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Handling COVID-19 in a Collaboration Perspective

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Abstract---To optimize the role of government in the implementation of public policy, according to the paradigm of new public governance must involve all parties (government, civil society, private sector). Similarly, in the perspective of a network of cooperation between actors and stakeholders in policy implementation, collaboration is a suggested concept, because collaboration concerns inter-organizational relations, inter-governmental relations, strategic alliances and multi-organizational networks (Agranoff, 2004). As a multi-dimensional problem, handling the COVID-19 pandemic requires the involvement of various parties to be able to optimize the implementation of policies that have been formulated. This qualitative descriptive research aims to analyze the cooperation of various parties in dealing with COVID-19 in Denpasar City. Data is collected through observations, literature studies and interviews with informants determined by purposive sampling. The results showed that cooperation in the handling of COVID-19 was limited in coordination between government actors, indigenous villages, entrepreneurs (private), universities and mass media. Meanwhile, to optimize the handling of COVID-19 requires collaborative cooperation from the actors involved.

Keywords---civil society, collaboration, COVID-19, government, private sector, public policy

Preliminary

The COVID-19 pandemic (coronavirus diseases 2019) is a disease pandemic event caused by the corona virus, namely the acute coronavirus syndrome. COVID-19 was first identified in Wuhan City, Hubei Province, China in December 2019. Then in a short time it spread throughout the world including Indonesia, Bali and Denpasar. As a metropolitan city, with the high intensity of population mobility, Denpasar is unable to stem the spread of the corona virus. Even the intensity of interaction and mobility of the people of Denpasar city unwittingly supports the spread of the virus (Agranoff, 2004). Various policies were made by the government to prevent the spread of the virus, among others by imposing restrictions on community activities at some time, socializing health protocols (washing hands with soap, wearing masks, maintaining physical distance/contact). However, the number of COVID-19 sufferers continues to increase. Even the government made a joint decision to form a traditional village-based gotong royong task force to jointly deal with the COVID-19 pandemic, considering that the strength of the Balinese people is in traditional villages (Vasilescu et al., 2010; Ergun et al., 2007).

Efforts to handle COVID-19 in an integrated manner in Denpasar City through the Traditional Village-Based Mutual Assistance Task Force are expected to be able to suppress and reduce the number of COVID-19 spreads. Because it is based on Traditional Villages, it is intended that programs/activities to handle COVID-19 can be carried out by involving all components of the community. It is not solely the duty of the government but all parties in Denpasar City in particular and Bali in general. It is hoped that this collaboration between various parties/actors can play an optimal role in handling COVID-19. As stated in the theory of policy implementation according to George Edward III Nugroho (2014), that the ineffectiveness of policy implementation often occurs due to a lack of

coordination and cooperation among state and/or government institutions and all components of society (Batt & Purchase, 2004; Chakraborty et al., 2020).

The formation of the traditional village-based gotong royong task force in an effort to deal with COVID-19 in Denpasar City does not appear to have produced the expected results. Due to local transmission, which causes an increase in cases of sufferers, people without symptoms, in Denpasar City continues to increase. This condition requires the attention of various parties, not only the government and traditional villages. To participate in preventing transmission, treating patients, as well as the socio-economic impact of the COVID-19 pandemic, a synergistic form of cooperation between various parties is needed. So it is necessary to think about how to form cooperation from several parties who should be involved in handling COVID-19 in Denpasar City (Tetro, 2020; Kim & Su, 2020).

Methodology

The data analysis used is descriptive qualitative data analysis which aims to analyze the cooperation of various parties in handling COVID-19. Data was collected from March to December 2020 through interviews, observations and documentation. Interviews were conducted with informants who contributed to the handling of COVID-19 in Denpasar City, both from the government and the community, which were determined by purposive sampling. Observation through direct observation of the object under study and existing documentation related to cooperation in handling COVID-19 activities (Jaeger & Bertot, 2010; Yildiz, 2007).

Results and Discussion

The COVID-19 handling policy implemented in Denpasar City refers to the Joint Decree of the Governor with the Bali Province Traditional Village Council Number: 472/1571/PPDA/DPMA Number: 05/SK/MDA-Prov Bali/III/2020, concerning the Establishment of the Mutual Assistance Task Force. Collaborating on Prevention of COVID-19 Based on Traditional Villages in Bali. The Gotong Royong Task Force consists of elements of the government and traditional villages. Acting as protectors are the Bendesa Adat/Kelihan Traditional Village and the Village Head/Perbekel/Lurah. The chairman, vice chairman, secretary, treasurer and other fields are chosen from the Prajuru/traditional village administrators, or village/kelurahan officials, or the karma of traditional villages, including yowana/young generation who have the ability and Village Volunteers to Fight COVID-19 (Khan et al., 2012; Darrell et al., 1997).

The results of interviews and observations show that cooperation in handling COVID-19 in Denpasar City is carried out not only between the government and traditional villages, but there are other actors who play a role in handling the COVID-19. These actors can be grouped into private actors (entrepreneurs), university actors, and mass media. In handling COVID-19 in Denpasar City, in general, it involves five actors, namely the government, traditional villages, the private sector (entrepreneurs), universities, and the mass media. However, the cooperation between these actors is still in the coordination stage. Coordination is carried out by the Government as the policy regulator for handling COVID-19 with related parties such as traditional villages, mass media, universities and private parties in Denpasar City. Communication and coordination occur in two directions between the government and other actors. For example, when the government involved traditional villages as the spearhead of handling COVID-19 in the community, by limiting community activities; ask the private sector to provide assistance in the form of basic necessities, masks, sinks and other health protocol tools; ask the mass media to inform the development of COVID-19 and disseminate other information; involve universities in socialization and other assistance in handling COVID-19. However, other actors (customary villages, private sector, universities and mass media) do not coordinate with each other in their participation. The parties move on their own in their participation, only coordinating with the government or the Covid Task Force (Nehru, 2016; Marpaung & Hambandima, 2018).

There are three activities in coordination Brinkerhoff & Crosby (2002), namely sharing information, sharing resources and acting together. These three elements are important in coordination so that each coordinating party knows what to do, how to allocate each other's resources and then act together to achieve common goals. Good coordination occurs when obstacles in coordination, such as threats to autonomy, lack of agreement on tasks, and vertical-horizontal conflicts, can be overcome with these three elements (Larantika et al., 2017). The results of the coordination process between actors in handling COVID-19 have not been optimal, but this has prompted them to find new solutions as a strategy in handling the pandemic. Strategy in the Big Indonesian Dictionary (KBBI) is a careful plan of activities to achieve specific goals. Seeing the coordination that exists between the government in the COVID-19 Task Force as well as the participation of private actors, universities and mass media that have not been

optimal, it becomes interesting to look for a suitable cooperation strategy in the implementation of Covid-19 handling activities.

The form of cooperation depends on the goals to be achieved through cooperation, how the process of implementing cooperation, how the structure of cooperation and how to manage the existing resources of the collaborating parties. According to Williams (2003), there is cooperation called networking, cooperation, coordination, and collaboration. The more detailed the details of the stages of cooperation, the stronger the relationship between the two collaborating parties. Collaboration is cooperation with detailed stages of cooperation in terms of objectives, processes, structures and resource management, so that it is considered a more effective form of cooperation than other forms of cooperation. The form of cooperation based on objectives, structures, processes and resources according to Williams (2003), is in the form of Networking, Cooperation, Coordination and Collaboration. The more intensive the relationship that appears in the effort to build a system of interdependence in overcoming complex problems by sharing vision and goals, agreeing in decision making, intensive communication between actors, the existence of a shared commitment that is agreed and implemented, the form of cooperation is included in the form of collaboration.

Because the COVID-19 pandemic is a complex problem, both in terms of the causes, impacts and actors who play a role, the recommended form of cooperation is not limited to coordination. As is the case with the research of Local Government officials' Views on Intersectoral Collaboration With In Their Organization – A Qualitative Exploration, from Hendriks, et al. (2014), revealed that cross-sectoral cooperation (ISC) is defined as collaboration between local government health and non-health workers to provide more effective results for the development of integrated policies that address public health issues in particular and poverty in general.

Ranade & Hudson (2003), in their writing entitled Conceptual Issues in Inter-Agency Collaboration. Cooperation between institutions is not a new thing in government, lately it has been seen that the cooperation is more open and involves various parties, including the community. Good collaboration will enable the achievement of common goals in accordance with previous predictions. Because the collaboration process requires cooperation in thinking or planning programs, implementing to evaluating program achievements. The framework of the collaboration process according to Thomson & Perry (2006), consists of the following elements:

- Negotiation, namely mutually beneficial bargaining with all parties, is intended if the organizations involved in the collaboration can negotiate with the hope that joint action can represent the goals of each party.
- Commitment, forming an agreement that is mutually agreed and implemented together in the future with various interactions between the parties.
- Implementation, carrying out decisions in accordance with the collective agreement.
- Assessments, assessing together based on the entire process carried out together.

The handling of COVID-19 in Denpasar City has not shown a process of negotiation, commitment, implementation and joint assessment of various actors who play a role in handling COVID-19. The participation of actors is partial with coordination dominated by the government. So it can not be stated to cooperate in the form of collaboration. Given that the handling of COVID-19 involves various sectors and requires more detailed cooperation and participation from various parties, the form of cooperation needed is a form of collaboration. By paying attention to the four process frameworks in collaborating as mentioned above, it will produce effective and efficient cooperative relationships in efforts to handle the pandemic. So that collaborative collaboration can be an option for cooperation models in handling the COVID-19 pandemic. Collaborative governance is really implemented in accordance with the principles of collaboration itself (Bryson et al., 2006).

Conclusion

Based on the results and discussion, it can be concluded that the handling of Covid-19 in Denpasar City is carried out in the form of coordination, namely coordination carried out by the government with other actors (custom villages, communities, private sector, universities and mass media). The cooperation is still at the level of coordination so that the results achieved have not been optimal. To be able to achieve optimal results, the Denpasar City government should increase cooperation from the form of coordination into a form of collaboration. Because by applying the principle of collaboration between the government, traditional villages, the private sector, the community, universities and the mass media, networking, cooperation, and coordination are automatically carried out, so that the handling of COVID-19 can be more focused, effective, efficient and sustainable.

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