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An Evaluation of the Operation Aman Nusa II Program in Dealing with Covid-19 by the Indonesian National Police

Yade Setiawan Ujung¹, Muradi², Asep Sumaryana³, Dedi Sukarno⁴

Abstract

This article discusses the evaluation of the Operation Aman Nusa II program, a police policy to deal with Covid-19. Researchers used the Context, Input, Process, and Product (CIPP) evaluation model Stuffleheam (2003) developed to understand the program evaluation. Meanwhile, the research method in this article is a qualitative approach with the locus of study at the Bandung Police Station, assisted by data collection techniques in the form of interviews, observations, and literature studies. The field findings of this program evaluation show that Operation Aman Nusa II-Handling Covid-19 carried out by the Bandung Police is effective. This can be seen from the increased community compliance with health protocols (prokes) and the acceleration of vaccinations. These two things (prokes and vaccinations) are the key to handling Covid-19, especially in flattening the Covid-19 pandemic curve in Bandung City. Researchers also found several implementations of the Operation Aman Nusa II program by United Nations Police (Unpol) recommendations related to handling the Covid-19 pandemic. Several problems need to be strengthened to optimize Operation Aman Nusa II; namely, 1) the problem of how to act rehabilitation and health that needs adjustment; 2) problems of Apparatus Resources (SDA) related to the complexity of police duties and the physical and mental health of members; 3) lack of budget support; and 4) cross-sectoral coordination issues. These four problems are essential recommendations for other researchers to deepen further studies.

Keywords: Covid-19, Policy Evaluation, Police, Operation Aman Nusa II

Introduction

The Corona Virus Disease 2019 or Covid-19 pandemic, caused by Severe Acute Respiratory Syndrome Coronavirus 2 (SARS-CoV-2), hit the world in late 2019 (Feder et al., 2022). The pandemic's impact on the health sector could be felt from the speed of the virus infection rate and its rapid lethality. In addition to the direct impact on the health sector, the Covid-19 pandemic has impacted various other sectors, such as economic, social, cultural, and political. Many countries are plunged into crisis due to the domino effect and widespread in all aspects of people's lives because of the emergence of the Covid-19 pandemic along with political, economic, and social fragility because of the 2008 financial crisis that hit many countries and regions (Collins et al., 2020). It is because each country has a varied Covid-19 handling system - highly dependent on the health system, government system, country leaders, public health paradigm, as well as the country's financial capability. (Popovic, 2020)

Since March 2020 (when the Indonesian government announced the first case), the Covid-19

¹ Department of Public Administration, Universitas Padjadjaran, Indonesia, Email: yade20001@mail.unpad.ac.id

² Department of Government, Universitas Padjadjaran, Indonesia, Email: muradi@unpad.ac.id

³ Department of Public Administration, Universitas Padjadjaran, Indonesia, Email: asep.sumaryana@unpad.ac.id

⁴ Department of Public Administration, Universitas Padjadjaran, Indonesia, Email: dedisukarno@gmail.com

spread curve has never been at 0. Even in June-August 2021, there was a very high spike (Rasjid et al., 2021). The government has initiated various policies and programs to overcome the spread of Covid-19, which intensively started after the establishment of the Task Force for the Acceleration of Covid-19 Handling (Covid-19 Task Force) under the coordination of the Covid-19 Handling and Economic Recovery Policy Committee through Presidential Decree Number 7 of 2020 - previously named the Covid-19 Handling Task Force (Agustino, 2020; Almuttaqi, 2020; Djalante et al., 2020)

Since the pandemic broke out, the Indonesian National Police (Polri) has fully supported the government in managing Covid-19. The Chief of the Republic of Indonesia Police (Kapolri) issued Edict Number Mak/2/III/2020 concerning Compliance with Government Policies in Handling the Spread of Covid-19, followed by the Chief of Police Telegram Letter (ST) No. ST/1009/III/OPS.2./2020 dated March 18, 2020, concerning the implementation of the Covid-19 Contingency Centralized Operation Aman Nusa II and the Chief of Police Telegram Letter Number: STR/125/III/OPS.2./2020 dated March 18, 2020, concerning Directive for the implementation of the Centralized Police Operation "Aman Nusa II- Covid 19 Handling in 2020".

In general, a police operation represents a series of police actions and operations that include the activities implemented by different parts of the police organization to achieve set goals in a particular state territory or part of it, all in cooperation with police from different regions(Milojeviÿ & Jankoviÿ, 2014). The Covid-19 mitigation policy issued by the police in Indonesia is regulated based on the centralized system of policing (Djamin, 2011). In this system, the leadership of each element has tiered accountability. This system is in line with the institutional characteristics according to Mintzberg (1979), where the Headquarters of the Indonesian National Police acts as a strategic apex (Janković, 2021) operating core, namely the primary executor of the police policy tasks, which is the organizer of management functions and organic functions.

Police operations vary, depending on the security circumstances in which these operations are carried out. Concerning the state of security, police operations are divided into peace operations, war operations, and emergency operations (Janković, 2021). In this case, police operations dealing with the Covid-19 pandemic fall into the type of operation in an emergency (Ibid, 2021). The Covid-19 pandemic is an international emergency; therefore, general guidelines for handling the Covid-19 pandemic are needed for the police in each country (Laufs et al., 2020). Within the international scope, the general policy guidelines for managing the Covid-19 pandemic are contained in Police Planning During a Covid-19 Pandemic (2020) issued by the International United Nations Police or Unpol (Nielson et al., 2022). The document lists 20 recommendations or general direction instructions, which are also agreed upon and intended for police agencies in all countries dealing with the pandemic.

Several questions arise from the phenomenon of the Covid-19 pandemic in Indonesia, especially in the city of Bandung, which attracted the researchers' attention, is Operation Aman Nusa II being implemented by the Bandung Police as the operating core effective and in line with Police Planning During a Covid-19 Pandemic recommended by Unpol? Are there any problems in the implementation of Operation Aman Nusa II? To answer these questions, the author utilizes the components of the CIPP evaluation model from Kellaghan & Stufflebeam (2003), which will show that the success of a program is influenced by one or a combination of the dimensions of context, input, process, and product.

In this paper, the Bandung City Police was selected as a locus of research because it is a vital city supporting the capital city of Jakarta and is the capital of the province with the most populous population in Indonesia, 2.5 million people (bandungkota.bps, 2020). Bandung Police conducted Operation Aman Nusa, II-Handling Covid-19 since March 19, 2020, simultaneously to reduce the number of confirmed Covid-19. In the second week of December 2020, Bandung City was at the red zone vigilance level (high risk), with the reproduction rate of Covid-19 spread cases still at 0.79 (threshold limit 1) with a score of 1.65, which is the assessment weight of 15 indicators that refer to WHO public health indicators. During the implementation of Large-Scale Social Restrictions (PSBB), from January 11 to 31, 2021, the number of confirmed Covid-19 cases exceeded 1,181.

Table 1: Operation of Aman Nusa II in Bandung City.

Ops Aman Nusa II	Date	Regulation
Phase I	19 March – 17 April, 2020	STR/153/IV/OPS.2. / 2020
Phase II	18 April – 30 May, 2020	STR/371/IV/OPS.2. / 2020
Phase III	1 June – 30 June, 2020	STR/215/V/OPS.2. / 2020
Phase IV	1 July – 31 August, 2020	STR/257/VII/OPS.2. / 2020
Phase V	1 Sept – 31 Oct, 2020	STR/331/VIII/OPS.2. / 2020
Phase VI	1 Nov – 31 Dec 2020	STR/404/X/OPS.2. / 2020
Extended	3 July – 2 August, 2021	

Source: The Authors (2022).

The Conceptual Framework

Policy Evaluation and the CIPP Evaluation Model

From the Public Administration perspective, policy evaluation is a procedure from the public policy process cycle to develop mechanisms, as well as specific models, as a need to be accountable and control the public policy process (Muhidin, 2017). This is also conveyed by Stewart et al. (2012), which provides an understanding of policy evaluation as an effort to assess the consequences of policies as indicated by their impacts and assess the success or failure of a policy based on the criteria and standards made. Meanwhile (Dunn, 2016) defines evaluation as appraisal, rating, and assessment regarding the value of producing valid and reliable information about policy outcomes or policy performance. Therefore, according to him, there are three functions of policy evaluation, namely: (i) to provide valid and reliable information about policy performance or, in other words, the policy function of providing data and information as well as recommendations for decision-makers to decide whether to continue, improve, or stop a policy implementation; (ii) to contribute to the clarification and critique of the values underlying the selection of goals and targets; and (iii) to contribute to the application of other methods of policy analysis, including for problem formulation and policy recommendations. Evaluation scholars (Rossi, 2019) said that evaluation as:

"... is the use of social research methods to systematically investigate the effectiveness of social intervention programs. It draws on the techniques and concepts of social science disciplines and is intended to be useful for improving programs and informing social action aimed at ameliorating social problems."

Therefore, an evaluation can develop or use different conceptual and methodological approaches according to the needs or objectives of the evaluation. However, evaluation methods require: (i) needs assessment as the need for the service, (ii) assessment of program

theory as the conceptualization and design of the program, (iii) process evaluation or program monitoring (assessment of program process) as the implementation of the program through program process assessment, (iv) impact assessment as the assessment of program outcomes, and (v) program efficiency through efficiency assessment (Rossi, 2019).

The research departs from the theoretical review and preliminary research on evaluating the Operation Aman Nusa II policy in handling Covid-19 implemented by the Bandung Police. The author uses the Context Input Process Product (CIPP) evaluation model developed by Kellaghan & Stufflebeam (2003). This model provides a rational evaluation analysis through the components of context evaluation, input evaluation, process evaluation, and product evaluation. Definitively, the CIPP evaluation model Stufflebeam & Coryn (2014) is as follows:

"... the process of delineating, obtaining, providing, and applying descriptive and judgmental information about the merit and worth of some object's goals, design, implementation, and outcomes to guide improvement decisions, provide accountability reports, inform institutionalization/dissemination decisions, and improve understanding of the involved phenomena."

Evaluation of context is also referred to as needs evaluation, which aims to answer the fundamental question of "what needs to be done" (Stufflebeam & Coryn, 2014a). In the context evaluation, evaluators assess needs, problems, assets, and opportunities, plus relevant contextual conditions and dynamics. Decision-makers use context evaluation to define objectives and set priorities and to ensure program objectives are targeted to address needs and problems that are judged to be significant. Context evaluation assesses whether appropriate objectives and outcomes guide the program to respond to the program's targeted needs, problems, and objectives (Stufflebeam & Coryn, 2014b).

Evaluation of inputs is an evaluation process to answer the fundamental question of "how should it be done" (Stufflebeam & Coryn, 2014a). In input evaluation, evaluators assist program planning by identifying and assessing alternative approaches. It then assesses procedural plans, human resource provision, and budgets for feasibility and potential cost-effectiveness in meeting targeted needs and achieving objectives. Input evaluation is used to identify and select among competing plans, write funding proposals, allocate resources, assign personnel, schedule work, and finally help others assess work plans and budgets (Stufflebeam & Coryn, 2014b).

Evaluation of the process is a stage with a focus on answering the basic questions "are we doing it as planned" or "is it being done" (Stufflebeam & Coryn, 2014b). In a process evaluation, the evaluator monitors, documents, assesses, and reports on the implementation of the program plan. The evaluator provides feedback during program implementation and then reports on the extent to which the program is being carried out as intended and required. The report records the operation's progress, identifies implementation issues, and adjusts plans and performance to ensure program quality and timely service delivery. At the end of the operation, process evaluation documentation is used to assess how well the operation was implemented. The documentation can also be used to assess whether the outcomes that may be lacking from a program are due to weak intervention strategies or inadequate implementation of strategies (Stufflebeam & Coryn, 2014b).

The product evaluation answers the critical question, "is it succeeding?" Did the operation achieve its objectives? Did the operation successfully address the targeted needs and problems? What are the side effects of the operation? Are there negative as well as positive outcomes? Are the achievements of the operation worth the cost? In a product evaluation, the evaluator identifies and assesses costs and outcomes, both intended and unintended, short-term and

long-term. Product evaluation also provides feedback during program implementation on the extent to which program objectives have been achieved. At the end of the program, product evaluation helps to identify and assess the various achievements of the program. In addition, product evaluation can also be used to assess whether the program's achievements were significant and worth the cost (Stufflebeam & Coryn, 2014b).

The CIPP evaluation model is relevant to be used to evaluate the Bandung Police's Covid-19 handling policy because: (i) the CIPP model is flexible so that it can be easily applied in various types of evaluations or various scientific fields and can also be carried out as formative or summative evaluations; (ii) the four evaluation components can be applied as a whole or separately according to the needs of the evaluation (Stufflebeam, 2003); (iii) it is easy to apply the CIPP model in evaluation because it has clear steps. Based on the CIPP evaluation model, the author evaluated the National Police's Covid-19 mitigation program with restrictions: (i) Operation Aman Nusa II conducted by Bandung Police and (ii) field research on implementing Operation Aman Nusa II for 19 months, from May 2020 to December 2021.

Guidelines for Law Enforcement Covid-19 Pandemic Protecting Police and Communities

Police Planning During a Covid-19 Pandemic is a document issued by the United Nations Police (Unpol) in 2020. This document lists 20 general policy recommendations or guidelines intended for police agencies around the world in dealing with the Covid-19 pandemic.

The recommendations are as follows (United Nations Department of Peace Operations (2020). Police Planning During a Covid Pandemic., n.d.):

- 1) Start by gaining a thorough understanding of the threat.
- 2) Look for outside resources and promising approaches in other departments.
- 3) Set realistic expectations of the police role in a COVID-19 pandemic scenario.
- 4) Use existing plans and incorporate only the new components needed during a COVID-19 pandemic.
- 5) Regularly update the plan.
- 6) Exercise the plan.
- 7) Reach out to subject matter experts for help in the process.
- 8) Build on existing relationships.
- 9) Identify relevant public health laws and authorities.
- 10) Include other local criminal justice entities in the planning efforts.
- 11) Ensure that responses to the pandemic are proportionate, necessary and non-discriminatory.
- 12) Develop a public communication strategy in advance.
- 13) Be strategic in determining how staffing losses may impact the functioning of the department.
- 14) Identify the essential skills needed to maintain critical functions and cross-train personnel to provide backup.
- 15) Plan for sustaining police and other law enforcement operations with minimum staffing over the long term.
- 16) Build on processes that are already internalized within the agency.
- 17) Begin agency education efforts as soon as possible.
- 18) Communicate regularly throughout the planning process (both internally and externally).
- 19) Communicate regularly throughout the planning process (both internally and externally).
- 20) The review leaves policies that may encourage staff to report to work when sick or exposed.

Method

This article is qualitative research to assess the implementation of the Operation Aman Nusa II policy program by the Bandung Police. The qualitative approach with the descriptive-analytical method is used to reveal and understand in-depth, authentic, and fundamental phenomena observed by the author. This article uses interview techniques, observation, and literature studies to obtain data which is then analyzed qualitatively. Interviews were structured referring to interview guidelines and were open-ended with resource persons at the Bandung Police Station involved in implementing Operation Aman Nusa II. Observations were conducted by observing the implementation of Operation Aman Nusa II in the field. The literature study was used to compare the process and results of the implementation of Operation Aman Nusa II and to provide a context for implementing operations in a pandemic health crisis management situation. The data were analyzed qualitatively with the stages of analysis: data reduction - combining, directing, selecting and grouping - and data presentation carried out descriptively, narratively, and systematically (Creswell, 2009).

Result

Indonesian National Police Engagement in Dealing with the Covid-19 Pandemic

The involvement of the National Police in responding to the Covid-19 pandemic is in line with the duties and functions of the National Police as stipulated in Law Number 2 of 2002 concerning the National Police (National Police Law), Pasal 2, which states that "the function of the police is the function of state government in the field of maintaining security and public order, law enforcement, protection, protection, and service to the community." Thus, the police play a dual role as law enforcers and social workers, which requires the police to stand on the rule of law and perform social duties that consider society's norms. Police institutions can be entrusted with managing the Covid-19 pandemic as they have readiness and alertness, control mechanisms, and command systems that facilitate the mobilization of personnel in various regions. This is evident from the vast working area of the Bandung Police Station, which spreads across 151 sub-districts and reaches down to the minor community units. By the Contingency Plan, "Aman Nusa II-2020" Number R/Renkon/ 2/I/OPS.2./2020 dated January 1, 2020, regarding the 2020 Disaster Contingency and the National Police Chief Telegram Letter Number STR/125/III/OPS.2./2020 dated March 18, 2020, regarding the Directive for the implementation of the Centralized Police Operation "Aman Nusa II- Covid-19 Handling in 2020"; Bandung Police Station conducted Operation Aman Nusa II starting on March 19, 2020. Bandung Police Station executed all stages of Operation Aman Nusa II by the directives from the National Police Headquarters through the West Java Regional Police. Throughout 2020, 6 sets of Operation Aman Nusa II (Phase I to Phase VI) were implemented.

In the implementation of Operation Aman Nusa II, Bandung Police formed six Task Forces (Satgas). The Task Force of Operation Aman Nusa II functions as the function units and function organizers in the organizational structure of the Bandung Police Station (see Chart 1). As the Head of Police Operations (Kaospres), the Chief of Police of Bandung Police oversees the Contingency Operation Aman Nusa II and the Head of the Sabhara Unit of Bandung Police carries out the daily responsibility. The Detection Task Force is the Security Intelligence Unit (Sat-Intelkam), the Prevention Task Force of the Bhayangkara Samapta Unit (Sat-Sabhara), the Handling Task Force from Health Affairs (Ur-kes), the Recovery / Rehabilitation

Task Force from the Resource Section (Bag-Sumda), the Law Enforcement Task Force from the Criminal Investigation Unit (Sat-Reskrim), and the Operations Assistance Task Force from the Professional and Security Section (Si-Propam). In the structure of Operation Aman Nusa II, the evaluator is the Head of Operations (Kabag Ops), who is the Head of Operations Planning and Control of the Resort Police (Karendalopsres).

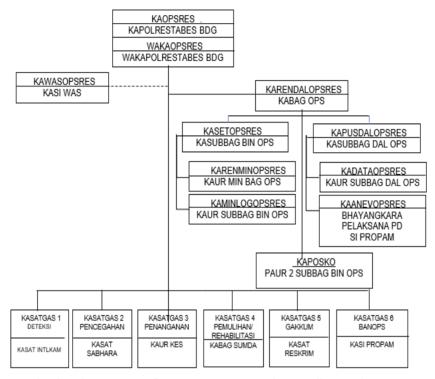


Chart 1: Organizational Structure of Aman Nusa II Bandung Police Station. **Source:** Bandung Police Station (2021).

Operation Aman Nusa II by Bandung Police was conducted through four steps - in police terms called "Ways of Acting (CB)". First, the preemptive way of acting, consisting of (i) mapping areas prone to the spread of the Covid-19 virus; (ii) Appealing to the public to limit themselves from social interaction activities (social distancing), stay away from all forms of gatherings, maintain distance between people, avoid various meetings that involve many people/masses; (iii) Appealing to the public to make a healthy livelihood.

Second, preventive measures, including (i) conducting patrols in areas prone to the spread of the Covid-19 virus and conducting surveillance activities using body heat measuring devices; (ii) providing sterilization by spraying disinfectants in crowded locations, economies, offices and places of worship and other places; (iii) providing security in locations prone to crime.

Third, law enforcement actions include: (i) acting against perpetrators of crime, looting, robbery, theft and so on; (ii) acting against hoarders of foodstuffs and medical devices.

Fourth, rehabilitation and health actions, such as: (i) aiding and counselling families of Covid-19 virus suspects; (ii) preparing isolation rooms for Covid-19 patients; (iii) preparing health infrastructure and health personnel to cope with Covid-19.

Evaluation of Main Tasks, Objectives, and Targets of Operations

R/Renops/III/OPS.1.1/2020, it is stated that the main task of the Bandung Police Station and its ranks is to work together with BPBD, TNI, Local Government and other related agencies incorporated in the Task Force for the Acceleration of Handling Covid-19 in Bandung City to carry out Centralized Police Operations. The operation codenamed "Aman Nusa II-Handling Covid-19 in 2020" was conducted for 30 (thirty) days Starting Date (TMT) March 19, 2020, throughout the jurisdiction of the Bandung Police Station by prioritizing prevention, mitigation and law enforcement activities. Bandung Police conducted Operation Aman Nusa II Phase 1 to Phase 6 at the end of 2020 and continued again in 2021⁵.

The Operation Plan details the objectives of Operation Aman Nusa II conducted by the Bandung Police Station, including (a) to provide personnel and equipment assistance to the Health Office in the context of overcoming the spread of the corona virus in the Bandung City area; (b) together with BPBD, TNI, Local Government and other related agencies that are members of the Covid-19 Handling Acceleration Task Force to form a task force consisting of several clusters in order to rescue victims/patients; (c) as an acceleration action in the context of handling Covid-19 throughout the Bandung City area; (d) carrying out disaster and postdisaster emergency response measures with related agencies in the context of handling Covid-19 throughout the Bandung City area; (e) as guidelines for the implementation of activities in disaster management of the spread of Covid-19 throughout the Bandung City area; (f) active involvement of the Police in efforts to assist in disaster management of the spread of Covid-19 throughout the Bandung City area; (g) prevent and reduce casualties due to the spread of Covid-19; (h) synergize with related agencies (especially BPBD, TNI, Regional Government and others) to jointly go to the field to socialize and provide appeals in order to prevent the spread of Covid-19 in the Bandung City area; (i) community empowerment in disaster management in emergency status starting from emergency alert status, emergency response and emergency transition to recovery. Based on these objectives, Bandung Police determined the targets of the operation, namely all forms of Potential Nuisance (PG), Nuisance Threshold (AG), and Real Nuisance (GN) before, during, and after Operation Aman Nusa II.

Based on this, the Bandung Police's Aman Nusa II Operation Plan contains objectives to deal with the Covid-19 pandemic. These objectives have points that are relevant to the public problem being faced by the community, namely the Covid-19 pandemic. Therefore, conceptually the Aman Nusa II Operation Plan fulfills the context indicator, which contains the question "what needs to be done?".

Compatibility with Police Planning During a Covid-19 Pandemic

In line with its relevance to the context evaluation indicators, researchers assessed the objectives in the Aman Nusa II Operation Plan, paying attention to the recommendations issued by the United Nations Police in the Police Planning During a Covid-19 Pandemic (2020) document, especially at the recommendation point build on existing relationships. At this point, Unpol recommends that the police of each country build relationships with police partners that have been established (United Nations Department of Peace Operations (2020). Police Planning During a Covid Pandemic., n.d.) 6). This aims to ensure that every problem can be

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⁵ The operation program is performed in stages, depending on the Covid-19 pandemic dynamics within the community. For example, at the beginning of the pandemic, operations focused on health protocols which later developed with vaccination. Likewise, the dynamics of government policies in dealing with the pandemic are the enforcement of several terms, such as Large-Scale Social Restrictions (PSBB), Proportional PSBB, Enforcement of Restrictions on Community Activities (PPKM), Micro PPKM, mini lockdown, Emergency PPKM, New Habit Adaptation (AKB), and PPKM Level.

adequately identified. In the Operation Aman Nusa II plan, the objective of fighting the Covid-19 pandemic is included with the requirement for Bandung Police to form a task force with the Regional Disaster Management Agency (BPBD), the Indonesian National Army (TNI), the Regional Government (Pemda), and other related institutions.

Analyzed and Discussion

Input Evaluation: Operations Plan (Mode of Action), Apparatus Resources, and Budgets

This study reviewed the input variables of the operation plan (How to Act or CB), Apparatus Resources, and budgets. The approach and procedural plan for the operation are stipulated in the policy decision of the Operation Plan for Handling the Spread of the Covid-19 Virus in 2020 in the Bandung Police Jurisdiction Number: R/Renops/1/III/OPS.1.1/2020. According to this policy, there are four components of how to act in handling Covid-19, including preemptive, preventive, law enforcement, and rehabilitation and treatment⁶.

Based on observations and interviews, it was found that the most frequent and possible components of the operation plan to be implemented in the field are preventive operation and law enforcement. In the preemptive and preventive, Bandung Police officers actively mapped the areas where the Covid-19 virus spread, appealed about health protocols and distributed masks. In addition, the Bandung Police actively patrolled areas prone to spreading the Covid-19 virus and prone to crime and sprayed disinfectants.

In the law enforcement component, the Bandung Police made arrests for criminal acts of counterfeiting medical devices in the form of gloves and Personal Protective Equipment (PPE). Furthermore, the Bandung Police also enforced non-judicial law by disciplining violators of health protocols with verbal warnings, written warnings, and physical sanctions.

In contrast to preventive and law enforcement, we found the rehabilitation and medical components of the operation plan to be challenging to implement. For example, in the operation plan, it is determined that police officers must aid and counsel the families of Covid-19 virus suspects. This has a high risk of causing officers to contract the Covid-19 virus. In addition, the directive to prepare isolation rooms and health infrastructure for Covid-19 countermeasures, in addition to being outside the authority of the Police, is also outside the competence of the police institution. Researchers also found that the rapid, widespread, and unpredictable cycle of the spread of the Covid-19 pandemic, as well as differences in demographics and culture, are also obstacles for the leadership of the Bandung Police Station to provide policy direction, control operations, and make directives for organizing operations by the Relationship and Work Procedures (HTCK).

The input evaluation also found several problems related to apparatus resources (SDA). These problems include the complexity of the task, the physical and mental health of SDAs, and the involvement of personnel who were not included in the original plan but are still involved—the problem of task complexity of police institutions. During the Covid-19 pandemic, the Bandung Police Department (including the ranks of the Sector Police) carried out Operation

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⁶ Bandung Police, in implementing the active component, refers to the Police Manual for Facing Covid-19. The book provides directions expected to be followed up in stages by implementers in the field through technical rules. Technical briefings are needed because all police personnel can directly understand them. Before the implementation of the operation, the Bandung Police Chief conducted a Tactical Floor Game (TFG) which was attended by cross-sectoral.

Aman Nusa II at the same time as the routine tasks and functions of police officers such as patrols, Police Record Certificate (SKCK) services, Driver's License (SIM) services, community reports or complaints, care and services for detainees, and handling traffic accidents⁷.

Physical and mental health problems of Bandung Police officers as street-level bureaucrats are a group with a high potential to be infected with the virus while running their duties⁸. The data from the Covid-19 Task Force of Bandung Police Station (2020) shows that as of December 22, 2020, there were 76 members of Bandung Police Station and 45 immediate family members infected with Covid-19. In addition, although in Indonesia there has been no research analyzing the impact of the Covid-19 pandemic on police personnel, several studies prove that the Covid-19 pandemic significantly impacts increasing fatigue, stress, depression, and anxiety of police officers (Frenkel et al., 2020; Stogner et al., 2020; Tehrani, 2022; Yuan et al., 2020)⁹. Anxiety about being infected with the Covid-19 virus is the variable that enhances the stress of police members (Violanti et al., 2016).

In the Bandung Police's Operation Plan Aman Nusa II, phase 1 to phase 6, the number of personnel involved is regulated as follows: 1) Stage 1 to stage 3, a total of 35 people; 2) Stage 4, a total of 120 people; 3) Stage 5, 150 people; 4) Stage 6, a total of 160 people. However, the researchers found that the implementation of the Bandung Police Station's Operation Aman Nusa II Plan program involved almost all personnel in the Bandung Police Station, which amounted to 3,361 personnel.

The following input evaluation is related to the budget. The document study found that the budget in the Bandung Police Station's Operation Plan Aman Nusa II was only given to personnel included in the operation order, which came from the contingency budget of the West Java Police Operations Bureau's 2020 Budget Implementation List (DIPA). Meanwhile, other personnel not included in the Operation Plan are supported by the routine budget of Polrestabes Bandung. Using the routine budget from Polrestabes Bandung illustrates the limited budget conditions of the Aman Nusa II Operation Plan program. The involvement of other personnel who were not included in the Operation Plan was carried out to support the achievements of Operation Aman Nusa II. In practice, the involvement of other personnel is influenced by the top-down and militant organizational culture in police institutions (Operational Section of the Bandung City Police Station, 2021)¹⁰. Despite having a limited budget, this culture can mobilize other personnel to support the Operation Aman Nusa II program.

Input Evaluation: Compatibility with Police Planning During a Covid-19 Pandemic

In evaluating inputs, there are conformities and discrepancies in the implementation of Operation Aman Nusa II carried out by Bandung Police with the recommendations for Police Planning During a Covid-19 Pandemic issued by Unpol (2020). Conformity exists in the law enforcement component of the operation plan. In this component, the program implementation carried out by the Bandung City Police is by the recommendation point. Ensure that responses to the pandemic are proportionate, necessary, and non-discriminatory. In this recommendation point, Unpol recommends that the police as a law enforcement agency

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⁷ Additionally, there were also other police operations at the same time, such as Operation Mantap Lodaya and Patuh Lodaya.

⁸ Street Level Bureaucracy is a lower-level bureaucracy that deals directly with the people, especially regarding services to the public.

⁹ Before the pandemic, according to Stogner et al. (2020), police work was high stress because it dealt with crime, the threat of violence, high vigilance, and poor public support. Mental and physical health conditions directly affect the individual and collective capabilities of police officers. (Gershon et al., 2008; Kop et al., 2010).

¹⁰ They obey all orders given by their superiors, responding with the phrase "ready, commander".

act proportionally, as needed, and non-discriminatory. This point is crucial for the handling of the Covid-19 pandemic for countries that involve police agencies, and this is because when the police are assigned to activities outside of traditional law enforcement, such as public health activities during the COVID-19 pandemic, the results reflect patterns of criminalization and racial punishment (Kajeepeta et al., 2022). Fair, honorable, and procedurally just police treatment of citizens elicits greater levels of trust in the police and perceived police legitimacy from citizens, which, in turn, results in greater levels (Krislov, 1991). Trust in public institutions is critical to their functioning, as it allows members of the institution to exercise legitimate and necessary power and authority effectively and ultimately to fulfill the goals it seeks to achieve (Röhl & Machura, 1997).

The response of the Bandung City Police in arresting perpetrators of medical device counterfeiting and providing light sanctions against members of the public who violate health protocols is in line with this recommendation point. In the Aman Nusa II operation of the Bandung Police Station, the arrest of perpetrators of counterfeiting medical devices was carried out due to the need for public security needs and was carried out regardless of race. Meanwhile, the difference with the provision of light sanctions (in the form of verbal warnings) against violations of health protocols is a form of commitment efforts by the Bandung City Police to impose sanctions according to the proportion of violations committed. The form of verbal reprimand to violators of health protocols during the Covid-19 pandemic is the most effective sanction and has received positive responses from the community (Eaton LA & Kalichman SC, 2020).

The Incompatibility of Operation Aman Nusa II by the Police of Bandung with the recommendations of Police Planning During a Covid-19 Pandemic is reflected in the problems in the components of the Operation Plan, Apparatus Resources (SDA), and Budget. The issue of operating plan implementation in the rehabilitation and health component illustrates that the policy of managing the Covid-19 pandemic in the form of the Bandung Police Station's Operation Aman Nusa II is not in compliance with the recommendation points as follows:

- 1. Reach out to subject matter experts for help in the process. At this point, Unpol sees the Covid-19 pandemic as a phenomenon that must be resolved in a multidisciplinary manner (United Nations Department of Peace Operations (2020). Police Planning During a Covid Pandemic., n.d.) 6). Instructing apparatus resources to assist with rehabilitation, counseling, and preparing isolation rooms for people affected by the Covid-19 virus is a direction that is inconsistent with police competencies. This directive that does not pay attention to competence illustrates the lack of involvement of experts from other multi-disciplines in the operation planning process.
- 2. Be strategic in determining how staffing losses may impact the functioning of the department. At this point, Unpol sees the importance of identifying the roles of each staff and the impact of losing them. Staff involvement in dealing with the Covid-19 Pandemic is recommended to be limited if it is not related to vital activities. (United Nations Department of Peace Operations (2020). Police Planning During a Covid Pandemic., n.d.) 9). The implementation condition of the Bandung Police's Operation Aman Nusa II program, coupled with the running of routine activities without any restrictions on activities, illustrates the incompatibility of program implementation with this recommendation point. This triggers an increase in fatigue and stress on apparatus resources. Activity restrictions, such as suspending all ceremonies, training, and activities that are not required at any given moment, effectively reduce the stress fatigue level of police staff (Janković & Cvetković, 2020).

3. Plan for sustaining police and other law enforcement operations with minimum staffing over the long term. At this point, Unpol considers that efforts to deal with the Covid-19 Pandemic must be conducted with minimum staff involvement. (United Nations Department of Peace Operations (2020). Police Planning During a Covid Pandemic., n.d.) 9). The participation of almost all members of the Bandung Police Station in Operation Aman Nusa II illustrates the non-compliance of implementation with this recommendation point. This point of recommitment effectively reduces the likelihood of all police officers being exposed to the virus at once (Jennings, 2020). Some police agencies in some countries divide staff officers into two groups and separate the two groups (Ibid, 2020).

Process Evaluation: Cross-Sectoral Coordination, Mode of Action Adjustments, and Operating Cost Expenditure Needs

Operation Aman Nusa II is a policy of the Indonesian National Police (Polri) that is made centrally and arranged hierarchically (top-down) to be implemented by the Resort Police (Polres), City Resort Police (Polresta), and Large City Resort Police (Polrestabes) throughout Indonesia, including the Bandung City. So, Operation Aman Nusa II is an internal activity of the police institution carried out by the Bandung Police as a unit of the West Java Regional Police¹¹. However, in the field, the handling of Covid-19 by the Bandung Police is synergizing. It requires coordination with several programs or activities of other agencies, such as the Bandung City Covid-19 Task Force, the TNI, and the health Office. Handling the Covid-19 pandemic requires the full involvement of all stakeholders: government, industry, academia, civil society, TNI, and Polri. In this regard, the Mayor of Bandung issued Mayor's Decree (Kepwal) No. 443/Kep.239-Dinkes/2020 on the Task Force for the Acceleration of Covid-19 Handling in Bandung City, which placed the highest ranks of the Bandung Police in the membership of the Task Force for the Acceleration of Covid-19 Handling in Bandung City (see attachment to Kepwal No. 443/Kep.239-Dinkes/2020).

Although Operation Aman Nusa II has an internal mechanism, the Indonesian Government's Covid-19 handling system requires one agency and another agency to coordinate under one roof and centrally (Roziqin et al., 2021). Inter-agency coordination or cooperation is regulated in some regulations or policies other than the internal policies of the National Police, so the implementation of inter-agency handling of Covid-19 is not easy. Such inter-agency relationships lead to several problems, such as the existence of the same activities between one institution and another, differences in understanding and interpretation of one phenomenon, or overlapping policies. These problems can eventually cause friction that disrupts collaboration in dealing with the Covid-19 pandemic (Davidson et al., 2022). Overcoming this problem requires a better understanding of the social interactions that occur during interagency cooperation models; a good understanding of social interactions effectively produces better inter-agency collaboration models (Wankhade et al., 2019).

In the operation of Aman Nusa II Polrestabes Bandung, there was a conflict between police and health institutions. The conflict between institutions occurred between police officers and public health center (puskesmas) officers, which was triggered by data issues. The results of the researcher's interview with the concerned police officer are as follows:

"We asked for data on people affected by COVID for security purposes, to avoid social unrest. The puskesmas did not provide data for fear of discrimination (improper treatment)."¹²

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¹¹ The Polres is a vertical police institution at the district or city level. Polresta is the vertical police institution at the urban area level, Polrestabes is the vertical police institution at the provincial capital level, and Polda is the vertical police institution at the provincial level.

¹² Interview on 26 January 2022

In this research, the Polsek were not prepared with regulations related to data collection, technical guidelines for collaboration with local health centers, or the understanding and ability to negotiate to explain the importance of the data and its relation to the situation of the anxious people.

The process evaluation found that Polrestabes Bandung made some adjustments to the way of acting to improve the quality of operations. As mentioned, Bandung Police established four ways of implementing Operation Aman Nusa II. Based on the research results, several adjustments to the way of acting were found to improve the quality of the operation. First, Lembur Tohaga Lodaya (LTL). LTL is a Problem Oriented Policing-based policing initiative. LTL aims to overcome the problems of the Covid-19 pandemic in Bandung City through (i) the ability and independence to resolve, prevent, and suppress the spread of Covid-19; (ii) cooperation and mobilization of communities and society; (iii) 'tough' in the health sector, 'tough' in the socio-economic sector and 'tough' in the information sector.

LTL is implemented by forming a structure consisting of a supervisor, chairman, secretariat, health division, security division, food unit division, and information division in each village. Each division made an action plan for implementing healthy living culture patterns, implementing SOPs for entering and exiting the town, body recovery, funerals, Emergency First Aid (PPGD) training, self-isolation, implementing 3M + 1T, and strengthening socioeconomic assistance between residents. With this plan, TLT carried out several activities, including having a database of the spread of Covid-19; installing prokes education banners; installing portals in and out of the village; establishing security posts, independent health posts, independent food center posts; establishing separate isolation/quarantine rooms, disinfectant boxes and hand washing stations at the village entrance portal. The author considers that LTL is a development of preemptive and preventive CB that is not explicitly mentioned in the operation plan but is implemented by the Bandung Police.

Second, vaccination. The implementation of Operation Aman Nusa II has changed the pattern of operations (CB) by including the Vaccination Program as an additional program in Operation Aman Nusa IIContinued (Contingency Operation R/RENOPS/1406/VI/OPS.2./2021) as a follow-up to the direction of the President and the National Covid-19 Task Force. When the vaccination program began to be intensively implemented, President Joko Widodo asked the TNI-Polri apparatus to help pursue the Covid-19 vaccination target of 1 million people per day, which later increased to 2 million people per day. The Minister of Health, Budi Gunadi Sadikin, responded to the request by establishing a TNI-Polri vaccination center in addition to vaccination efforts that local governments have handled. The target is to implement 600,000 vaccines per day through local government channels and 400,000 vaccines per day through the TNI and Polri Centers.

In response, the National Police Chief held the Precision Covid-19 Vaccination Gebyar by setting up vaccination outlets at 2,196 points - 114 outlets at police stations, 900 outlets at police stations, and 1,182 vaccine outlets spread across police stations throughout Indonesia. Initial vaccinations were given to health workers and police officers participating in the operation, followed by vaccinations given to target communities in Bandung City. For this reason, the National Police deployed 6,008 personnel and 11,994 police partners as vaccinators. (Wijaya, 2022).

When the vaccination program started, the Bandung City Health Office (DHO), as the person in charge of the Bandung City Covid-19 Task Force, targeted 20,000 vaccinations per week

with a total of 1.9 million vaccines. However, due to the Chief of Police's target, the vaccination target in Bandung City has increased to 50,000 per week. According to the Secretary of the Health Office, the person in charge, the health Office has struggled to achieve the target, especially since Polsek and its staff only have vaccine stocks but limited vaccinators¹³. To achieve the vaccination target of 2,000 people per day, the vaccination was carried out at 28 Polsek headquarters and the Bandung Police headquarters. "We work on holidays, day and night, to meet the target," said Bhabinkamtibmas¹⁴. The Polsek embraced health workers from puskesmas and other institutions, such as medical colleges, medical clinics, and other volunteers - not all of which were implemented as expected. For example, when one Polsek was provided with 800 vaccines, it could only vaccinate 600 people since the medical volunteers from private clinics had to return to work¹⁵. However, some omissions could have been avoided, such as when police officers did not take notes due to ignorance of using the centralized application. Hence, puskesmas officers or health office representatives immediately conducted brief training in the field. The researcher believes this additional vaccination method is a positive and promising intervention strategy for implementing the operation.

Another finding is the budget adjustments made by the Bandung Police so that Operation Aman Nusa II can run well according to the predetermined targets. The operation, which involved almost all Bandung Police personnel, used the Bandung Police routine budget. The budget, as said by the Head of Operations, is limited, so it becomes a challenge for the leadership of the Bandung Police to keep members enthusiastic and effectively achieve the operation's objectives 16. The head of the Bandung Police Station was slightly helped by the support of the food and beverage budget from the Bandung City Covid-19 Task Force when Bandung Police officers carried out joint Yustisi Operations. In other words, the actual cost required for Operation Aman Nusa II is more significant than what was budgeted. This means there is an overachievement where Operation Aman Nusa II runs effectively even with a limited budget.

Although it runs effectively, other conditions are suitable for the continuation of the institution. When police officers feel unfairly treated by their institution, their trust in the police department where they work is reduced (Bradford et al., 2014).

Process Assessment: Compatibility with Police Planning During a Covid-19 Pandemic

During the process evaluation, researchers found the conformity of Police Planning During a Covid-19 Pandemic with the Bandung Police's Operation Aman Nusa II. Attempts to adjust the way of action and budget are in line with the recommendation point. Regularly update the plan. At this point, Unpol sees when planning does not match the conditions in the field. Planning adjustments must be made according to the latest requirements in the area. Adjustments to the way of acting are essential in dealing with the Covid-19 pandemic. Kai Lin et al. (2022) revealed that adjustments to the way the police apparatus performs in dealing with the pandemic have direct and indirect effects on public confidence in the Government's handling of the Covid-19 pandemic.

Despite the existence of conformity, discrepancies also exist in this process. The existence of cross-sectoral miss-coordination illustrates the planners' need for more attention to the

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¹³ Interviewed with the Secretary of the Health Office, Bandung City, on 18 April 2022.

¹⁴ Interviewed on 11 Januari 2022. Bhabinkamtibmas is a police officer assigned at the village level up to the sub-district who is tasked with carrying out the pre-emotive function by partnering with the communities.

¹⁵ Interviewed with Kapolsek on 26 January 2022.

¹⁶ Interview on 3 December 2021.

recommendation point to Identify relevant public health laws and authorities. At this point, Unpol considers that police agency personnel need to understand laws related to public health, especially those governing the response to the Covid-19 Pandemic. A good understanding of this will help police officers know what the community expects of them. This also applies to other policy actors, who are expected to be sensitive to provisions relating to handling the statutory Covid-19 pandemic United Nations Department of Peace Operations (2020). Police Planning During a Covid Pandemic., n.d.) 7). Therefore, for police officers to meet the community's expectations, there is a need for specialized police training activities to improve their understanding of laws relating to the community (Frenkel et al., 2021).

The STR Number: STR/125/III/OPS.2./2020, issued by the National Police Headquarters as the basis for the order to deploy Operation Aman Nusa II-Handling Covid-19, was followed up by the Bandung Police by preparing an Operation Plan for Handling the Spread of Covid-19 Number: R/Renops/1/III/OPS.1.1/2020. Based on the review of the two planning documents, it is known that the implementation of this operation aims to help accelerate and anticipate the impact of the Covid-19 outbreak by prioritizing prevention, control, and law enforcement activities. In the Bandung Police Operations Plan, it is mentioned explicitly that the objectives of the operation include: a) providing personnel and equipment assistance to the Bandung City Health Office; b) assisting the Covid-19 Task Force in accelerating the handling of Covid-19; c) carrying out disaster emergency response measures; d) preventing and minimizing casualties; e) socializing and providing appeals for Covid-19 prevention; and f) empowering the community in overcoming Covid-19. In its development, the objectives of the Aman Nusa II operation carried out by the National Police have expanded. This can be seen from the purposes of the operation mentioned in Renops Aman Nusa II-Handling Covid-19 Number: R/Renops/1406/VI/OPS.2./2021, namely, 1) handling the spread of Covid-19; 2) securing and escorting the distribution of the Covid-19 vaccine, and 3) securing and accelerating vaccination activities. Vaccination activities are added as one of the main objectives and activities of the operation. In the context of product evaluation, this goal is the need and problem targeted in Operation Aman Nusa II. It is the leading indicator in measuring the success of the operation.

To measure the operation's success, it is necessary to look at the achievements of the various prescribed ways of acting (CB). First, the accomplishments of preemptive activities. From observation, there are several main activities carried out by the Bandung Police in the preemptive field, including mapping the spread of Covid-19 in Bandung City, Kamtibmas appeals, especially regarding health protocols, and Lembur Tohaga Lodaya (LTL) activities. Throughout 2020, Bandung Police has formed 158 LTL communities with a total of 27,673 community members who are expected to be aware of health protocols and transmit them to the surrounding community to break the chain of Covid-19 spread.

Second, the achievement of preventive activities. The author found several main activities carried out by the Bandung Police, namely: patrols in areas prone to the spread of Covid-19; security at crime-prone locations; traffic engineering with the closure of several roads that are possible gathering places for community activities; joint Enhanced Routine Activities (KRYD) patrols with the TNI and local governments; monitoring and securing vaccine storage locations in Bandung City (PT. Biofarma, Bizpark, and the area of the Bandung City Health Office); and obtaining vaccination activities in accelerating the prevention of the spread of Covid-19 in the Bandung Police jurisdiction.

Third, the achievement of law enforcement activities. Polrestabes Bandung carried out actions for law enforcement, including implementing judicial operations to enforce health protocols,

sealing business locations that violate health protocols, and investigating crimes related to Covid-19. For example, in November 2020, Polrestabes Bandung studied and confiscated 2.5 tons of recycled used medical gloves sold to Jakarta and Surabaya.

Table 2: Law Enforcement of Prokes Violations in Bandung City.

Type of punishment	2020	2021
Oral punishment	189.223	295.587
Written punishment	63.730	93.136
Social punishment	2.611	3.105
Physical punishment	4.804	5.038

Source: (Pikobar, 2021).

Fourth, the achievement of rehabilitation and health activities. Some of the main activities carried out by the Bandung Police are implementing medical and health assistance in providing masks, as well as sterilization and spraying disinfectants. Throughout 2020-2021, the Bandung Police distributed 1,742,158 masks to the public.

Fifth, the achievements of vaccination activities. From the research results, it is known that all Covid-19 vaccines have been distributed safely and without interruption throughout the jurisdiction of the Bandung Police Station. This shows that Operation Aman Nusa II has successfully achieved the second operational objective of securing and guarding the distribution of the Covid-19 vaccine. No rejection led to anarchic actions and the destruction of vaccines. From the interview results, this achievement was obtained from preventive measures, namely securing vaccines in locations prone to crime.

In 2021, Bandung City achieved 100% of the first dose vaccination target of 1,956,190 doses (Covid-19 Task Force Bandung City, 2021). This achievement is due to intensive cross-sectoral coordination in Bandung City, including expanding the objectives of Operation Aman Nusa II. From the author's observation, all levels of the Bandung Police Station, from the leadership level to members of the Polsek, proactively encourage, urge, and socialize the vaccination program to all residents of Bandung City. The Bandung Police even established a vaccination center with a ball pick-up strategy to make it easier for the public to vaccinate. This strategy has significantly increased vaccination achievements. In 2021, the number of vaccinations carried out by the Bandung Police vaccination center reached 254,196 doses which contributed to around 13% of the total vaccinations in Bandung City (Figure 1). This achievement needs to be appreciated, considering that the National Police is not the leading sector of the national vaccination program.

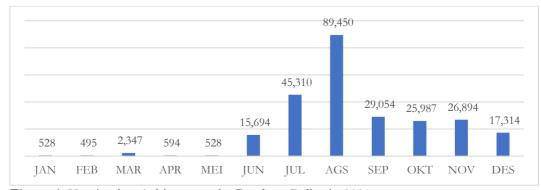


Figure 1: Vaccination Achievement by Bandung Police in 2021.

Source: (Pikobar, 2021).

The achievements of Operation Aman Nusa II activities carried out by the Bandung Police have significantly impacted the successful handling of Covid-19 in Bandung City. Figure 2 shows that the spread of Covid-19 in Bandung City is relatively under control, although there have been several increases in February and July 2021. However, the mortality rate did not increase significantly. The increase in active cases in that period was more due to the new variant of Delta that spread globally in all parts of the world.

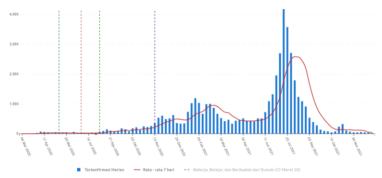


Figure 2 Distribution Curve of Covid-19 in Bandung City.

Source: (Pikobar, 2021).

Meanwhile, another indicator that shows the success of the Bandung Police is the increase in health protocol awareness by the community. Figure 3 shows that violations of public health protocols in Bandung City continue to decline. Operation Aman Nusa II by the Bandung Police effectively enforce community compliance with government policies to deal with the spread of Covid-19. This high level of compliance explains the rapid decline in the wave of omicron variants in March 2022.

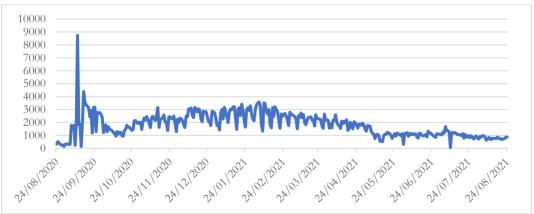


Figure 3: Total Violators of Health Protocols Given Oral, Written, and Physical Sanctions by the Bandung Police Department.

Source: (Pikobar, 2021).

Conclusion

Based on the discussion and analysis of the research through the CIPP evaluation model, it can be concluded that Operation Safe Nusa II-Handling Covid-19 carried out by the Bandung Police has effectively achieved and executed the objectives of the operation that has been set.

This can be seen from implementing the Operation Aman Nusa II policy, especially related to efforts to increase community compliance with health protocols. In addition, the involvement of Polrestabes Bandung in accelerating efforts to achieve the vaccination target in Bandung City has made a significant contribution, namely 13% of the total vaccinations. These two things (health protocols and vaccination) are the key to handling Covid-19, especially in flattening the Covid-19 pandemic curve in Bandung City.

However, researchers found things that need to be strengthened in implementing Operation Safe Nusa II-Handling Covid-19 in Bandung City. Some of the problems encountered in the performance of Operation Aman Nusa II include problems in the way of acting, problems in natural resources, budget problems, and cross-sectoral coordination problems. Based on the CIPP input evaluation, the determination of the rehabilitation and health mode of action is inappropriate because of the high risk to the implementing officers. In addition, these activities are more appropriately implemented by the Bandung City Health Office. SDA Polrestabes Bandung experienced constraints in terms of workload in the form of the complexity of police duties in addition to the tasks of Operation Aman Nusa II. The limitations on the complexity of the charges and functions of police agencies in systemic crisis conditions and the type of work of police agencies can trigger high-stress levels among members. The physical and mental health problems of Bandung Police Station members need to be a concern for improving the quality of future operations. In the budget sector, problems were found related to the need for more support from the state, where the budget could only support the functions of a small number of members.

In contrast, operations involved almost all Bandung Police personnel. The handling of Covid-19, which involves multi-agencies, requires a more effective coordination platform so that work is distinct. Concerning the Planning During a Covid-19 Pandemic document issued by Unpol (2020). Implementing the Operation Aman Nusa II program has 3 points of appropriate recommendations and 4 points of offers that need to be more appropriate, in other words, not implemented.

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Author Profile

Yade Setiawan Ujung is a Doctoral Student at the Department of Public Administration, Faculty of Social and Political Sciences, Universitas Padjadjaran, Bandung, Indonesia. His research interests are related to Public Administration such as public services and public policy I am currently the Director of the Asean Center for Disability Studies Email: yade20001@mail.unpad.ac.id.

Muradi is a Professor at the Department of Policitical Science, Faculty of Social and Political Sciences, Universitas Padjadjaran, Bandung, Indonesia. His research interests are related to issues of government policy, governance, village government, public services, and land. Email: muradi@unpad.ac.id.

Asep Sumaryana is a Professor at the Department of Public Administration, Faculty of Social and Political Sciences, Universitas Padjadjaran, Bandung, Indonesia. His research interests are related to issues of government policy, governance, public services, and land. Email: asep.sumaryana@unpad.ac.id

Dedi Sukarno is a Professor at the Department of Public Administration, Faculty of Social and Political Sciences, Universitas Padjadjaran, Bandung, Indonesia. His research interests are related to issues of government policy, governance, public services, and land. Email: dedisukarno@gmail.com