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Defense sector human resources management as the forefront in Corona Virus Disease (Covid-19) pandemic response

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Abstract. Corona Virus Disease (COVID-19) pandemic is an actual threat currently experienced throughout the world, including Indonesia. COVID-19 pandemic response must be seriously carried out due to its threats against the national defense system. At the forefront of COVID-19 pandemic response is human resources that play important role as national defense system components which capability need to be managed and developed in a continuous manner. Against the background, this research aims to analyze defense sector human resource capacity management and development in COVID-19 pandemic response in Indonesia. This research employed descriptive qualitative method using primary and secondary data. The results showed that the capability-based approach emphasizes "what we need to do" in dealing with the increasingly complex threats, and defense sector human resources capacity development and management are carried out through selection and knowledge development processes to influence attitudes and encourage behavior changes. The results further showed that as a defense sector component, The Indonesian Armed Forces (TNI) personnel possesses the required readiness and capabilities to carry out their tasks with 3,426 medical and non-medical qualification personnel who have been directly involved at the forefront role of COVID-19 pandemic response.

Keywords. COVID-19 Pandemic, Defense Sector Human Resources Management, Human Resources Capacity Development, National Defense System.

1. Introduction

COVID-19 is a pandemic that has spread throughout the world, including Indonesia. To respond the situation, the President of the Republic of Indonesia has stipulated COVID-19 pandemic as a non-natural and national disaster as stated in the Presidential Decree Number 12 of 2020 on the Determination of Non-Natural Disaster of the 2019 Corona Virus Disease (COVID-19) Spread as a National Disaster. According to United Nations Office for Disaster

Risk Reduction (2009), a non-natural disaster is defined as a disaster caused wholly or in large part from human activities and choices. Thus, the pattern of COVID-19 transmission is highly dependent on human activities. In other words, human is the key to break the chain of COVID-19 transmission.

In national defense perspective, state has to be capable of converting its national resources into effective instruments of national defense power to address COVID-19 pandemic. The multidimensional nature of the 21st century threat complex could not be responded by military power alone, but also non-military power who possess the capabilities to deal with non-military threats such as COVID-19. In this context, human resource is one of national resources that plays vital roles in building defense power. Amid the current strategic environment dynamics, reliable human resources are required as the central actors who formulate and implement effective defense policies to deal with the multidimensional threat complex in the 21st century. The attempts to develop defense sector human resource might be carried out through continuous education and training process, which was preceded by a transparent and accountable selection process.

One of defense sector human resources is the Indonesian Armed Forces (TNI) personnel. The current proportion of TNI personnel only constitutes 0.2% of the total population of Indonesia [2]. The rationale of this figure is due to the proportional growth of personnel policy that is implemented in TNI during the peacetime. However, this condition is unideal compared to the complexities and broad array of TNI personnel's duties and responsibilities. Thus, defense sector human resources capacity development is necessary to fill the current gap in personnel numbers.

National defense is a way to safeguard, protect, and defend the sovereignty, unity, and integrity of Indonesia against every threats. Indonesia has adopted total defense system that involves all people, territories, and other national resources in national defense. Total defense system is prepared as early as possible in a total, integrated, directed, and continuous manner to defend the sovereignty, territorial integrity, and safety of all Indonesian people from all kind of threats. Total defense system was originated from the historical struggle of Indonesian people in maintaining its independence against the colonials [3].

To deal with various types of threat, the Ministry of Defense of the Republic of Indonesia has implemented Minimum Essential Forces (MEF) policy in developing its national defense posture. MEF policy is based on capability-based defense posture development without overlooking various threat possibilities that Indonesia might face in the rapidly changing strategic environment. Defense power development has to be carried out as soon as possible by considering the potential trend of future threat evolution. The nature of threats and war will become more complex from time to time. Future threats will not merely be in the form of symmetric warfare waged among two or more competing states in physical battlefield. As we all currently experience, the whole world is suffering from COVID-19 pandemic. In national defense perspective, COVID-19 is classified as a non-military threat that threatens the survival and existence of the nation. Thus, defense sector human resources have to be at the forefront in responding to COVID-19 pandemic.

2. Literature Review

2.1. Threat and Capability-Based Approaches

The complex changes within global strategic environment have resulted in the advent of new emerging threats that are hard to predict and full of uncertainty. Therefore, many defense policy makers adopt capability-based approach over threat-based approach in developing their national defense posture. This leads to a question on which approach is the better one. While

many theories suggest that threat-based approach is more complete compared to capability-based approach, evidence on the victory of the United States in Iraq indicated that capability-based approach is applicable toward various threats that might arise from the highly uncertain strategic environment [4].

Capability-based approach has become an ideal solution in dealing with complex threat dynamics, while the traditional threat-based approach has worked well to deal with clearly-defined threats. Threat-based approach has to be adjusted to deal with novel or different threats. On the other side, capability-based approach offers promising capability to adapt to various possible threats. However, in closer examination, capability-based approach will likely to undergo major adaptation during the initial phase of war. If the existing capability is not suitable to the situation, the approach might also not suitable to deal with other types of threat. Against these considerations, defense policy-makers have to decide which defense posture development approach is the most suitable to respond the strategic environment context.

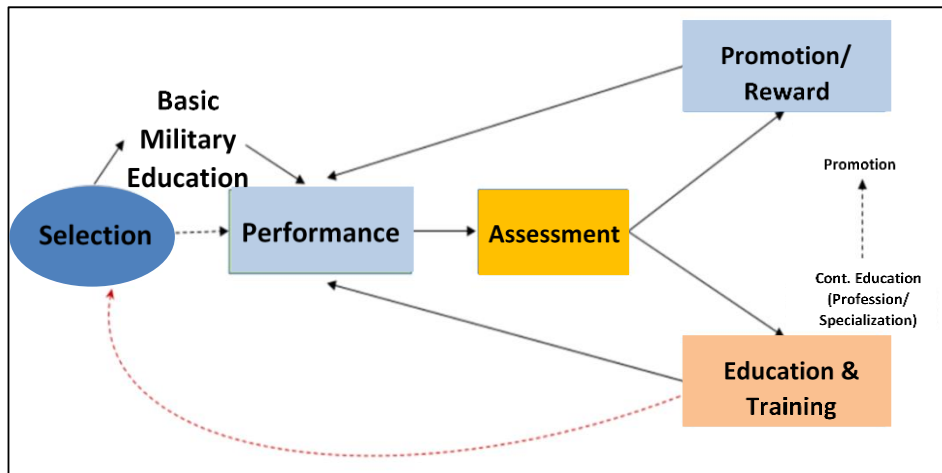
It is imperative to comprehend why defense sector has to choose between threat-based and capability-based approach. Should any threats be clearly defined and easily identified, or credible, threat-based approach is deemed more suitable since this approach will provide the fundamentals to develop the required force structure. Nevertheless, ill-defined threats like terrorism and pandemic bear difficulty for defense policy makers to make decision on the most effective force structure [5]. These kind of situations lead many defense policy makers to choose capability-based approach over threat-based approach.

2.2. Human Resources Management Cycle

Human resources management cycle has been widely used by academicians and practitioners since its initial inception during the 1980s. The most commonly used human resources management cycle is Michigan model cycle by Fombrun et al. [6]. This model argued that human resources system and organization structure have to be managed congruently with organizational approach. According to this model, there are four basic processes or functions that are performed by all organizations, namely: 1) selection; 2) performance; 3) appraisal; and 4) rewards and human resources development.

Figure 1 explains the management process in the context of defense resource human resources management. This process has been modified from Fombrun et al.'s model [6]. The underlying consideration that underpin the modification is that defense institutions have their unique and distinct characteristics compared to other organizations. In general, an organization conducts selection process in order to attain the output (the result of performance) of its recruited individual [7], meanwhile the defense institutions context is different since the selection only aims at gaining individual who possess general criterias such as physical fitness, health, and individual potentials and skills. The next process is basic military education to prepare all personnel with the standard knowledge and capability in defense field, particularly to carry out Military Operation of War and Military Operations Other Than War (MOOTW). Competences and promotions of all personnel will show over the course of the each personnel's service, education, and training. On the other hand, threat complex is constantly evolving, which necessitates the upgrade and development of personnel professional development measures. The same also applies to the human resources criteria in the selection process, which has to keep up with the changing requirements to respond the changing nature of threats.

Figure 1. Human resources management cycle



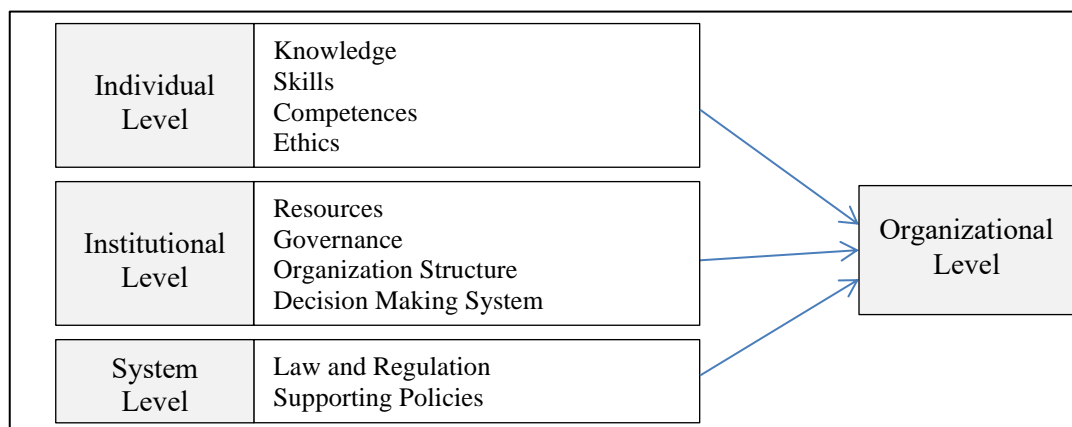
Source: Modified from Fombrun et al., 1984

2.3. Defense Sector Human Resources Capacity Development

Defense sector human resources' capacity has to be constantly developed to be capable of dealing with various threats. According to Kamariah, [8] there are at least three measurements of human resource capacity, namely: 1) knowledge; 2) skill; and 3) behavior and work ethic. In general, human resource capacity is the individual's competence in an institution to carry out their duties, functions, and authorities in achieving the institutional goals effectively and efficiently [9]. More specifically, capacity must also be perceived as the ability to fulfil the required performance, namely to produce outputs and outcomes desired by the institution or organization.

With regard to capacity, Nasution [10] suggested that individual capacity is the ability or skill which enables someone to perform something as manifested through his/her actions in improving work productivity. Therefore, in association with the term "strengthening" or "development", capacity is an effort to improve the ability of individuals to have better competencies in order to be more productive in achieving institution or organization's goals.

Figure 2. The level of capacity development



Source: Djatmiko, 2004

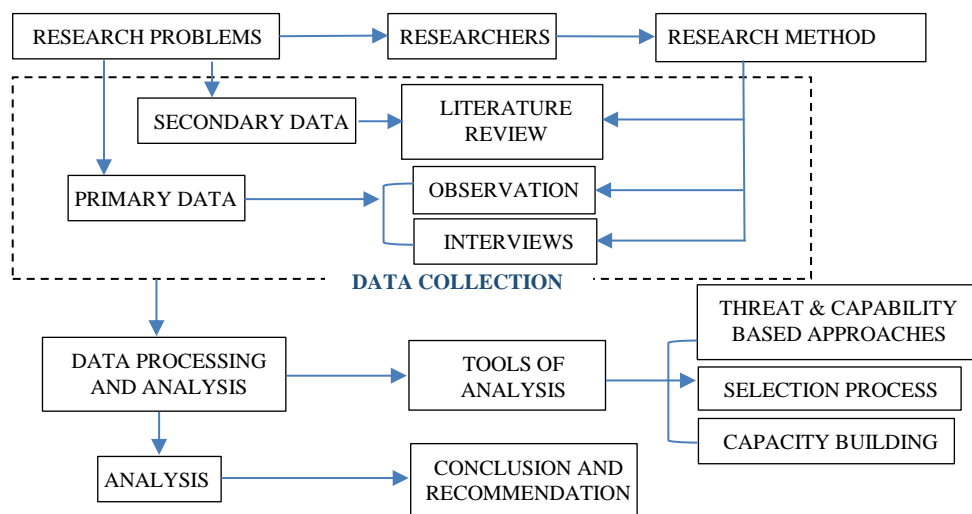
Referring to the level of capacity building in Figure 2, Leavit in Djatmiko [11] stated that human resource capacity development programs has to be designed by applying methods that

is able to transform knowledge, skills, competencies, and ethics. Thus, efforts should be directed to ensure human resource capacity develop is capable of bringing positive impacts at the individual, institutional, and system levels. In this study, human resource capacity is the ability of individuals in the defense sector, including TNI and Ministry of Defense personnel, in carrying out their duties, functions, and authorities to achieve goals effectively and efficiently. This capacity is analyzed from the of knowledge, skills, competence, and ethics aspects that are required to achieve the expected performance.

3. Research Method

This study employed descriptive qualitative method as outlined in Figure 3. This study collected primary and secondary data to analyze the research problem. The primary data were obtained from interviews and direct observations at the Health Center of the Ministry of Defense of the Republic of Indonesia, while the secondary data were obtained through documents and literature review. This study employed purposive sampling technique in determining the appropriate informants. The main criteria employed to determine the appropriate informants is the informant's involvement in COVID-19 pandemic response within the Ministry of Defense of the Republic of Indonesia. Afterward, qualitative data analysis technique was carried out in three steps, namely data condensation, data presentation, and conclusions drawing [12]. Data sources triangulation is employed to test the data validity.

Figure 3. Research framework



4. Result and Discussion

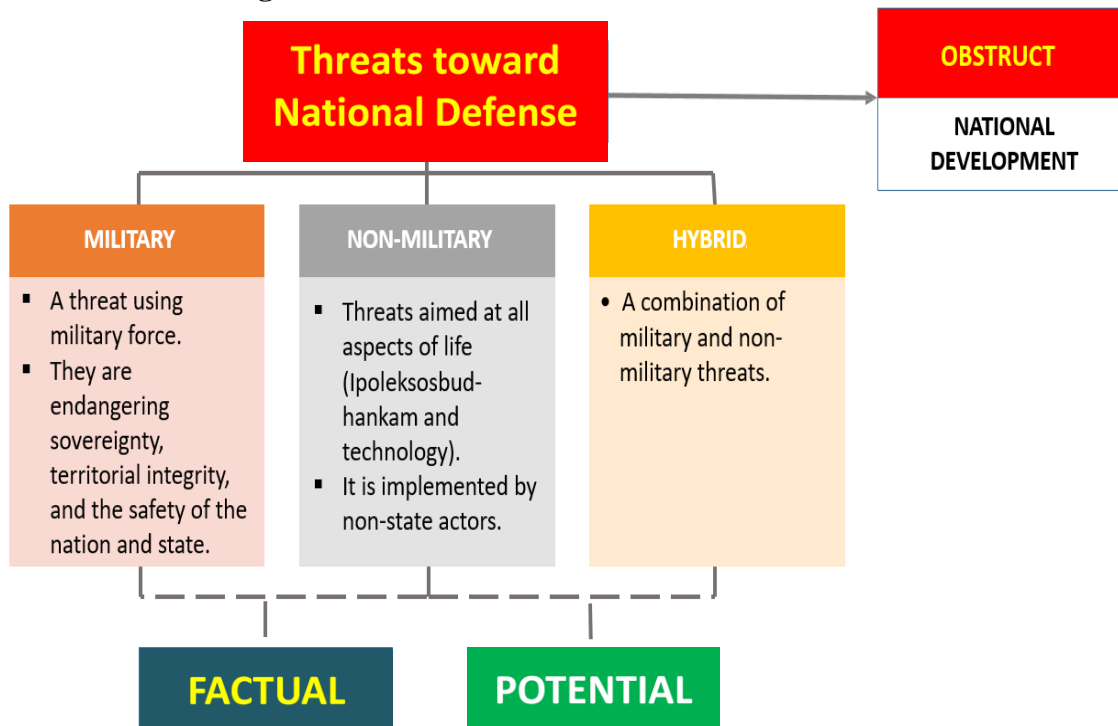
4.1. Threat and Capability-Based Approaches

In general, there are fundamental differences between threat and capability-based approaches [13]. Threat-based approach is usually opted when: 1) Threats can be easily to recognized and identified; 2) Scenario or contingency situations has been defined as the basis to determine force requirements; and 3) Measurable rationale for the recommended force structure is provided. Meanwhile, capability-based approach is opted when: 1) Threats are multifaceted and uncertain; 2) Ambiguous threats are not suitable for single-point scenario-based analysis; 3) Planners apply an independent military assessment to determine the appropriate combination of the required military capabilities; and 4) The focus is more oriented toward goals over scenarios. In relation to the COVID-19 pandemic, defense force development has to be based on capabilities since COVID-19 cannot be tackled using even the most expensive and sophisticated main weapons systems and equipment.

Law of the Republic of Indonesia Number 3 of 2002 on National Defense defines national defense as all measures directed to safeguard the state’s sovereignty, the territorial integrity of the Unitary State of the Republic of Indonesia, and the safety of the entire nation from all forms of threats. Furthermore, the Law also stated that Indonesia’s national defense system is a total defense system that involves all people, territories, and other national resources in national defense, which is early-prepared by the government to safeguard the state’s sovereignty, the territorial integrity of the Unitary State of the Republic of Indonesia, and the safety of the entire nation from all forms of threats. Total defense system integrates military defense with non-military defense through measures to develop strong and respected national defense forces and capabilities that possess high deterrence [14].

Meanwhile, the types of threats to national defense as stated in Article 3 Paragraph (1) of Law of the Republic of Indonesia Number 23 of 2019 on National Resources Management for National Defense consist of military threats, non-military threats, and hybrid threats. These classifications of threats might be in form of aggression, terrorism, communism, separatism, armed rebellion, natural disasters, environmental damage, violation of border areas, piracy and theft of natural resources, disease outbreaks, drug abuse and circulation, cyber-attacks, nuclear attacks, biological attacks, chemical attacks, or other forms of threats that endanger the sovereignty of the state, the territorial integrity of the Unitary State of the Republic of Indonesia, and the safety of the entire nation [3]. The Law further elaborated hybrid threats as a mix and combination between military threats and non-military threats. These threats, both the factual and the potential ones, might obstruct national development if they are not dealt with effectively. The entire scheme of threats to national defense is shown in Figure 4.

Figure 4. Scheme of threats toward national defense



Source: Modified from the Law of the Republic of Indonesia Number 23 of 2019

A closer look to Figure 4 indicates that Indonesia employs threat-based approach in developing its national defense system. On the other hand, total defense system is a national defense concept based on a capability approach, in which all national resources are mobilized to deal with various threats that might disrupt the safety and survival of the nation state. Likewise, the concept of MEF is not solely developed on the basis of capability-based approach. In this context, the word "capability" refers more to the state's ability to allocate its budget for main weapons system and equipment procurement and development.

Nevertheless, MEF should also be understood as the government's effort to develop a defense force which is based on capability (capability-based approach). In developing its defense posture, the government also applies capability-based approach through the MEF policy which is targeted to be achieved in 2024. Equally important is the development of adaptive defense forces to respond global threat dynamics effectively. In reality, the COVID-19 pandemic has to be seen as a threat and dealt using approach that considers the required capabilities instead of the number of main weapons systems and equipment in possession. Capability-based approach focuses more on "what we need to do" rather than just "what we have." The capability-based approach also allows Indonesia to look and prepare for the asymmetric threat spectrum.

4.2. Defense Sector Human Resources Capacity Development and Management

In responding to various forms of threats that are dominated by non-military ones, a state's sovereignty is largely determined by the tenacity and toughness of its human resources in dealing with such threats. Thus, Management and development of defense sector human resources' capacity or capability is imperative to safeguard the state's sovereignty. Human resource capacity development is in line with professionalism in the defense sector as initially initiated by military professionalism. Military professionalism comprises efforts to improve military human resources. As stated in the Law of the Republic of Indonesia Number 34 of 2004 on TNI, the criteria of professional soldiers are soldiers who are trained, educated, well-equipped, not involved in practical politics and business, and whose welfare is guaranteed [15].

Meanwhile, defense sector human resources management is inseparable from military professionalism which includes three core aspects, namely expertise, social responsibility, and corporateness [16]. The expertise of defense sector human resources could be developed through education and training processes in accordance with their respective field of expertise. It must also be preceded with an open, honest and credible selection process. On the social responsibility, TNI has eight mandatory teachings, where the 8th point requires TNI personnel to provide example and pioneer efforts to overcome the difficulties of the people around them. From an organizational perspective, the TNI is a solid organization under one command. Thus, every personnel will be loyal to the tasks assigned by the leaders and the organization.

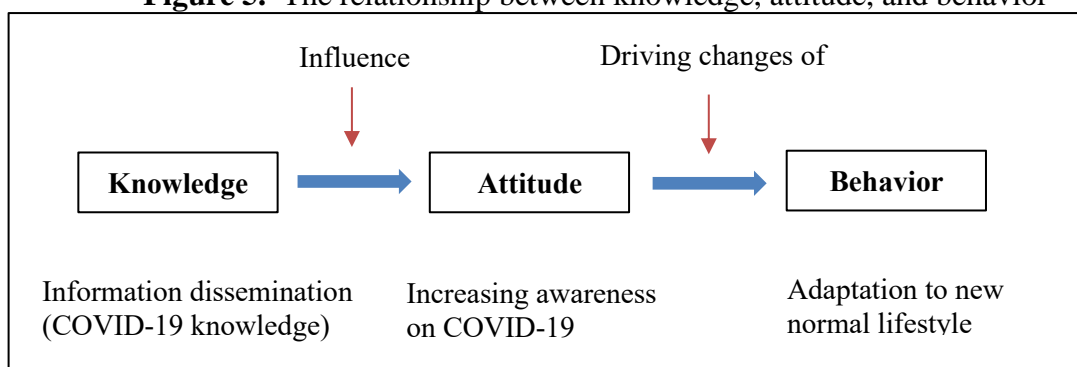
Human resource plays a very important role in ensuring the sustainability of an organization. Sutrisno [17] viewed human resource as a source of strength that comes from humans, which could be harnessed by the organization. Based on this understanding, humans have power that needs to be continuously improved in order to improve the organization's competitiveness. Meanwhile, Leavit in Djatmiko [13] stated that capacity building is carried out at the individual level, institutional level, and system level. Capacity building at the individual level is carried out on knowledge, skills, competence, and ethics aspects. At the institutional level, capacity building comprises efforts at resources, management, organizational structure, and decision-making systems. At the system level, it is carried out on legislation and supporting policies.

Education and training have to be carried out to develop and improve defense sector human resources' competences. Smith [18] defined training as a planned process to modify attitudes or behavior, knowledge and skills through learning experiences in order to achieve effective performance in a particular or several activities. Simanjuntak [19] similarly argued that training is intended to improve employee skills, both horizontally and vertically. In essence, human resources capacity development program can be carried out through education and training activities, which is a logical operational process. Should training activities have been carried out and the human resources still have not met the expected performance criteria, it is necessary to look back at the selection process that has been carried out as shown in Figure 1.

The human resources management cycle in Figure 1 can be employed in human resources screening process by adjusting the organization needs to the current challenges in the strategic environment context, namely types of threat to national defense and the defense sector human resources required criteria. With regard to the COVID-19 pandemic and the projected threat from infectious diseases and other asymmetrical threats, the Ministry of Defense of the Republic of Indonesia has established bachelor's degree programs in the fields of military medicine, military pharmacy, military engineering, and military mathematics and natural science since 2020. Graduates from these programs are expected to be able to become competent defense sector human resources who are capable of dealing with the evolving complex defense threats in the future.

Human resource capacity development refers to the process by which individuals or groups of people acquire knowledge which is expected to influence their attitudes and in turn will encourage behavioral change (Figure 5). At the institutional or organizational level, capacity is defined as the ability, skills, understanding, attitudes, values, relationships, behaviors, motivations, resources, and conditions that enable every individual, organization, network, sector, to carry out their respective functions in order to achieving the organization's goals [20]. At the system level, it is carried out through legislation and supporting policies. In this context, the Presidential Decree Number 12 of 2020 on the Determination of Non-Natural Disaster of the 2019 Corona Virus Disease (COVID-19) Spread as a National Disaster is one of the supporting policies to deal with COVID-19 pandemic in Indonesia.

Figure 5. The relationship between knowledge, attitude, and behavior



Notoatmodjo [21] argued that the higher the skills possessed by personnel, the more efficient the efforts, energy, and thoughts spent in carrying out their work. This view is supported by the results of Sirait's research [22] which showed that education and training are proven to provide skills enhancement to the required employees. In addition, it also showed that improvement in skills lead to the increase of employee confidence in carrying out their work. The importance of competence for human resources is closely related to the quality and validity

of work results. In human resources management, competence aspects are closely related to one's performance. Thus, logically speaking, competence has a causal relationship with performance.

Theoretically, there is a classification of competencies, where Talim [23] stated that competence comprises knowledge, skills, attitudes and behavior aspects. This argument is in line with Figure 5 on the relationship between knowledge, attitudes, and behavior. Furthermore, Dharma [24] argues that competence can be obtained through various ways, one of which is through feedback. It is believed that trainings for employees who then put their competences into practice and gets feedback will improve their performance and capacity. Human resources capacity development through education and training has to be carried out continuously to respond the constantly changing strategic environmental, such as the COVID-19 pandemic which was never expected before to be a deadly threat.

Gibson [25] suggests that knowledge is the level of an employee's understanding of what he or she knows from experience and learning process. Employees' knowledge on their respective field of duty will improve the quality of their work. Likewise, employees' mastery of skills are closely related to the effective implementation of their duties. Thus, skills are essential aspect of individual human resource capacity. Skills are motoric capability that are closely related to the proficiency of individuals in performing their tasks [25]. Defense sector human resources who are tasked with providing services to the community (public) must behave professionally as shown through a combination of knowledge and skills, application of relevant technology, as well as professional work skills [26]. The establishment of bachelor's degree programs in Republic of Indonesia Defense University is intended to prepare the knowledge and skills of defense sector human resources to deal with multidimensional and complex threats in the future.

4.3. Defense Sector Human Resources Capability in COVID-19 Response

The involvement of the TNI as the main component of national defense in COVID-19 pandemic response is more focused toward the aim of safeguarding and protecting the safety of the entire nation from all forms of threats through participation in humanitarian assistance provision. The involvement of the TNI at the forefront roles COVID-19 response can be used as an indicator to measure Indonesia's national defense power against the threat of a disease outbreak. Besides healthcare assistance, TNI also has transportation, logistics, and territorial command capabilities that can be harnessed to support efforts to overcome the COVID-19 pandemic.

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The purpose of national defense is to maintain and protect the sovereignty of the state, the territorial integrity of the Unitary State of the Republic of Indonesia, and the safety of the entire nation from all forms of threats [15]. Meanwhile, Law Number 34 of 2004 on TNI Article 7 paragraph 2 (b) point 12 stated that one of TNI's MOOTWs is providing assistance to cope with the consequences of natural disasters, performing evacuation, and providing humanitarian assistance. The involvement of the TNI in those duties is based on:

- a. certain TNI's capabilities that can be deployed in emergency and disaster response conditions;
- b. TNI's clear organizational command line and available facilities and equipment throughout Indonesia; and
- c. TNI personnel's readiness for rapid deployment [15].

With regard to the COVID-19 pandemic response, TNI's capabilities can be grouped into 4 categories, namely: 1) territorial roles, through TNI's capability to mobilize territorial resources; 2) transportation roles, through various transportation means in TNI's possession; 3) logistics roles, through TNI's ability to secure, collect, and distribute regional logistics; and 4) medical and healthcare, through TNI's healthcare facilities and medical personnel throughout Indonesia. All of these capabilities can be deployed in COVID-19 pandemic response. In addition, the TNI has the capability to evacuate and perform isolation on COVID-19 patients, and deploy field health units from the Army Strategic Reserve Command Medical Battalion, the Marine Medical Battalion, and the Air Force Headquarters Detachment Medical Battalion.

The results of the interview with Major General (Ret.) Dr. Heridadi, M.Sc during the 2020 General seminar of the Faculty of National Security of the Republic of Indonesia Defense University, informed that TNI has the resources that can be deployed to support various efforts to overcome the COVID-19 pandemic, including: transportation, hospitals, and medical and paramedical personnel. TNI also has high readiness to assist COVID-19 pandemic response due to its capability to perform swift internal coordination and cross-sectoral external coordination with other related Ministries/Agencies; its medical personnel readiness; its logistics preparedness; its capability to deploy various medical materials, equipment, and facilities such as mini Intensive Care Unit (ICU); its hospitals preparedness, its surveillance capabilities, particularly medical intelligence; and its capability to prepare and implement contingency plans. Meanwhile, the readiness of TNI medical facilities throughout Indonesia includes rooms or tents for screening; isolation room, ICU, and ventilator; personal protective equipment (PPE); standard medical protocols and procedures; well-trained personnel; laboratory; and medicines and health supplies.

Table 1. Data of Ministry of Defense of the Republic of Indonesia/TNI personnel who are involved in COVID-19 response throughout Indonesia

No.	Personnel	Hospitals		
		Galang Island	Kemayoran Athlete Residence	Kogabwilhan II Indrapura
Medical Post Personnel		1	20	8
Medical Personnel				
1	General Doctor	13	308	24
2	Specialist Doctor	4	61	11
3	Nurse	104	1840	67
4	Nutritionist	2	53	2
5	Pharmacist and assistant pharmacist	9	155	9
6	Laboratory Analyst	6	37	9
7	Environment Health	6	92	4
8	Psychologist	1	6	-
Other Personnel				
1	Non-Medical	102	213	101

2	Laboratory Staff	8	88	-
3	Administration Staff	7	43	12
Total		263	2916	247

Source: Medical Directorate of the Directorate General of Defense Strength of the Ministry of Defense of the Republic of Indonesia

At the initial stage of COVID-19 response in the Jakarta Province and its surroundings, the government prepared several referral hospitals to treat patients with positive COVID-19 test result, in which five of them were The Ministry of Defense of the Republic of Indonesia/TNI hospitals. In the meantime, the isolation room capacity of the TNI hospitals (i.e. Mintoharjo Naval Hospital and Gatot Subroto Army Hospital) includes negative pressure isolation room with 81 installed beds and 34 beds under installation, and non-negative pressure isolation room with 103 installed beds and 23 beds under installation. Table 1 shows detailed data of the Ministry of Defense of the Republic of Indonesia/TNI personnel who are involved in COVID-19 response throughout Indonesia. The total number of personnel who are directly involved in COVID-19 response, especially those assigned to Galang Island Hospital, Kemayoran Athlete Residence COVID-19 Emergency Hospital, and Kogabwilhan II Indrapura Hospital, are amounted to 3,426 personnel.

5. Conclusion

This study has underlined the importance of defense sector human resources capacity development as the forefront of national defense system in COVID-19 response and analyzed how capacity development should be planned and carried out on defense sector human resources through the adoption of human resources management cycle. Against the dynamic and full of uncertainty of threats complex, defense policy makers tend to choose capability-based approach over threat-based approach in developing their national defense posture. Indonesia also chooses capability-based approach in developing its national defense posture, especially to compensate the unideal number of defense sector human resources (especially the TNI) in Indonesia. COVID-19 pandemic response also necessitates the implementation of capability-based approach since it puts more emphasis on “what we need to do” rather than only focusing on “what we have.”

Management and development of defense sector human resources capacity are inseparable from the selection process that must be carried out in a transparent and accountable manner. Furthermore, Indonesia implements proportional growth of personnel policy, where the number of personnel is not limited to a certain number, but is based on the need to improve unit readiness. Capacity development, especially through knowledge development, is expected to influence attitudes and encourage behavior change. The establishment of the bachelor’s degree programs at the Republic of Indonesia Defense University, which comprise the Faculty of Military Medicine, Faculty of Military Pharmacy, Faculty of Military Mathematics and Natural Sciences, and the Faculty of Military Engineering, is intended to prepare competent defense sector human resources with the required knowledge, skills, attitudes, and behavior to deal with evolving complex defense threats in the future.

As the main component of national defense, TNI possesses various useful capabilities and resources to be deployed for supporting COVID-19 pandemic response, including transportation, hospitals, and medical and non-medical personnel. The Ministry of Defense of the Republic of Indonesia/TNI personnel have also been involved in the front line of COVID-19 pandemic response, where 3,426 medical and non-medical personnel have been deployed across three COVID-19 hospitals, namely: Galang Island, Kemayoran Athlete Residence, and

Kogabwilhan II Indrapura hospitals. These measures are undertaken to overcome COVID-19 pandemic as a non-military threats to the safety of the entire nation of Indonesia. Future works might study the inter-stakeholders coordination and synergy in dealing with COVID-19 pandemic as COVID-19 pandemic requires rapid and integrated response from numerous different stakeholders that have different but complementary roles.

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