

Civil-Military Collaborative Governance Model in Natural Disaster Management in National Defense Policy

Yanto S. Manurung¹, Syamsul Maarif², Tahan Samuel Lumban
Toruan³, Yoedhi Swastanto⁴

¹Ph.D. Candidate, Indonesia Defense University, Bogor, Indonesia,
yasman@doktoral.idu.ac.id

^{2,3,4}Professor at Indonesia Defense University, Bogor, Indonesia

Abstract

By understanding that disasters are everyone's business, disasters are not only a civil matter, but the involvement of the military is necessary. Civil-military collaboration has proven capable of speeding up disaster management so that the number of victims and damage can be minimized. MOOTW (Military Operations Other Than War) can be carried out in harmony with social, technological and knowledge changes in society and provide cooperative assistance in disaster management. The aim of this study is to conduct an analysis and elaborate on the importance of Collaborative Governance in strengthening defense policies in disaster management. Qualitative methods are used in this research. The interpretation of the data becomes the basis for the analysis that comes from a series of interviews and based on literature studies. Collection of previous reference journals, books, and news from internet sources, all of which are used as secondary data. Conclusion of this study, Collaborative Governance in efforts to deal with natural disasters has been relatively good. However, several obstacles were found and it is hoped that this can be used as evaluation material for the future.

Keywords : Military, Civil, Collaborative Governance.

Introduction

Indonesia's natural conditions not only have abundant wealth potential but also have the potential for disasters. Indonesia's natural condition with its islands, with its diverse population and culture, although on the other hand it is also rich in natural resources, creates a potential risk of variations in natural disasters that can occur. Not to mention being located with three world tectonic plates makes Indonesia one of the countries with the highest risk of natural disasters in the world (Syamsul Maarif, 2007). The confluence of these three active plates (Pacific oceanic plate, Indian-Australian oceanic plate, and Eurasian continental plate), geologically resulting

in a shift in the base of the earth which can lead to a high potential for tectonic earthquakes, landslides and even tsunamis. As well as causing Indonesia to have complex geological and geomorphological conditions.

Loss of resources, impacts on climate, program disruptions, political destabilization, and impacts on the informal sector are some examples of the impacts that disasters can have on a country's development initiatives (Nurjanah et al, 2012). The Indonesian National Army (TNI) is part of the general public which has been specially and specifically prepared and printed to carry out the tasks of struggle and defense of the state and nation from disturbances and threats from foreign nations, as well as maintaining national defense and security as a whole.

The TNI's main task is not only in war operations, but also in Military Operations Other Than War (MOOTW). This development occurred due to the evolution of threats to national defense and security in harmony with social, technological and knowledge changes in society. MOOTW regulated in Article 7 paragraph (2) letter b point 12 mandates that the TNI: "Helping to cope with the consequences of natural disasters, displacement and the provision of humanitarian assistance". This article is part of the TNI's MOOTW duties in Law no. 34 of 2004 concerning the Indonesian National Armed Forces (TNI Law). Article 20 paragraph (2), explains, the purpose of MOM is related to the interests of national defense and/or supporting national interests in accordance with statutory regulations.

The struggle which is based on the spirit of self-sacrifice, does not know surrender and endures suffering as well as courage has shaped the character of soldiers who have an identity as the People's Army, Combat Army, National Army and Professional Soldiers (Republic of Indonesia Law, Number 3 of 2002).

Disasters are not only a civil matter, but the involvement of the military is necessary. Civil-Military Collaboration has proven capable of accelerating disaster management so that the number of victims and damage can be minimized. By understanding that disaster is everyone's business, Law Number 24 of 2007 concerning Disaster Management is also expected to facilitate the involvement of civil society and the business world, as well as the government as the duty bearer, to be participate in activities in framework of Indonesia's disaster potential and risk subtraction.

Development of natural disaster events in the last 500 years recorded the momentum of the biggest event in Indonesia in 1883, namely the eruption of Mount Krakatau which caused a tsunami in Sri Lanka and devastated several areas on the islands of Java and Sumatra; the 416 tsunami that hit the island of Java, as well as the tsunami in Aceh in 2004. Currently Indonesia has the highest ranking of natural disaster

hazards so that it is called the country with the largest disaster laboratory, based on information from the BNPB database report (BNPB, 2022).

Natural disasters cause impacts and losses such as death (casualty), damage to buildings and public facilities, social, economic, and cultural losses, to paralysis of the government. Disaster management implementing agencies of government preventive action by the BNPB (National Disaster Management Agency) and the BPBD (Regional Disaster Management Agency) which is still being carried out, even though the process requires support from various sectors (Setiyawan, 2019). Various disaster management practices link military civilians who have different characteristics. This attachment arises based on practical needs such as fast, planned, organized, coordinated and integrated actions in the disaster management process.

Researchers have collected several articles and previous studies that discuss military and civilian cooperation in disaster supervision. Recently, disaster management in Indonesia requires the active participation of the TNI for effective, efficient and reliable systems and procedures (Setiyawan, 2019) in accordance with Minister of Defense Number 9 of 2011 concerning Fundamentals of Implementing Humanitarian Assistance Tasks. In fact, the practice in several countries of involvement and assistance of the military sector has shown a positive impact on the disaster management process (Fallucchi. F., Tarquini. M., 2016; Zawa, T.N. & Lim, 2017). This positive impact is also shown in the utilization of resource capabilities, involvement in the processes and institutional adjustments of the military sector in the disaster management process (Deva, 2006) and has a positive impact on public confidence in the military's functions (Henry, 2015).

Even though BNPB/BPBD is the leading sector in disaster affairs, disaster management is not solely their responsibility as a state civil institution. In practice, BNPB/BPBD requires assistance from various sectors, as stated by the Head of BNPB, that disaster management requires collaborative action between stakeholders (BNPB, 2019). The need for collaboration in disaster management which has implications for several institutional limitations, such as managerial capacity, coordination, integration and involvement of all stakeholders for one goal, namely better disaster management (Syamsul Maarif, 2014).

Based on the background description, and other phenomena and research on "Civil-Military Collaborative Governance in Disaster Management" still shows a research gap. This research will also elaborate on the importance of Collaborative Governance in strengthening defense policy in disaster management.

This research contains several sections. Part 2 contains a Literature Review which contains theory in research. Then Section 3, explains the method used in the study. Furthermore, Section 4, contains further analysis and discussion of the research. Finally, Section 5 concludes the overview of the research.

LITERATURE REVIEW

Civil-Military Relations Theory

Relations between military and civilian as a conceptual is something new (Grigorov, 2017), especially in the academic sphere, issues that discuss this are still relatively rare. Civil-military relations are interpreted by the attachment of goals based on the existence of common goals, regulations, and expectations aimed at the security and safety of the people within a country or nation. However, it cannot be denied that in its implementation, this relationship may involve military parties from other countries, in the form of cooperation between countries. Although some time ago, the shift in perspective of the military sector underwent a paradigmatic shift, towards a postmodern military (Moskos, 2010).

This was also caused by the end of the cold war period, where effective relationship needed to receive important attention and development, as stated below: "After the cold war era, the elevation of civil-military relations to a democratic nature, and relations between them must be effective and developed in an effort to harmonize the contributions of the military member and citizen organizations who carry out any activities within the area of operation and are directly involved with the population" (Grigorov, 2017).

The discussion on the concept of cooperation between civil and military was used for the first time in the United States (US), known as "Civil Affairs" (CA). Then NATO and the European Union changed the term of cooperation with the term "Civil-Military Cooperation" (CIMIC) which was adopted in 2014 as a new policy of NATO Ministers - 411/2 with concept definitions "Civil-Military Interaction" (CMI) (Grigorov, 2017), Meanwhile, according to other experts, CIMIC is a military term, which has various interpretations, but basically relating to military purposes involving civilians. The relationship between NATO commanders and civilian actors is defined by NATO as CIMIC, coordination and cooperation made useful to support, assist and accommodate a mission. Civilian actors belong national citizens as well as international, and non-governmental institutions and organizations (Metcalf, V., Haysom, S., & Gordon, 2012).

CMCoord or CIMIC are civil-military relations that used interchangeably in some study. This explanation particularly relates

to coordination in the civil-military humanitarian field or 'CMCoord' as discussed by Coordination of Humanitarian Affairs (OCHA) and Inter Agency Standing Committee (IASC). OCHA in its explanation stated that this humanitarian relationship between civilians and the military constitutes, " important interactions and dialogues in humanitarian emergencies between civilian and military actors which are indispensable for realizing common goals and in terms of protecting and demonstrating humanitarian principles, minimizing inconsistencies, and most importantly to avoid competition between civilian and military actors." (Metcalf, V., Haysom, S., & Gordon, 2012).

Non-Military Task in Civil-Military Relations

The role of the military sector in the practice of public administration has long been carried out. Especially after World War II, the military sector became one of the instruments of assistance from developed countries to third world countries. This is marked by the actions of developed countries to provide military assistance by sending the assistance of their military troops (Otenyo, E.E., & Lind, 2006). In addition, changes involving collaboration within the military sector arise from the need to reduce hostility from the environment in which operations are carried out, and are widely recognized under the name civil–military cooperation. In the explanation of the CIMIC Field Handbook, it is explained that the purpose of these changes is to "win the hearts and minds of the people" in the field of military operations, as well as create a favorable environment for completing the missions ordered (Grigorov, 2017).

The involvement of the military sector in disaster management was also conveyed by the European Union's "European Commission" in 2007 regarding civil-military cooperation which was guided by "The Oslo guidelines" and "Guidelines on the use for MCDA (Military and Civil Defense Assets)", especially in use of capacity, military and civil defense assets to support and assist in disaster management (Metcalf, V., Haysom, S., & Gordon, 2012).

Civil-Military relations also relates to humanitarian principles which are considered as part of non-military duties (Metcalf, V., Haysom, S., & Gordon, 2012):

1. Humanity

Procurement of various humanitarian assistance when needed, the provision of assistance while upholding individual dignity and respecting each other's rights

2. Impartiality

Procurement of assistance with priority given to cases of extreme urgency, directed solely on the basis of need, and most importantly without discrimination between recipients

3. Neutrality

Procurement aid without taking sides in controversies and engaging in ideological, or even religious hostilities

4. Independence

Procurement of humanitarian assistance is carried out independently of any military, political or other actor's goals..

The context collaboration and sustainability in the military sector in Indonesia was put forward by Sukadis (2007), who stated that the movement for change which ended the authoritarian and centralized government system of the Soeharto regime in 1998, immediately rolled out a number of better change agendas in various fields including changes in sector institutions. security, with the aim of improving governance in a direction that is transparent, accountable, and democratic (Sukadis, 2007). At least this is the basis for changes (adaptation measures) in the military sector in Indonesia. Whereas in other countries, such as America, changes or adaptive actions in the military sector have experienced a change in perspective that tends to be more towards postmodern military understanding. This is marked by a shift in the format of the military as a voluntary force with a mission that is closer to the format of civil society (Moskos, 2010).

RESEARCH METHOD

This study is an exploratory qualitative research that emphasizes the importance of Collaborative Governance in strengthening defense policies in disaster management with primary and secondary data collected. The research method used in this study is document-based qualitative research or in other terms, literature-based qualitative research (Bakry, 2016). This secondary data includes previous reference journals that have been collected by researchers, literature that has references related to research.

The qualitative research used in this study is a deductive qualitative research that looks at the relationship between the concept and research data. To explain a certain phenomenon, deductive research is structured based on a specific analytical framework. This study tries to combine the analysis of primary data and secondary data (Bakry, 2016). This research method considers the characteristics of the research, the factors studied, and possible data collection. While the model used is the postpositivism model. The positivism research

method cannot fully qualify as a qualitative research due to the influence of the positivist paradigm on the method, especially the theoretical treatment which is still deductive in nature (Bungin, 2020).

Researchers use the postpositivism model because when conducting research on the concept of disaster management in the context of cooperative governance, one must put theory at the beginning of the research. In addition, in-depth research and in-depth exploration are needed through literature searches and in-depth interviews with capable people to be able to answer the research questions posed. Types of data to be collected, including concepts, insights, or opinions of informants relevant to disaster management, data collection includes interviews, literature review, SGD, FGD, and RTD.

To ensure the quality of the data obtained, researchers compiled data triangulation so that the data obtained was more reliable. It is not enough just to find new sources of information and triangulation at the time of data collection, but the results of the research are formulated as a draft report and then triangulated using triangulation, or theoretical triangulation, data sources of time triangulation, so that research reports become more accountable.

The subjects of this research are leaders and employees in various ministries/agencies and local governments, experts/academicians and NGOs who are in charge of and have competence in disaster management. As for the Key Informant of the BNPB (National Disaster Management Agency), and the BPBD (Regional Disaster Management Agency). Data collection was carried out under natural conditions, primary data sources and more on participatory observation, in-depth interviews and documents. Forms of data collection carried out in this study were observation, interviews and documentation.

The analysis of this research wants to see the relationship of relevant keywords, namely Military, Civil, Collaborative Governance, and MOOTW. The analysis of this research wants to analyze actual and potential conditions in civil-military collaborative governance in natural disaster management, as well as analyze obstacles and challenges in civil-military collaborative governance in natural disaster management.

ANALYSIS AND DISCUSSIONS

In this section, researchers want to try to describe the concept of Collaborative Governance between Civilians and the Military and how

Collaborative Governance can be utilized in responding to natural disasters that occur.

Collaborative Governance

Researchers argue, Collaboration is a form of cooperation related to other parties to achieve a common vision. This is similar to the opinion of Kapucu, Arslan, & Demiroz (2010) which states that collaboration is a process of awareness from various parties who have limitations in seeing a problem and then try to explore these differences to find solutions. Simo & Bies (2019) also revealed the nature of collaboration is a collaboration carried out between organizations to achieve common goals that are difficult to achieve individually. From this definition, it can be interpreted that initially an organization is still independent, but in achieving its goals limitations arise that require other organizations.

Collaborative Governance is referred to as the process and structure of public policy-making and governance by involving the public, private sector, NGOs, from various existing institutions and levels to determine common goals that are difficult to formulate alone. While Quik, Wright, Rashid, & Thiruchelvam, (2015) explained that collaborative governance is a concept in government management as a process of facilitation and implementation by various institutions, both government, community, and NGOs which aim to solve common problems that cannot be solved by one government institutions only. Another paradigm regarding collaborative governance is put forward by Hartley, Sorensen, & Torfing (2019), which defines that collaboration means collaborating or working together with other parties, both individually, in groups, and in organizations.

Robertson and Choi (2010) define Collaborative Governance as a collective and egalitarian process in which each participant has substantial authority in decision-making and each stakeholder has an equal opportunity to reflect on their aspirations in the process. Balogh, et al (2012) said that Collaborative Governance is to achieve general goals that cannot be achieved if it is carried out by one party alone, involving actors from various levels, both at the level of government and or public institutions, and civil society with structures management in the management and formulation of decisions constructive public policy.

The researchers concludes, Collaborative Governance can also be interpreted as an activities in managing one or more public institutions involved in a formal collective decision-making process with non-public stakeholders, where the decision is consensual, and aims to implement manage programs or public policies that involve all asset of public. For most part, Collaborative Governance is described as at least an essential necessity or more an ideal as a very

desirable aspect of social, economic and political life. Collaborative Governance in dealing with natural disasters starts with a handling plan, with a commitment in the form of regulatory regulations that become material in steps. The concept of Collaborative Governance is an alternative step for handling natural disasters which is supposed to be capable to realize the acceleration and implementation in disaster management. Collaborative Governance is the involvement of various parties who have their own needs but can achieve common goals.

Collaborative Governance in Natural Disaster Management

In this section, researchers will explore and analyze Collaborative Governance when natural disasters occur in Indonesia.

Of the many natural disasters that have occurred in Indonesia, volcanoes are one of the natural disasters that often hit Indonesia. This is certainly not something surprising because Indonesia has 129 active volcanoes where 70 mountains are declared to be very threatening or dangerous to the surrounding community. Losses and victims after the Merapi eruption elicited a positive response from all stakeholders, namely the Government and all stakeholders including the military making an effort to build community resilience in dealing with disasters by intensifying community-based disaster risk reduction activities and collaboration of all sectors. This activity generally aims to reduce disaster risk independently by fostering a role in planning and implementing it through increasing community empowerment in strengthening social capital so that it can become the community's internal strength.

Collaborative Governance is implemented by Military and the Government with the help building groups and networks in managing the risk of Merapi eruption disasters. Groups or commonly referred to as a community will raise awareness of the residents of the impact provided by Merapi. It is hoped that this community will later create a new network that will have a positive influence so that new communities will emerge who are aware of the effect from the Merapi eruption. In addition, this network will also strengthen all stakeholders in dealing with future Merapi eruption disasters. Based on these interviews, that groups and networks are needed in Disaster Risk Reduction (DRR). On the one hand, it will expand the network of stakeholders and will also foster social capital. This social capital will later grow a new community aware of the Merapi eruption.

Mitigating the Merapi eruption disaster cannot be done alone, this is because it requires active cooperation between institutions and the Merapi volunteer community. So far, the actions taken by Merapi volunteers together with the government, military and other NGOs

are holding meetings initiated the Provincial Disaster Management Agency (BPBP). This action was taken so that the coordination carried out by all elements in dealing with the upcoming Merapi eruption would be more agile.

Apart from that, the government, military and other NGOs also developed a disaster information response which was built to inform the residents of Merapi activities, namely through HT and FM radio. For FM radio it is carried out by Pasag Merapi. Based on the results of interviews, according to the Merapi Pasag Community, they said that through this radio, BPPTKG official information in real time could be broadcast directly to the public, thus cutting the information bureaucracy. Lintas Merapi was tested when it erupted in 2006 and 2010. Based on interviews, communication and information are needed in disaster management. Communications such as radio and HT are very important in spreading activity from the status of Mount Merapi so that they exist. This communication tool can help local residents in evacuating or saving themselves from a future Merapi eruption. private sector in the process of financing or other support.

Furthermore, Collaborative Governance is implemented by the Government with the assistance of the Military in the Jakarta area, which experiences floods almost every year. One of the factors causing the flooding that occurred in the Bogor, Depok and Jakarta areas is the high intensity of rainfall which has an impact on the high water level at the Katulampa, Depok, and Manggarai floodgates which empty into the sea via the Ciliwung river which crosses Jakarta. The limited capacity of the sluice gates causes the water to overflow which then flows into Jakarta within 11 to 13 hours. Even in January 2013 floods inundated 31 sub-districts, 74 sub-districts and 337 RWs spread across five areas of Jakarta with a height of between 20 cm and 200 cm.

Jakarta's flood control does not only involve related agencies or volunteers, but also involves military troops. It cannot be denied that in the deployment of large-scale troops, the military is felt to be faster than civilians. Speed in providing assistance to disaster victims allows to reduce the number of victims who died. The Jakarta floods that occurred in 2013, 2014 and 2015 were inseparable from the civil-military role in handling them. The deployment of military troops was carried out after receiving a demand from Governor of Jakarta. In 2013, the Governor of Jakarta announce a flood exigency status by the establishment of the Emergency Response Command through Governor Decree number 25/2013. For 10 days (17-27 Jan 2013) enforced flood emergency response. The establishment of this line of command is useful for harmonizing and streamlining disaster management because it involves the military in the civilian sphere.

So that Jakarta's flood management can be resolved immediately and avoid misunderstandings between the two parties. Military strength

during the disaster emergency period is not the main force but is an auxiliary force, during the emergency response period the number of personnel deployed is very dependent on the Jakarta Government's request. In implementing the disaster emergency, the Jakarta government gave a mandate to BPBD. The Emergency Response Command is held by the Regional Secretary (Sekda) as commander of the emergency response command and Kasdam Jaya as deputy commando. This arrangement shows that good coordination is expected to be realized with a complementary composition of high-ranking officials. The division of tasks is carried out in accordance with the capabilities and capacities of both civilians and the military. The military involved in this emergency response are members of the Disaster Management Rapid Reaction Force Task Force (Satgas PRC PB) commanded by Kodam Jaya.

In 2014, The deployment of military personnel was based on needs at 23 priority flood control points. The need for personnel which consists of 92 members to carry out several tasks. Various of the TNI's duties at that time were controlling the entry and exit of goods, accommodating complaints/community needs, coordinating the sub-district head/sub-district head, and being responsible for command post activities. A total of 18 companies of TNI AD personnel assisted in handling the floods, all of whom came from the Jayakarta Regional Military Command. To assist the evacuation facilities, 18 trucks, 15 rubber boats were deployed. Personnel who are members of the Disaster Management Rapid Response Task Force (PRC PB Task Force) are deployed to 22 flood posts, namely 5 in North Jakarta, 3 in South Jakarta, 5 in Jakarta East, 7 posts in West Jakarta, and 2 in Central Jakarta.

The running of Collaborative Governance between the Government with the help of the Military also occurred in Badung Regency, Bali. The Kodim 1611/Badung unit is one of the Military territorial units which are under the organizational structure of the Korem 163/Wirasatya unit and the Kodam IX/Udayana unit. The Badung Regency area of Bali Province is very strategic when viewed from various aspects of life, such as in the economic and defense and security aspects. In the economic aspect, the Badung Regency area is the economic center, Business Center and Trade Center in the Province of Bali. In this area there are tourism centers, foreign/foreign and domestic tourists, and become a barometer of the tourism economy in the Province of Bali. In the aspect of defense and security, the Badung Regency area is very strategic to serve as a defense area because it is close to a neighboring country, namely Australia, so it is necessary to plan a defense area that will support regional development.

Collaborative activities carried out between the Kodim 1611/Badung and the Badung Regency BPBD in disaster mitigation and various efforts to prevent and detect natural disasters are raising public awareness to dispose of garbage in its place, repair gutters, prohibit constructing buildings on riverbanks, plant trees in hilly areas areas that are deforested, as well as tightening building permits in protected forest areas and other green areas. In addition, training is also held every year between TNI, Polri and BPBD personnel involving tagana, orari, PMI, and disaster organizations/NGOs on the tsunami early warning system which is carried out in the Kuta Beach area, Sanur Beach, Pandawa Beach, as well as various beaches. in the Nusa Dua area. This was done to anticipate earthquakes and tsunami waves that could occur in the southern coastal area of Badung Regency, which attracts many tourists, both foreign and domestic tourists.

During the emergency response stage/when a natural disaster occurs, an effective synergy has been established between the ranks of the Kodim 1611/Badung and Badung Regency government officials, especially the Badung Regency BPBD. Local scale disasters often occur, such as floods, landslides, fallen trees, tornadoes, land fires, and earthquakes with a scale below 5 on the Richter scale. In the emergency response, the priority is to evacuate victims and save human lives affected by floods, landslides and land fires. Coordination meetings are always held during the emergency response period to identify disaster victims, amount of material losses and meet the needs of refugees. Apart from that, collaboration is always shown by officials at lower levels, such as the Babinsa and the Village Head (Perbekel) every time a natural disaster occurs. Babinsa and Perbekel always arrive at to the scene faster and always take the first action at to the scene when a flood, landslide, fire, tornado, or tree falls occurs. Babinsa together with Perbekel are always fast, precise and responsive in evacuating victims, bringing victims to hospitals, and helping disaster victims to temporary shelters. Babinsa and bekel are also assisted in evacuating victims by disaster organizations/NGOs, and youth organizations.

Obstacles and Challenges Faced

Based on a series of Collaborative Governance events between the Government and the Military assistance that have been carried out, researchers found several obstacles in the course of Collaborative Governance. Researchers try to describe some of the obstacles which are also based on data collected by researchers from interviews and literature reviews, the obstacles that occur in the regional scope, among others,

-

Regional Military Units still experience limited budgets and infrastructure in natural disaster management, thereby affecting performance in implementing natural disaster management operations to assist regional governments. The budget allocation from the Kodam and Korem was minimal and was used up for routine daily needs. The infrastructure, equipment, almatasus, and heavy equipment needed to help evacuate disaster victims during an emergency response, for example landslides or floods.

- BPBD quality is still weak.

The BPBD organization is a government apparatus that is under the organizational structure of the Regional Government, where not all of the personnel are educated, trained, and competent in the field of disaster, thus affecting BPBD performance in every implementation of disaster tasks. The personnel assigned to the BPBD are still considered expendable personnel. It's rare for people who are assigned to BPBD sincerely because of a humanitarian calling, so many want to move to other services that are more prospective for their careers.

- The nature of sectoral ego between agencies.

There are still sectoral egos, institutional egos, and organizational egos in natural disaster management, where it is not uncommon for someone to want to appear in front and want to be highlighted by the media as the institution/organization that has contributed the most to the evacuation of victims of natural disasters. Every agency still wants to appear in front of each other and compete with each other to be highlighted by the media as the party that has the most merit in helping disaster victims in order to get praise, achievements or certain prizes.

- There is no clear MoU between the Military Unit and the Regional Government regarding natural disaster management.

So far, there has not been any kind of MoU between the Military Unit and the Regional Government which regulates who will do what, when, and how to do it. The MoU is very important so that there is no overlapping or overlapping between agencies in the natural disaster stages, both the pre-disaster, emergency response and post-disaster stages. The legal form of an MoU is very important for regulating the authority and limits for action between Military Units and Regional Governments in disaster management, including the process of using government-owned heavy equipment by the Military and the process of channeling regional budgets to military units in natural disaster management operations.

- Public awareness is still low.

Public awareness of natural disasters is very important to support natural disaster management operations. Public awareness in most disaster-prone areas is still quite low, as evidenced by the behavior of people who throw garbage in rivers/distrails, build buildings on riverbanks, cut trees in protected forests, build buildings without permits in hilly areas, or lack of concern for the environment. The behavior of people who do not care about the surrounding environment should be think for management operations.

CONCLUSION

Disaster in the perspective of national resilience shows that this threat must be faced with all the existing national potential. Recent developments related to civil-military relations lead to expectations that there will be a change in the position and status of the military in society, namely a change from a military that is dependent to one that is professional and multifunctional.

Of course, Collaborative Governance in efforts to deal with natural disasters has been relatively good, at the stages pre, during, and post disaster. Communication technical activities, coordination and collaboration between Military Units and Government Officials are always maintained, maintained, and improved to detect potential disasters, disaster mitigation efforts, carry out evacuation of victims during emergency response, and post-disaster rehabilitation and reconstruction activities. Although, there are still some obstacles in Collaborative Governance which researchers hope can be used as evaluation material for the future.

Finally, disaster management efforts, such as during the pre-disaster stages, during the disaster, and post-disaster, must be carried out by various parties, involving the government, the community, civil society forces, and the business community. Synergy in natural disaster management must be continuously improved so as to be able to reduce disaster risk, detect when a disaster occurs, as well as carry out disaster mitigation efforts as early as possible. Without synergy between various related parties, natural disaster management will not run optimally.

Bibliography

- Bakry, U. S. (2016). Metode Penelitian Hubungan Internasional. Yogyakarta: Pustaka Pelajar.
- Balogh, S., Emerson, K., Tina, N. (2012) "Integrative Framework for Collaborative Governance", Journal of Administration Reasearch and Theory, Vol. 22 no. 1, hal. 1-29.

- Bungin, B. (2020). Post-Qualitative Social Research Methods: Kuantitatif-Kualitatif-Mixed Methods: Positivism-Postpositivism-Phenomenology-Postmodern: Filsafat, Paradigma, Teori, Metode dan Laporan. Kencana Predana Media Group.
- Choi, T. & Peter, J. R. (2013). Deliberation and Decision in Collaborative Governance: A Simulation of Approaches To Mitigate Power Imbalance. *Journal Public Administration Research and Theory*. JPART 24: 495-518.
- Deva, S. (2006). Western Conceptualization of Administrative Development: A Critique and Alternative. In E.E. Otenyo, & N.S. Lind, *Comparative Public Administration: The Essential Readings*. The Boulevard, Langford Lane, Kidlington:JAI Press-Elsevier.
- Dudwick, N., et al. (2006). *Analyzing Social Capital In Context, A Guide to Using Qualitative Methods and Data*. World Bank Institute, Washington.
- Fallucchi. F., Tarquini. M. (2016). Supporting Humanitarian Logistics with Intelligent Applications for Disaster Manag. *INTELLI*, 51–56.
- Grigorov, G. (2017). Emergence and development of civil-military cooperation. In *International Conference Knowledge-Based Organization* (Vol. 23, No. 1, pp. 119-123).
- Hartley, J., Sorensen, E., & Torfing, J. (2019). Collaborative Innovation : A Viable Alternative to Market Competition and Organizational Entrepreneurship. *Public Administration Review*, 73(6), 821–830.
- Henry, N. (2015). *Public administration and public affairs*. Routledge.
- Kapucu, N., Arslan, T., & Demiroz, F. (2010). Collaborative emergency management and national emergency management network. *Disaster Prevention and Management*, 19(4), 452–468.
- Metcalfe, V., Haysom, S., & Gordon, S. (2012). Trends and challenges in humanitarian civil-military coordination : A review of literatur. London: Humanitarian Policy Group, Overseas Development Institute.
- Moskos, C. C. (2010). Menuju Militer Postmodern: Amerika Serikat sebagai Paradigma. Dalam S. Maarif, *Militer Pasca Perang Dingin:Militer Posmo (seri Kajian Sosiologi Militer (S. Maarif)*. Prenada Media Group.
- Nurjanah, R., Sugiharto, Dede, K., Siswanto B.P., Adikoesoemo. (2011). *Manajemen Bencana*, Bandung, Alfabeta.
- Otenyo, E.E., & Lind, N. . (2006). *Administration Development and Development Administration*. The Boulevard, Langford Lane, Kidlington : JAI Press-Elsevier, 221–230.
- Quik, W. H., Wright, N., Rashid, A., & Thiruchelvam, S. (2015). Influential Factors of Collaborative Networks in Manufacturing : Validation of a Conceptual Model. *Interdisciplinary Journal of Informationa, Knowledge, and Management*, 10, 1–19.
- Setiyawan, R. (2019). Implementasi Peran TNI dalam Mitigasi Bencana Guna Mendukung Terwujudnya Kewaspadaan Nasional Diambil kembali dari TNI AD; <http://tniad.mil.id/2019/01/implementasi-peran-tni-dalam-mitigasi-bencana-guna-mendukung-terwujudnya-kewaspadaannasional/>
- Simo, G., & Bies, A. L. (2019). *The Role of Nonprofits in Disaster Response : An Expanded Model of Cross-Sector Collaboration* Published by : Wiley

on behalf of the American Society for Public Administration Linked references are available on JSTOR for this article: The Role of Nonprofit. *Public Administration Review*, 67, 125–142.

- Sukadis, B. (2007). *Almanak Reformasi Sektor Keamanan di Indonesia*. LESPERSSI & DCAI.
- Syamsul Maarif. (2007). *Pencerahan penanganan bencana alam dilingkungan TNI*.
- Syamsul Maarif. (2014). *Rencana Nasional Penanggulangan Bencana 2015-2019*. BNPB.
- Syamsul Maarif. (2022). *Penyelenggaraan Penanggulangan Bencana Tahap Tanggap Darurat. Pengantar Multi Ancaman Dan Manajemen Bencana*.
- Zawa, T.N., & Lim, S. (2017). The military role in disaster management and respon during 2015 Myanmar foods: A social network approach. *International Journal of Disaster Risk Reduction*, 1–21.
- BNPB. (2022). *Database Badan Nasional Penanganan Bencana*, Jakarta
- Undang-Undang RI Nomor 3 Tahun 2002 tentang Pertahanan Negara.
- Undang-Undang RI Nomor 34 Tahun 2004 tentang Tentara Nasional Indonesia.
- Undang-Undang RI Nomor 24 Tahun 2007 tentang Penanggulangan Bencana
- Permenhan Nomor 9 Tahun 2011 tentang Pokok-Pokok Penyelenggaraan Tugas Bantuan Kemanusiaan.