological and information dimensions, as well as public safety (Ministry of Defense, Republic of Indonesia, 2015). Biological threats which include microbiology include the presence of animals in food and food ingredients. Microbiological hazards are pathogenic microorganisms, viruses and parasites that can cause toxins and infectious diseases (Kusuma et

al, 2017).

One of the biological disasters that has caused many fatalities is Covid-19 (CNBC Indonesia, 2022). Based on data on March 25 2022 reported by the Covid-19 Task Force, there were 6,472,664 total confirmed positive cases of Covid-19. Of these, 6,295,525 people recovered and 158,454 people died. On the other hand, the positivity rate of the Covid-19 version of the polymerase chain reaction PCR in Indonesia is still high, which is around 9.1% on 8 August 2022 (Kompas, 2022).

The involvement of the TNI aims to prevent the development of losses, both people's lives and property and to help overcome people's difficulties so that they do not have consequences that threaten state sovereignty and national safety which are carried out through territorial development capabilities (Widodo, 2014). Facing the Covid-19 pandemic, the TNI also has deficiencies and cannot handle all Covid-19 cases in Indonesia. One of them is due to health personnel who have also been positively affected by Covid-19 (Sukatri, 2021). The government's unpreparedness was also seen in the initial mistake in responding to Covid-19, namely the government's attitude of ignoring the threat from the Covid-19 outbreak.

Based on the explanation above, research related to increasing the capacity of the TNI Health organization in dealing with biological disasters needs to be carried out because it sees the loss of life caused by a very large biological threat. Increasing the capacity of the TNI can reduce the level of vulnerability which in turn helps reduce the risks arising from the biological disaster itself.

## RESEARCH METHODS

This research uses qualitative research methods that focus on exploring and understanding data that is carried out in depth (Bandur and Agustinus, 2016). This study uses a case study research design. Case study research designs consist of three types, namely single instrumental case studies, collective case studies, and intrinsic case studies (Creswell and Creswell, 2017). Single instrumental case studies focus on one issue, whereas collective case studies focus on one issue and select other case studies to illustrate that issue. The latter is an intrinsic study that focuses on the case itself. From this explanation, this study uses an intrinsic case study. With the consideration that this research focuses on discussing the Capacity of the TNI Health Organization in dealing with Biological Threats in Indonesia.

This study took the main subject, namely informants who understand the Organizational Capacity of TNI Health Resources in dealing with Biological Threats as well as informants who are outside TNI Health Institutions such as the Ministry of Health, BNPB. The selection of research subjects was carried out by purposive sampling. The purposive sampling technique is a technique for selecting informants based on traits or characteristics that describe the main characteristics of the population (Arikunto and Suharsimi, 2010).

## RESULT AND DISCUSSION

Biological threats are a form of threat that can disrupt national security because they can damage people's lives and livelihoods. This is in accordance with the statement of Buzan (1997) which divides security into 5 sectors, namely military, political, environmental, economic, and social. Overcoming biological threats carried out by the TNI Health Organization is one of the TNI's tasks in the OMSP. In accordance with the Law of the

Republic of Indonesia Number 34 of 2004 concerning the TNI which emphasizes the main duties of the TNI to carry out military operations other than war, particularly regarding military operations to help cope with the consequences of natural disasters, displacement and provision of humanitarian assistance (Ministry of Defence, 2015).

To fulfill the OMSP tasks carried out by the TNI in tackling Covid-19, a good capacity of the TNI Health Organization is needed. Good individual capacity by the TNI Health Organization if they have the knowledge and skills that are in accordance with the needs in dealing with biological threats. Considering that every TNI Health Organization has different capabilities. Ability or skill, while ability means someone who has the skill or ability to carry out something that is manifested through his actions to increase work productivity (Wojowasito, 1980).

TNI health organizations have knowledge of biological threats in general. However, the knowledge of the TNI Health Organization in dealing with new emerging biological threats is still lacking. The TNI Health Organization needs time to understand in advance the characteristics of Covid-19. The minimal knowledge of the TNI Health Organization regarding other biological threats can also be seen from the small number of TNI Health Organizations who are aware of biological threats in Indonesia. Given that disaster management is a systematic and comprehensive effort to deal with all disaster events quickly, precisely and accurately to reduce victims and losses incurred (Ramli, 2013). So that the lack of knowledge of the TNI Health Organization in handling Covid-19 and new emerging biological threats makes handling it less fast.

The TNI Health Organization has good skills when viewed from qualifications in dealing with biological threats because the TNI Health Organization has basic education about health. However, the skills possessed by the TNI Health Organization in dealing with Covid-19 are still the same as those of civilian Health Organizations due to the same reason, namely that Covid-19 is a new emerging disease. However, in handling other biological threats, TNI Health Organizations in remote areas have less skills because TNI Health Organizations working in RST in the regions do not have the same opportunities in dealing with biological threats. This is because the community still thinks that RST is intended only for TNI personnel so that the number of patients from RST in the area is not more than other RSUs. Lack of experience in dealing with biological threats, makes TNI Health Organizations have less skills so that handling Covid-19 requires more time to have the skills and competencies needed. This was revealed by Blageschu, Monica and Young (2006) in Patria (2013) that capacity is the ability to carry out tasks effectively, efficiently and sustainably. So that if the TNI Health Organization still has inadequate skills, then the tasks given are not effective, efficient and sustainable. The experience factor of each personnel who often faces disasters can make TNI personnel carry out their duties (Patria, 2013).

In terms of the organizational capacity of the TNI Health Organization in dealing with Covid-19 and biological threats when viewed from resources, it is still lacking. The number of TNI Health Organizations needed and the number of TNI Health Organizations available are still very different. In terms of general practitioners, the TNI Health Organization has 1495 personnel with a need of 2678 personnel. From dentists, the TNI Health Organization has 528 personnel with a need for 1611 personnel and from pharmacists as many as 315 with a need for 1301 personnel. Given that with an appropriate TNI Health Organization, the TNI Health Organization can assist BNPB and the Ministry of Health in accelerating the recovery of Covid-19. Increasing the number of resources can increase productivity. This is the basic concept of total factor productivity theory, which states that the productivity of a country or company is determined by the amount of resources used in the production process (Solow, 1970).

The management of the TNI Health Organization is in accordance with what should be done. At the start of the Covid-19 period, the President ordered the TNI Commander to help solve the Covid-19 problem. Then at that time, the TNI commander ordered his staff to assist the Covid-19 task force headed by BNPB and the Ministry of Health. During the vaccine raid, the TNI Commander ordered 10,000 vaccinators to be provided. Even though there are not that many TNI Health Organizations, the TNI Health Organization can fulfill this request by using TNI personnel who are not from the TNI Health Organization to help become vaccinators. Prior to this, TNI personnel had to receive vaccinator training so that mistakes did not occur in the implementation of the vaccine invasion program. This is in accordance with Hill and Hupe (2002) who say that management is the process of implementing plans or policies that have been set. This includes steps such as organizing, directing, monitoring, and evaluating to ensure that the plan or policy is implemented effectively and efficiently. Management also includes managing the resources needed to achieve the stated goals. Linkage with planning, organizing, directing, monitoring, and evaluation, within the framework of an organization or project (Stillman, 2010). The same thing was expressed by Patria (2013) who said that TNI personnel were already able to carry out disaster management tasks.

The management of the TNI Health Organization is good in terms of the guidelines that the TNI Health Organization has in dealing with biological threats. The TNI Health Organization Guidelines are the Decree of the TNI Commander Number Kep/713/VII/2019 concerning the Doctrine of Military Operations Apart from War for the National Armed Forces which contains that the TNI also has a role in OMSP even though it is not a major component. In the implementation of the management carried out by the TNI Health Organization in dealing with biological threats, it has been good and good as seen from the collaboration between civilians and the military carried out by the TNI Health Organization together with other Ministries and Institutions.

Not only guidelines, the TNI Health Organization also has implementation instructions in dealing with biological threats, namely the Decree of the Commander of the Indonesian Armed Forces Number Kep/1010/XII/2017 concerning the Doctrine of Integrated Joint Operations. With these guidelines, it will strengthen civil-military cooperation in dealing with biological threats. This statement is in accordance with the statement of Nugroho, Suprpto and Pandanwangi (2016) that civil-military coordination has been shown to be able to accelerate disaster management so that the number of victims and damage can be minimized. Rukavishnikov (2006) that recent developments related to civil-military relations lead to expectations for changes on the position and status of the military in society, namely the change from a military that is dependent/mono to one that is professional and multifunctional. As in dealing with Covid-19, the implementation of cooperation between civilians and the military has had good results which can be seen from the ease of mobilizing TNI Health Organization personnel to help accelerate the resolution of the Covid-19 disaster. The TNI Health Organization together with BNPB and the Ministry of Health have established civil-successful military so that WHO will highly appreciate Indonesia's success in overcoming the pandemic by implementing civil-military cooperation.

The decision-making system for TNI health resources in dealing with biological threats in Indonesia is based on the Military Decision Making Process Kep/807/X/2020 dated 15 October 2020 concerning Reference Guidelines for Military Decision Making Process in the framework of Military Operations Other Than War and State Political Decisions. The approaches to decision making are divided into 3 namely

a. Analytically. The Biltus Process Approach in an Analytic method uses methods or science to carry out a logical analysis of the operational tasks to be carried out by the unit.

1. Can be implemented properly if time is available to analyze all aspects that affect various problems and their solutions;

2. It takes a long time; And
  3. Unable to function properly in all situations, especially during operations when circumstances demand quick decision making.
- b. Intuitively. The Biltus process approach applies the ability of the Commander/Commander to understand a problem that requires a decision on the best way to act without going through rational or logical reasoning.
1. In a crisis or emergency situation, the Commander/Commander requires a decision very quickly or immediately (immediate response) based on knowledge, judgment, experience, education, intelligence, will/motivation, perception and character; In a short time the Commander/Commander is able to make decisions on how to act to deal with a crisis or emergency situation in the form of armed and/or non-military threats.
  2. The intuitive approach is usually used to respond as quickly as possible/immediately (immediate response) to address developments in the situation in the area or area of operation as well as requests for assistance involving the TNI forces to assist K/A agencies related to overcoming threats in peace and/or crises/emergencies that were not predicted beforehand .
- c. Combined Analytics and Intuition.
1. A combined analytical and intuitive approach is rarely used together in prepared operations planning; And
  2. In an emergency or crisis the Commander/Commander and carry out the Biltus process by combining a comprehensive analytical and intuitive approach to produce a decision on the best way to act and prevent or minimize the risk of operational failure.

Biological threats enter into Non-Combat Operations. So that PPKM is carried out to plan assistance non-combat operations or plans to involve the TNI to help the government empower regional defense areas, assist the state police, deal with the consequences of natural / non-natural disasters, evacuate and provide humanitarian assistance, search and rescue accidents. Carry out PPKM independently or in an integrated manner with agencies to plan non-combat operations for assistance tasks or involving TNI forces to assist K/A or government agencies in the regions based on instructions from the President or at the request of regional heads/Polda in the region.

In improving the Health Organization of the TNI, the TNI has made various efforts by means of training and simulations. At a time when there was no pandemic, Indonesia and the TNI Health Organization were ready to prepare for biological threats. The TNI Health Organization is bound by international regulations, namely the International Health Regulation (IHR) and the Global Health Security Agenda (GHS). The TNI Health Organization is also active in the International Conference on Military Medicine (ICMM). To increase the capacity of the TNI Health Organization, several personnel from the TNI Health Organization also attend national and international seminars related to Global Security. The TNI Health Organization also conducts simulations and training related to biological threats and Global Security. Indonesia has also hosted a pandemic simulation sponsored by WHO in 2017 or 2018. In fact, in terms of capacity, the TNI Health Organization is ready because it has participated in several activities prior to the Covid-19 pandemic. Including INPRES no 4 of 2019 regarding how to handle CBRN threats. In accordance with research by Alvarez et al (2018) simulation training can improve clinical competence and performance in critical situations. Training and simulations can increase the capacity of health resources in dealing with Covid-19 cases (Pasternack and Swartz, 2014). Simulation training can improve team performance and reduce the error rate by health professionals (Kasenda et al, 2020).

Coordination from the Ministry of Health with TNI Health Organizations in the regions, including the TNI Hospital and TNI Poly, is continuing. Not only during Covid-19 but also with other biological threat programs. Even though there are differences in language between

civilians and the military, it can be adjusted. One way to increase the capacity of the TNI Health Organization is a scholarship from the TNI to finance the TNI Health Organization so that they can study epidemiology at several universities. Epidemiology education can increase the capacity of TNI health resources in dealing with pandemic situations such as Covid-19. Epidemiology education provides an understanding of how to identify, evaluate, and address public health problems, and provides the skills necessary to collect, analyze, and interpret epidemiological data.

## CONCLUSION

Based on the research and discussion above, conclusions can be drawn related to "Organizational Capacity of TNI Health Resources in Facing Biological Threats" as follows: The organizational capacity of the resources of the TNI Health Organization in dealing with biological threats from the knowledge aspect is generally good. The TNI Health Organization already has good knowledge in dealing with Covid-19. When viewed from skills, the TNI Health Organization has good skills considering that the TNI Health Organization can carry out its duties well and carry out tasks well as a team with BNPB and the Ministry of Health. However, for TNI Health Organizations in the regions, many still experience a lack of skills. When viewed from the quantity, the TNI Health Organization still has a shortage. For management in dealing with biological threats, the TNI Health Organization already has guidelines and implementation instructions. The TNI Health Organization also evaluates every activity carried out in dealing with biological threats. When viewed from a decision-making perspective, the TNI Health Organization also has a Military Decision-Making Process in which the TNI's decision-making looks at conditions that are currently occurring in the implementation of military operations other than war.

In an effort to increase the capacity of the TNI Health Organization, the TNI has made various efforts such as fulfilling the number of TNI Health Organizations, conducting joint training with BNPB and the Ministry of Health, following international regulations, namely the International Health Regulations and the Global Health Security Agenda. The TNI Health Organization is also active in the International Conference on Military Medicine to increase the capacity of the TNI Health Organization. The TNI Health Organization has also created a special unit in dealing with biological threats, has prepared a contingency plan for the TNI's municipal operations in which there is a biological threat involving each Health Organization for the TNI's Kotamaops and has prepared a contingency plan for dealing with MOM in which there is a national biological threat which must mobilize the entire organization. Armed Forces Health. The effort that will be carried out by the TNI Health Organization is to work together with related Ministries and Institutions to anticipate biological threats with training involving related TNI units.

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