

Implementation of *Jogo Tonggo* Policy in Central Java as a Form of Military and Civil Society Synergy in the Covid- 19 Task Force

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ABSTRACT : Corona Virus Disease or Covid-19 has been designated as a Global Pandemic by WHO on March 11, 2020, based on considerations of the level of spread and severity that are worrying referring to the characteristics of a pandemic, namely: it is a new type of virus, can infect many people easily, and can spread between humans efficiently. This encourages the government to make public policies that focus on handling the COVID-19 pandemic. policies formed in one area are often different from others. One of them can be seen from the implementation of the policy of the *Jogo Tonggo* task force in Central Java. This policy tries to involve various elements of society to work together in empowering and advancing the lives of people affected by the Covid-19 pandemic. one of the actors who plays a central role in the course of this program is the military. Military involvement in *Jogo Tonggo* is expected to support the course of this policy. military apparatus involved in *Jogo Tonggo* form synergies with local communities in various fields of *Jogo Tonggo* activities. The main goal of establishing a synergy between the military and the local community is not only to suppress the spread of Covid-19 in Central Java but also to create sustainable cooperation.

KEYWORDS –Central Java, Covid-19, Military Aparatus, *Jogo Tonggo*, Public Policy, Synergy

I. Introduction

Corona Virus Disease or Covid-19 has been designated as a Global Pandemic by WHO on March 11, 2020, based on considerations of the level of spread and severity that are worrying referring to the characteristics of a pandemic, namely: it is a new type of virus, can infect many people easily, and can spread between humans efficiently [1]. The Covid-19 pandemic that has spread since the beginning of 2020 is one of the serious problems currently facing the world. The massive spread of the epidemic with the increasing number of deaths has created a crisis situation in various sectors. The COVID-19 pandemic which has become a global health crisis not only has an impact on human health aspect, but also has a domino effect on the economic, social and security sectors.

The COVID-19 pandemic that has disturbed the global world requires the Indonesian government to form policies as a way to deal with the disaster. In Indonesia itself, one of the policies that is very central in handling Covid-19 is the involvement of the Indonesian National Army (TNI) in the Covid-19 task force. Until August 2020, the TNI has been deployed for various tasks at the central and regional levels. Some of the tasks in question, such as providing observation facilities in Natuna, building a hospital on Galang Island, evacuating affected Indonesian citizens abroad, distributing medical equipment, guarding access at the border, overseeing the implementation of the Large-Scale Social Restrictions (PSBB) policy, to escorting the implementation of health protocols in the new normal (new normal). The involvement of the TNI in handling Covid-19 is of course in line with Law Number 3 of 2002 concerning national defense which mandates that national defense is all

efforts to defend 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 and disturbances to the integrity of the country. nation and state [1]. The TNI as the main tool in the national defense system act not only for the sake of state defense in military operations regarding with war (OMP) but can also act in the form of Military Operations Other than War (OMSP) such as relief operations for natural disasters, peacekeeping and counter-terrorism. The severity of Covid-19 pandemic has made it one of the worst non-natural disasters to struck Indonesia. This has prompted the government to actively involve the TNI in the task of handling Covid-19 both at the national and local levels.

In a circular letter from the National Disaster Management Agency (BNPB) regarding the Establishment Of A Task For The Acceleration Of Corona Virus Disease 2019 (COVID-19) province and district/city level, it is stated that the Task Force for the Acceleration of Handling Corona Virus Disease 2019 (Covid-19) at provincial and district levels / city, led directly by the Governor, Regent and Mayor, with the deputy commander of the TNI and the Chief of Police in the Regional Unit, assisted by the Head of BPBD and Head of the Health Service to coordinate all Regional Apparatus Organizations in accordance with authority in the field of task. This mean that TNI/Polri as Indonesia defense Apparatus have a central role in accelerating the response and handling of COVID-19. one of which can be seen in the handling of cases of covid-19 in Central Java. As of September 2020, as many as 19.516 cases of covid-19 occurred in Central Java, with 5.276 positive cases, while 1.252 deaths from positive case and 12.985 return to health.dr. Mohammad TaukhidHardiyoto, MM. said that the first case of COVID-19 in Central Java was recorded on March 8, 2020, but was released on March 13, 2020. Patients who came from Jakarta.Data regarding confirmed cases of Covid-19 can be seen from the figure below:

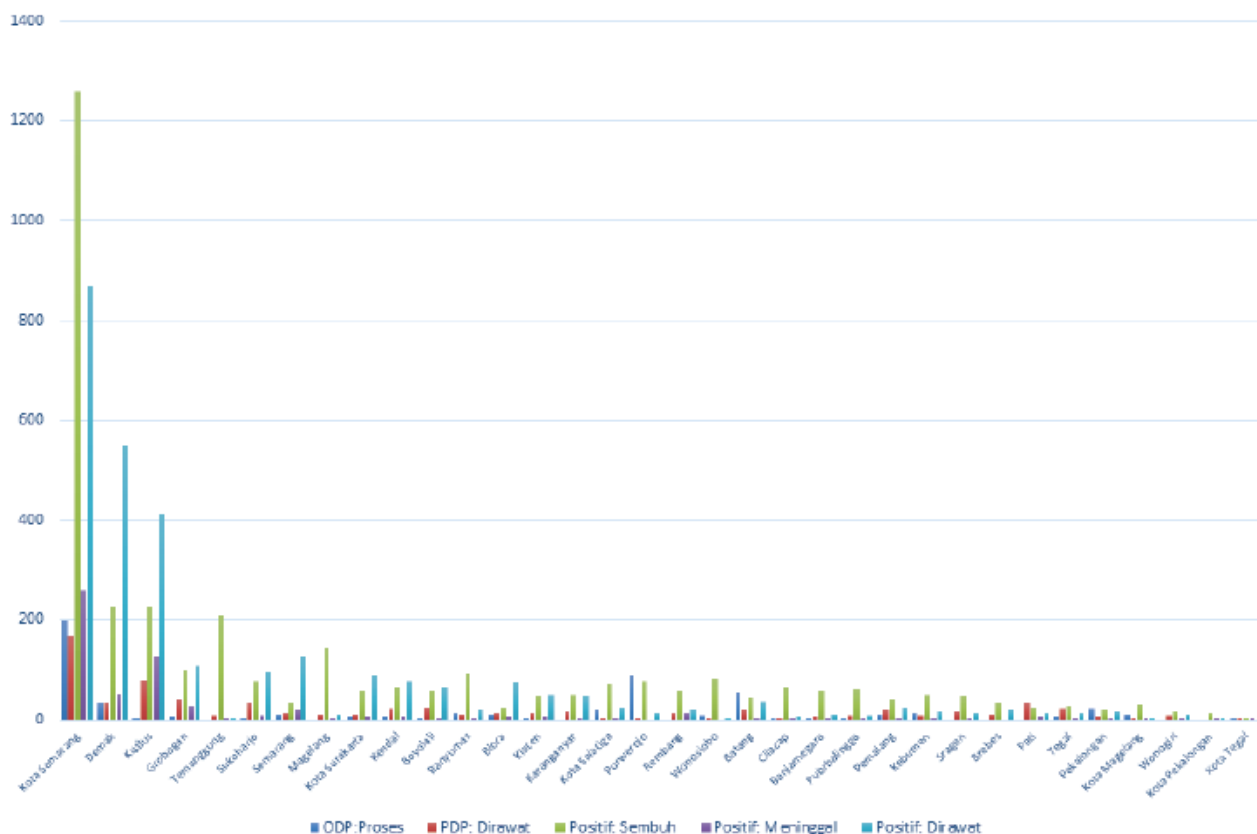


Figure 1.1: Data on the distribution of confirmed cases of Covid-19 in Central Java

[1]Undang-Undang Nomor 3 Tahun 2002 tentang pertahanan negara

Based on Fig. 1.1 above, it can be seen that Semarang City as the main heart of Central Java occupies the highest position with the highest number of cases in Central Java Province, followed by Demak and Kudus. The Tegal region is the region with the lowest Covid-19 distribution. In response to the COVID-19 pandemic and the issue severity, GanjarPranowo as the acting Governor of Central Java, made quick actions to handle it. The first step is to issue the Decree of the Governor of Central Java No. 360/3 of 2020 concerning the Determination of the Emergency Response Status for the Coronavirus Disease in Central Java. One of them is the policy of involving the TNI/Polri in the Covid-19 task force. Even so, it must be understood that the TNI/Polri certainly do not stand alone in the course of the Covid-19 task force. Instead, the TNI/Polri form a strong synergy with the local communities where they carry out their duties. TNI/Polri establish good relations with not only the local government but also with civil society. This can be seen from the various forms of programs run by the TNI/Polri in Central Java.

From these conditions, it can be seen that there is a need for a form of study on the implementation of the military involvement policy in the COVID-19 task force and the synergy formed by the military apparatus with the local community. Several previous publications have begun to focus on giving the meaning on the military involvement in handling Covid-19 in Indonesia, especially in the context of civil-military relations. Some of them, such as Chairil which states that the involvement of the TNI in handling Covid-19 shows the dominance of the use of the military paradigm in Indonesia[2]. The writing is based on the paradigm of Marxism and Foucauldian. Chairil sees that the involvement of the military in the Covid-19 task force is a search for the government to extend the scope of supervision of the community. Chairil based his writing on the fact that the main role of the Military is not only as a supervisory body for the community but also as an actor in taking action against those who cannot follow the existing rules or norms. Unfortunately, the paper does not pay attention to the important role of the military in carrying out their duties as part of the Covid-19 task force and focuses more on the domination-subordination relationship between the military and the civilian. Article by Honna further that argument by arguing that the crisis situation caused by the pandemic was used by the TNI, especially the Army, to encourage TNI's institutional agenda³. The writing is based on a discourse regarding serious concerns about the disproportionate use of the military in handling the pandemic. This could have an impact on the return of the military's role in the civil and political sphere or the degradation of the military reform process that has been carried out by Indonesia over the last two decades. Both writing mainly suggesting more on the discourse military domination through the implementation of the internal agenda of the TNI. Previous writings were less focused on seeing the central role of the TNI in handling Covid-19 through various forms of cooperation carried out with local communities. Furthermore, previous writers also have not seen the form of the relationship between the military and civil society which is more complementary in nature rather than the as subordination-domination relation.

This paper aims to examine the implementation of policies regarding military involvement in the COVID-19 task force. Furthermore, this study tries to explain the synergy formed by the military with the local communities of Central Java where they are placed to carry out their duties. This synergy is shown through various forms of cooperation between the military and local communities in dealing with the COVID-19 pandemic.

II. Methods

This research was carried out with literature review and media monitoring methodology. Snyder explained that through the literature review methodology we can get an explanation in the process of investigating the influence or relationship between two or more specific or widespread variables [4]. Literature

[2] Tangguh Chairil, "Indonesia Needs to Change Its Security-Heavy to Covid-19," (2020), <https://thediplomat.com/2020/04/indonesia-needsto-change-its-security-heavy-approach-to-covid-19/>

[3] Jun Honna. (2020). "Military Politics in Pandemic Indonesia," *The Asia-Pacific Journal* 18, no. 5

[4] Snyder. H, Literature. (2010) review as a research methodology: An overview and guidelines, *Journal of Business Research*, Vol. 104

review can be used in the researcher's goal to obtain an explanation of the issue or research problem formulation. On the other hand, media monitoring was used by the writer in data collection. Monitoring includes listening, interpreting, and taking action on what people are saying or otherwise conveying [5]. Media monitoring in this sense will be done mainly focusing on the online publication by the local media of Central Java especially the publication done by the military institution. Media Monitoring will be focused mainly on the publication by media from July 2020 to September 2020, while focusing on the form of synergy done by the military institution and the local community.

III. Results & Discussion

III.1. Public Policy: The Covid Task Force *Jogo Tonggo*

In handling COVID-19, Central Java made a policy breakthrough by considering local wisdom. In its implementation, a movement program "Jogo Tonggo" was launched. The term Jogo Tonggo is taken from the Javanese language. "Jogo" means guarding, while "tonggo" means neighbor. Jogo Tonggo can be interpreted as "Keeping Neighbors". This program is carried out on the basis of the awareness that to deal with the COVID-19 disaster, there needs to be in-depth cooperation between internal groups (especially local communities) and external groups. The cooperation formed is based on the principle of mutual cooperation and community empowerment in a systematic, structured and comprehensive manner. The Jogo Tonggo program aims to ensure that all residents in each region make efforts to accelerate the handling of COVID-19 in a systematic and structured manner

notice:

1. Citizens' health condition.
2. Environmental conduciveness and prevention of conflicts between residents in order to maintain the unity and integrity of the citizens.
3. Community conditions.
4. Ensure the fulfillment of food and basic needs.
5. The strength of local wisdom and the geographical potential of the local environment [6].

The Jogo Tonggo strategy empowers all potential villages to form this new institution at the RW level by involving all RT and components in the village. Components involved include village facilitators, agricultural extension workers, PKH facilitators from social communities, posyandu, dasawisma, youth organizations, linmas, village midwives, and in some cases the military. As a public policy, the jogotonggo policy changes various forms of action formed by the people of Central Java, especially in responding to and overcoming the impact of the Covid pandemic. This is in line with the explanation by William Dun as cited by Widodo J. Pudjirahardjo on his blog about the notion of policy said that policy is a written rule which is a formal decision of the organization, which is binding and regulates behavior with the aim of creating new values in society.

Policies will be the main reference for members of the organization or community members in behaving. Policies are generally problem solving and proactive. In contrast to laws and regulations, policies are more adaptive and interpretative, although policies also regulate "what is allowed and what is not". Policies are also expected to be general in nature but without losing specific local characteristics. Policies must provide opportunities to be interpreted according to the specific conditions that exist. [7]. The condition referred to in

[5] Rappaport, S. D. (2010), "Listening solutions", *Journal of Advertising Research*, Vol. 50 No.2, pp. 197-213

[6] Aryo, Bagus. (2020). *Provinsi Jawa Tengah: Peluncuran Jogo Tonggo*. In, BNPB. "Pengalaman Indonesia Dalam Menangani Wabah COVID-19 Di 17 Provinsi Periode: Maret - Juli 2020", p. 119-127.

[7] Affandi, H. & Amanwinata, R. (2017). Implementasi Kebijakan Pelarangan Penggunaan Alat Penangkapan Ikan Pukat Hela (Trawls) dan Pukat Tarik (Seine Nets) di Wilayah Pengelolaan Perikanan Negara Republik Indonesia. *Dalam Jurnal Pembangunan & Kebijakan Publik*

this case is the response to Covid-19. The inclusion of the military in the rubric of the social life of the people of Central Java is one of the supporting agents in assisting the economic and social condition of the people of Central Java.

Siti KurniaRahayu cites the notion of state policy put forward by Harol D. Lasswell and Abraham Kaplan as a projected program of goals, values and practices. Also as a program to achieve goals, values and practices that are directed[8]. As such The Jogo Tonggo Task Force is a policy by the local government to empower the people of Central Java through the cooperation of the local community with the local government and state apparatus. Jogo Tonggo itself emphasizes community-based empowerment and community independence. The principle is to help each other between citizens and not to rely on outside help. Therefore, the military who participate in this task force are also TNI/Polri who are also local people.

Soebarsono wrote that the policy has a framework called the policy framework. The framework will be determined by several variables, including the following:

- a. Goals to be achieved. That includes the complexity of the goals to be achieved. The more complex the policy objectives, the more difficult it is to achieve policy performance. On the other hand, the simpler the policy objectives, the easier it is to achieve them. In this case, the goals that are trying to be achieved with the existence of the Jogo Tonggo Task Force are community empowerment and improving the social conditions of the people affected by the Covid-19 pandemic.
- b. Value preferences that need to be considered in policy making. A policy that contains a variety of values will be much more difficult than a policy that only pursues one value. The Value The values held by the public policy of the procurement of the Jogo Tonggo Task Force are the values of mutual cooperation and togetherness. Both the local community and the supporting military apparatus are equal in nature and try to help each other
- c. Resources that support the policy. The performance of a policy will be determined by financial, material and other infrastructure resources. Resources in implementing this policy take various forms. The main human resources are the local community, local government, national government and also the Indonesian military. Meanwhile, the Central Java Provincial Government itself has budgeted 15 billion rupiah for funding the economic development of local communities.
- d. The capabilities of the people involved in policy making. This refers to the quality of human resources in Jogo Tonggo
- e. The surrounding environment. The performance of a policy will be influenced by the social, economic, political environment in which the policy is implemented.
- f. Strategies used to achieve goals. The strategy used to implement a policy will affect the performance of a policy. The strategy used can be a top-down approach or a bottom-up approach, authoritative or democratic

3.2 Jogo Tonggo Policy Implementation: Synergy between the Military and Local People

The implementation of the Jogo Tonggo Policy is carried out in 4 main areas, namely: the health sector, the economic sector, the social & security sector, and the entertainment sector.



Figure 3.1: Scope of Duties of the Jogo Tonggo Task Force

In the health sector, the efforts made in handling COVID-19 of which is stated in the Decree of the Governor of Central Java No. 360/4 of 2020 concerning Designation of Buildings/Buildings for quarantine or isolation. Both the community and the military carry out cooperation in building points in certain areas that can be used as quarantine or isolation places. This quarantine place is not only for patients who are positive for Covid, but this quarantine place is also for those who come from outside the area. Apart from that, citing from humas.polri.go.id the local community in collaboration with the police conducted a free rapid test for people in need [9]. Furthermore, in collaboration with the local community, military personnel (TNI/Polri) are actively carrying out health protocol campaigns. The military (especially the National Police) together with the local community provide in-depth education regarding the health protocols that need to be implemented to reduce the number of covid cases in Central Java [10].

In the economic field, there are several economic activities that help people affected by COVID-19. Quoting from www.kodam4.mil.id TNI together with the Indonesian Minister of Health provided social funding assistance to the heirs of Covid-19 health workers [11]. Furthermore, the Police and TNI also provide assistance to local communities in the form of providing free medical equipment [12].

In the social and security fields, the local community and the military cooperate in increasing the security surveillance of the people of Central Java. In this field, the military carries out security on land, water and air routes. Those who try to enter or leave the Central Java area will be monitored or even secured directly by the TNI or the police [13]. Local communities also play an important role in this monitoring process. Local people who are aware of migrants from outside Central Java are encouraged to inform about the individual.

[9] <https://humas.polri.go.id/2020/06/25/tahanan-polres-grobogan-ikuti-rapid-tes-hasilnya-nonreaktif/>

[10] <https://humas.polri.go.id/2020/06/21/polwan-polres-grobogan-berikan-edukasi-protokol-kesehatan-di-pusat-perbelanjaan/>

[11] <https://www.kodam4.mil.id/menteri-kesehatan-ri-beri-santunan-kepada-ahli-waris-tenaga-kesehatan-covid-19/>

[12]

[13] <https://humas.polri.go.id/2020/06/28/cegah-covid-19-dan-kecelakaan-satlantas-grobogan-tindak-tegas-truck-angkut-penumpang/>

Moreover, the military cooperates with local communities to build public kitchens. This public kitchen was built to help provide ready-to-eat food for people affected by COVID-19 [14]

Lastly, The task force in this field performs a task that is no less important, namely carrying out activities aimed at reducing citizen boredom, for example holding independent entertainment according to their respective local wisdom. For example, playing local art performances in their respective homes or traveling around so that residents do not crowd. Hold art competitions from their homes such as reading poetry, painting, and singing through social media and the judges will judge from home.

This is the Jogo Tonggo strategy carried out by the Central Java Provincial Government. Indeed, there are strengths that make this strategy successful, including the support of the TNI and Polri who are running according to their respective duties. Indeed, there are obstacles to this Jogo Tonggo strategy. The weakness is that there are still many people in Central Java who are in the poverty line so that not all of them have been touched by the planned programs.

Hampden-Turner in Irwanda states that synergy activities are actions that involve all activities, these activities will go hand in hand together so as to create something new [15]. Hampden-Turner asserts that synergy is the result of a dialogic relationship between different sources of knowledge, and is a process that accumulates various kinds of knowledge¹⁶. On the other hand, Najianti cited by Rahmawati et al. define synergy as combination of elements/parts that could produce better and larger outputs when built properly with the stakeholders in it. With the aim of building a society based on mutually beneficial cooperation and based on rational, open and democratic thoughts [17]. Furthermore, Rahmawati argues that synergy can be done in two ways; communication and coordination. Because, to generate synergy, it must first create a good communication and coordination. Synergy can only occur if there is coordination and communication between two actors/organization and realizing the common goal needs to be achieved. Synergy is defined as the activities of groups or individuals from different backgrounds to adjust performance in order to achieve goals. The *Jogo Tonggo* program is a clear proof of the existence of a synergy between the local community and the military apparatus. This synergy is based on the shared needs of the local community and the military. Local communities need encouragement and support from the military in the process of empowering themselves, while the military needs local communities as one of their main resources. The synergy of the two groups can create a sustainable program in the process of achieving goals to mitigate the impact of the COVID-19 disaster. The implementation of the Jogo Tonggo policy is based on continuous coordination and communication from various elements of society, one of which is the military. This form of synergy not only reduces the number of Covid-19 cases in Central Java but can further empower the people of Central Java in various aspects of their lives.

4. Conclusion

This writing provides an important overview of the implementation of the *Jogo Tonggo* program policy which is a form of synergy between local communities and the military in handling Covid-19. As a form of public policy, Jogo Tonggo was able to change the social rubric of the people of Central Java, especially in the

[14] <https://humas.polri.go.id/2020/06/25/tinjau-dapur-umum-bupati-dan-wakapolres-grobogan-bantu-memasak/>

[15] M. Irwanda Firmansyah. Agustus 2016. Studi Deskriptif Tentang Sinergitas Kewenangan Antara Bpjs Kesehatan dengan Organisasi Profesi dalam Penyediaan Layanan Kesehatan di Kota Surabaya. *Jurnal Universitas Airlangga* Vol 4 No 2 (146 – 156). <http://journal.unair.ac.id/KMP@studi-deskriptif-tentang-sinergitas-kewenangan-antara-bpjs-article-10910-media-138-category-8.html>.

¹⁶

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context of views on the military apparatus. Military officers are no longer merely enforcers of justice and security. Instead, the military apparatus is now seen more as a support and a driver for the development of the Central Java community.

The main obstacle in writing this is the lack of published data from outside the military institution itself. This certainly hampers the process of collecting data for analysis. In addition, the difficulty of obtaining access to clearer data regarding the implementation of the *Jogo Tonggo* policy makes it difficult for the author to draw conclusions to what extent the implementation of the *Jogo Tonggo* program policy has been successful.

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- [11] <https://humas.polri.go.id/2020/06/28/cegah-covid-19-dan-kecelakaan-satlantas-grobogan-tindak-tegas-truck-angkut-penumpang/>
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