

Implementation of Collaborative Governance in Public Policy Handling COVID-19

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Abstract

Collaborative governance seems to be a response to failures in execution, exorbitant costs, and the politicization of public sector laws. The emphasis is on all stages of public policy. The unprecedented COVID-19 epidemic has compelled the government to be prepared to deal with it, and to do so fast and effectively. To combat the epidemic, the Indonesian government has implemented a variety of strategies, including social restrictions, mandated immunizations, national economic recovery, and so on. However, the government cannot undertake Collaborative government alone; thus, cross-disciplinary and field cooperation is required. As a result, the purpose of this research is to explore the application of collaborative governance in dealing with COVID-19 in Indonesia. This research combines a qualitative methodology with a descriptive approach. According to the findings of the research, collaborative governance in the management of COVID 19 has four key values: consensus orientation, collective leadership, multi-way communication, and resource sharing. Collaborative governance in COVID-19 management may take the form of, among other things, publicizing the hazards of COVID-19, providing masks, creating and spraying disinfectants, and distributing hand sanitizers.

Keywords: *Government, Collaborative Government, Policy, COVID-19.*

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A. INTRODUCTION

The COVID-19 epidemic has had a significant influence on many elements of the economy and people's lives. The coronavirus has generated widespread terror and has claimed the lives of thousands of individuals. This coronavirus has spread across the globe, including Indonesia (Tuwu, 2020). Coronaviruses (Cov) are viruses that infect the respiratory system, according to the World Health Organization (WHO). Coronaviruses may cause anything from a simple cold to more serious diseases like (MERS-Cov) or severe acute respiratory syndrome (SARS-CoV) (Zendrato, 2020). According to the Indonesian Ministry of Health, the Covid-19 case in Wuhan started on December 30, 2019, and the Wuhan Municipal Health Committee issued a "urgent notification on the treatment of pneumonia of unknown source" (Hanoatubun, 2020).

The world recession due to the outbreak of COVID-19 in Indonesia is increasingly uncertain at the end of its completion. The sufferers are still increasing due to the slow pace of parties in anticipating the COVID-19 outbreak in early 2020 (Budisusila, 2021). The government cannot only think about one sector in particular but must prioritize the various industries affected and be addressed them first. Like the currency side, prioritizing health or the economy or vice versa needs to be immediately determined by the government (Agustino, 2020).

The COVID-19 pandemic crisis has compelled a number of organizations, both public and private, to assist in the response to the COVID-19 pandemic disaster

(Wibowo & Afriyani, 2021). One thing the government may do to limit the amount of deaths, according to Ristyawati (2020), is to plan for handling. Furthermore, Indonesia is one among the nations worldwide that is concerned about the spread of Covid-19. Because Covid-19 is a new form of virus, many individuals are unaware of and do not understand how to handle it. 2020 (Telaumbanua). The state has limits in dealing with the COVID-19 epidemic, which necessitates cooperation from several stakeholders. Cooperation refers to the collaboration of numerous stakeholders in disaster management, which is very important. According to Heryati (2020), the source of numerous hurdles encountered in disaster management in Indonesia is a lack of coordination between the government and other connected parties.

From various aspects of the case of the Covid-19 phenomenon, the government's role as an essential part in leading the handling of this case requires a variety of solutions involving various fields of science following careful planning to anticipating the results in their areas according to the consequences of the impacts (Pangaribuan & Munandar, 2021). The problem of Covid-19 is a common problem. Constitutionally, the duties and roles of the government have been regulated in this regard as the provider of health protection services. However, normative mechanisms and processes will undoubtedly find it difficult to answer these problems. All parties, from the government, non-governmental institutions, both private and NGO, and the community must collaborate to deal with cases of COVID-19 (Juaningsih et al., 2020). Various parties need various approaches to provide justice and comfort for children who experience social problems. The concept and model of Collaborative Governance is one of the current alternatives that make it possible to provide answers in providing child protection services who are facing problems dealing with COVID-19 (Prabowo et al., 2021).

Collaborative governance, according to Ansell & Gash (2008), is the management of several public organizations in collaboration with stakeholders outside the government, including the community, who are involved in formulating, giving approval and participating in implementing policies. According to Ansell and Gash, collaborative governance is a process of collaborative activity regulating a decision in the policy process carried out by several public institutions with other related parties to solve public problems. The Collaborative Governance model, according to Ansell & Gash, is the fact that lies behind a collaboration; the stakeholders have a common goal and vision to be achieved in the context of a collaboration that starts from history, mutual respect, and actors who trust each other, different abilities and knowledge between actors involved in cooperation (Ansel & Gash, 2008).

With the framework of collaborative governance, there is a greater purpose than just managing the state's affairs. Since the 1980s, the concept of "collaborative governance" has been gaining traction in public policy. The terms "collaboration" and "networking" are not interchangeable (Islamy, 2018). It has a fundamental significance. To deepen one's understanding of its defining characteristics. In order to achieve good governance, critical thinking regarding the NPM paradigm and reimagining government must be completed. NPS is of the opinion that NPM places

an overemphasis on efficiency at the expense of the greater good of society as a whole. As a result of this interaction, the government/state and its citizens may establish, implement, and evaluate various policies and initiatives (Dewi, 2019).

Due to policy changes, the cooperation was created. These alterations might be seen as an increase in the number of policymakers, an increase in the frequency or difficulty in identifying issues, or a decrease in the government's capacity to respond (Nasrulhaq, 2020). According to Mutiarawati & Sudarmo (2017), cooperation is both a process and a notion in the normative sense. Cooperation may be thought of in a more narrow sense as a collection of procedures or methods used to organize, manage, and control an organization. There are several government and non-government organizations involved, each with a different set of interests and aims in mind. If this relationship is simply between government institutions and local NGOs, the corporate sector, or NGOs/funders from outside, it may be a combination of all of these groups, or it could be a combination of all of these groups. In addition, the goals or philosophical ends of the government's relations with partners or partners are normative definitions of cooperation.

The principles of collaborative governance implemented by the government in handling COVID-19 through various policies have been taken but have not shown optimal results. Even some of the policies taken by the government at this time are a kind of model of nervousness in dealing with health problems that the government did not previously anticipate (The appointment of the minister of health in providing knowledge and appeals to the public seems to be a government blunder and fortunately the President responded quickly by forming an exceptional spokesperson for Covid-19). through the media centre and form a team of the COVID-19 Mitigation Acceleration Task Force (Perdana et al., 2021)

Based on the description of the background above, through this paper, we want to examine how collaborative governance is implemented in implementing public policies related to handling COVID-19. This paper focuses not on measuring both qualitatively and quantitatively but on describing and explaining in actual, factual terms the dynamics of collaborative governance in dealing with the policy process.

B. METHOD

The author used a qualitative descriptive research design in this study, which presents an outline of Collaborative Governance in Handling Covid-19. Library research is utilized, which is the collection of data or scientific works directed at the goal of study or the collection of data that is the library in nature (Sugiyono, 2011). Alternatively, a problem-solving study that focuses on a critical and in-depth examination of relevant library items. Books on Collaborative Governance were chosen as key data sources. Books on Collaborative Governance were used as secondary data sources in this study. A descriptive approach is used to investigate a group of individuals, an item, a set of circumstances, a system of ideas, or a class of current occurrences.

In this study, the data collection technique used is library research. Literature study is a data collection technique used in research by collecting data and sources through books, journals, magazines, newspapers and others. A literature study is used by collecting existing data, understanding each conclusion, and using these data sources as literature and references in understanding and analyzing research. In this study, the analytical method used is content analysis.

C. RESULT AND DISCUSSION

1. Collaborative Governance

As a new type of public government, collaborative governance has core ideals. In other words, understanding these underlying principles is necessary for analyzing a phenomena and developing a new philosophy of public administration and policy. There must be illumination to determine if the present phenomena is one of collaborative governance. Do not allow errors to develop in theoretical and empirical investigations. This article explains four key ideals of collaborative governance, including:

- a. Collaborative governance's objective is explained by this point: Consensus Orientation. "Collaborative Governance in Theory and Practice" by Ansell and Gash (2008) stipulates that cooperation must be based on consensus. There are mutual benefits to this cooperation. There can be no consensus without commitment. In the context of promises and agreements, promises and obligations are intertwined. The coherence of the promise is difficult to achieve without a strong level of commitment. Furthermore, the symbiosis of mutualism is what decides whether or not there is agreement (mutual benefit). There is a good possibility that no agreement will be reached if anybody is wounded. A strong sense of commitment and mutual benefit is required to accomplish orientation effectively. Because there are so many parties involved in collaborative governance, it is difficult to come to a consensus. The goals of several groups may diverge.
- b. The institutional framework of collaborative governance is explained by this point in the context of collective leadership. According to Osborne (2010), leadership is a central concept in collaborative practice. Collaborative governance relies on the ability of individuals to exercise leadership in a group. Cooperative leadership relies more on networking than it does on top-down hierarchies. As a result, the stakes are the same for all parties involved. There is less of a command and control connection between the parties. It's a departure from the typical hierarchical arrangement, which places a high value on authority. The structure of the actor's position remains unchanged. Beyond or below, there is nothing. In other words, the line of coordination isn't straight. Even if their duties vary, they all occupy the same general space. Responsibilities and duties have to be fulfilled every single day. Collaborative leadership requires an understanding of the collective leadership. Leaders are everyone engaged, whether they be individuals, groups, or organizations. A

coordinator is still recommended, despite the fact that this is a model for the collective. Be at the heart of the policymaking process in order to see progress, results, and outcomes. One of the most important principles is the development of collaborative leadership based on networks. The allocation of authority in collective leadership is a method used by many stakeholders (Rui et al., 2010).

- c. Multidirectional communication, this point explains the interaction between actors in the collaborative governance process. Communication is a subsystem of policy implementation. Collaboration requires multidirectional communication. Multidirectional communication, namely the existence of feedback that involves more than two parties, takes place continuously with high intensity. Responses and responses were made to all parties involved in various communication methods (oral or written). The ideal collaborative governance should involve at least three parties. There are government, private and community representations. Communication is done face-to-face. Communication through the media is done only to help establish intensive communication. Multidirectional communication is used as one of the fundamental values to illustrate that in collaboration, there is something more to the relationship between actors. Furthermore, the most critical issue in communication is the content. The message is at least related to brainstorming and information sharing. Norris-Tirrel (2012) uses communication to assess the level of collaboration. Tirrel divides collaboration levels into exploration, formation, growth, maturity and ending. In short, cross-stakeholders must communicate directly with each other to strengthen collaborative governance practices.
- d. Sharing Resources describes the processes that occur during collaborative governance actions. The resources in question are human and financial resources and other resources that can strengthen collaborative activities in public policy. Collaboration capacity can be seen in the extent to which resources are shared and shared. The hope is that in that way, each collaborator can strengthen each other's strengths, cover up weaknesses, and take active action together. Reinforce and cover each other, the essence of collaborative activity. A collaborative approach is taken to facilitate solving public problems. It must be admitted that the government has strengths and weaknesses, as well as the private sector, the media and non-governmental organizations. Collaboration exists to address the lack of resources. The lack of resources is often the reason for not implementing a solution to the problem. Resources strongly influence institutional performance (Withford & Lee, 2012).

In order to advance public policy, collaborative governance as a method of governance must consider available resources. There is a good chance that the division will be a source of strength in itself. Furthermore, it is essential that information be disseminated. A combined effort's impact is amplified when resources are available. Collaborative efforts are more powerful than those that are just partially involved. Anything that has sturdiness unites and is itself united. The collaboration forum is

now open to all parties involved. Consequently, there is no need to keep the riches to ourselves. The reputations of the persons involved will be bolstered or harmed depending on the outcome. To get the best results, it's essential to operate as a team. One of the foundational tenets is making effective use of available resources.

2. Collaborative Governance in Handling COVID-19 in Indonesia

According to Wibowo & Afriyani (2021), the government is required to be able to become a reference for authoritative information for the community amid a situation full of uncertainty. There are four pillars of public communication related to COVID-19, among others: Public appeals to remain calm and alert, coordination with relevant agencies, providing access to information to the media, and mainstreaming the movement of washing hands with soap. Working together to attain a planned shared objective is what collaboration entails. Collaboration is the most fundamental social activity, generally including the division of duties, in which each participant engaged accomplishes all of the work that is his obligation in order to achieve a shared objective. The government will not be able to respond to the COVID-19 epidemic alone. The national government and local governments need multi-party collaboration. Collaboration is a kind of cooperation that involves the interaction of numerous components connected to persons, institutions, and parties engaged directly and indirectly who gain directly from the outcome. The implementation of a policy by connected parties to attain a goal is an example of cooperation.

Emerging catastrophes, such as catastrophic weather events, terrorist attacks, and pandemics, need immediate action to preserve lives, reduce damage, and handle problems. All parties are required to work together to combat the Covid-19 epidemic, and the government is supposed to be accountable for protecting the public interest; in a catastrophe or crisis, swift action by the government is critical to provide safety and services to the population. However, the government cannot always have the necessary infrastructure just in the case of a catastrophic calamity. Strong and rapid collaboration between the government and the commercial sector is an essential component of success in combating and preventing the spread of Covid-19. By using corporate sector infrastructure, human resources, and procedures, collaboration may be a viable option for swiftly reacting to the Covid-19 epidemic. Collaborative governance is a formal activity that involves cooperative efforts, institutions, and resources. Furthermore, cooperation governance highlights the significance of pre-existing excellent connections among diverse players for effective collaboration.

The massive spread of the Covid-19 outbreak requires creative efforts from stakeholders, especially regional leaders. The activism of the role of non-government actors, both individually and in the community, has shown empathy and solidarity with residents affected by the Covid-19 outbreak. Collaboration in handling the COVID-19 pandemic is urgently needed, especially in dealing with emerging problems. The essence of collaboration is the realization of the participation of external actors, namely the private sector and the community, also related to the division of tasks for decisions made (Arisanti & Suderana, 2020).

As for the forms of collaborative governance in handling COVID-19, among others:

a. Dissemination of the Danger of COVID-19

Socialization is closely related to social control so that social life can run well and smoothly. Furthermore, during this Covid-19 pandemic, caring for each other is very necessary. The socialization of the dangers of Covid-19 is expected to provide education to the public to stay alert, maintain cleanliness and stay at home to help break the chain of the spread of Covid-19.

b. Mask Distribution

The government has set a new standard scenario on various fronts, wherein the new normal conditions, some people begin to carry out routines outside their homes. In new normal conditions, the government continues to enforce the protocol for using masks to prevent the transmission of Covid-19. Furthermore, to support the government's programs and regulations, the government and the private sector work together to distribute masks for free to the public.

c. Disinfectant Production and Spraying

Production and Spraying of Disinfectants carry out various ways to prevent the transmission of Covid-19.

d. Hand Sanitizer Distribution

Hand sanitizer is a liquid hand sanitizer used as an alternative to soap and water for washing hands. Alcohol-based hand sanitizers containing at least 60 percent alcohol are regarded to be more efficient in killing hazardous microbes and viruses on hands, including the coronavirus.

Various policy actions during the Covid-19 pandemic showed an unsatisfactory direction. Various dimensions show that Collaborative Governance in handling the pandemic in Indonesia tends to be hampered from the inner side of the government itself so that it is deficient or "undernourished". The dimensions of regulation provided by the government overlap, government policy responses also tend to be slow, the data provided is also considered inconsistent by various parties, plus the government's internal policy supervision during the pandemic is weak, and even coordination between government sectors itself is also lacking and fragmented by sectoral egos.

The factors that influence collaborative governance consist of three dimensions, namely first, structural and institutional dimensions, second, stakeholder dimensions and third dimensions of relations between stakeholders (Tantrajin, 2020). Other factors such as social structure, culture, and government interests (Sepriandi & Hussein, 2019). More practically, Ansell & Gash (2007) suggest that for Collaborative Governance to work well, dialogue, trust-building and the development of commitment and mutual understanding should be used. These factors can be divided into two major parts, namely internal and external factors if the initiation centre is in the government, especially in crisis conditions such as the Covid-19 pandemic. Looking at this point of view, it is inevitable that the failure of the government's internal functions in providing regulations, policy responses, data, supervision, and

adequate coordination have hampered the collaborative governance process between other sectors, primarily failing to build trust and building commitment and mutual understanding. On the other hand, the development of collaborative governance theory has not been linked to policy inclusiveness during this pandemic related to the involvement of poor, customary and marginalized groups often forgotten on the agenda (Ansell et al., 2020).

D. CONCLUSION

Collaborative governance is intended to strengthen cooperation and coordination, in this case, the head of government and all relevant ranks, including all regional government heads and cross-sectoral experts. Private government and the community can engage in collaborative governance to combat the COVID-19 pandemic by distributing masks, hand sanitizers, basic necessities, as well as producing and spraying disinfectants in public facilities, houses of worship, schools, and other places deemed susceptible to the spread of the virus. Collaborative governance in handling the pandemic in Indonesia has encountered various obstacles in each of the elements that have been carried out from the government's side, thus triggering reluctance, lack of trust and the slow pace of other sectors to immediately organize themselves to collaborate to solve problems that arise during the pandemic.

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