

Government Strategy in Implementing the Good Governance during COVID-19 Pandemic in Indonesia

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Abstract

Countries in the world are currently facing shocks and challenges that are not easily faced with the COVID-19 pandemic, including Indonesia. Under these conditions, the performance of the governance system in dealing with a pandemic is tested transparently in public. The implementation of good governance by the government itself is carried out by steps and decisions that will be taken and implemented by the government to the community in order to suppress the positive number of COVID-19. The application of good governance also needs support other crucial elements, one of which is public communication.

Keywords: Government Strategy, Good Governance, COVID-19, Pandemic,

Abstrak

Negara-negara di dunia saat ini sedang menghadapi guncangan dan tantangan yang tidak mudah dihadapi dengan pandemi COVID-19, tidak terkecuali Indonesia. Di bawah kondisi ini, kinerja sistem pemerintahan dalam menghadapi pandemi diuji secara transparan di depan umum. Implementasi dari *good governance* oleh pemerintah sendiri dilakukan dengan Langkah-langkah dan keputusan yang akan diambil dan diterapkan oleh pemerintah kepada masyarakat demi menekan angka positif COVID-19. Penerapan dari *good governance* pun perlu dukungan dari elemen krusial lain, salah satunya yaitu komunikasi public. Hal ini bertujuan agar pendekatan yang dilakukan ke publik untuk menaati segala kebijakan menuai hasil yang maksimal dalam keberhasilan menumpas pandemik ini

Kata Kunci: COVID-19, tata kelola pemerintahan yang baik, komunikasi

A. Introduction

In early 2020, the world was shocked by a virus outbreak, a virus called the coronavirus or n-cov19. COVID-19 is a virus that can cause acute respiratory distress

syndrome that leads to lung failure and death that was first discovered in Wuhan City, Hubei Province, China at the end of December 2019. This virus is likely from the Huanan Seafood Wholesale Market in Wuhan, which has been linked to previously confirmed cases. The virus is known to originate from the wet market with intense interaction between sellers and buyers with a minimum level of cleanliness, reports also show that in the market it trades wild animals freely, including snakes, porcupines, and deer. The origin of the virus novel is unknown, but it is most likely to appear in bats, then make a leap to humans through other wild animal hosts.¹

In its development, the COVID-19 disease outbreak has spread through 215 countries in the world. The World Health Organization (WHO) on March 11, 2020, has declared the novel coronavirus (COVID-19) outbreak a global pandemic.² Covid's status declared as a global pandemic due to positive cases spreading outside China that peaked up to thirteen-fold increase in the infected country. This virus develops very rapidly due to its characteristic rapid spread through droplets and is supported by human mobility which is very fast even not only done domestically, but across countries. Based on data from the Worldometer, currently positive cases of Covid in May 20th, 2020 have reached 4,961,283 and spread to 215 countries around the world.³

The presence of COVID-19 as a global pandemic in dealing with the world has created new problems for every country that has been infected with this virus, including Indonesia. In Indonesia, COVID-19 cases have reached 20,162 positive cases. The number of cases was obtained after the government in total examined 219,975 specimens. The examination is carried out using the polymerase chain reaction (PCR) method and molecular rapid test.⁴ The large spread of the COVID-19 virus from January to May 2020 continues as if it was unstoppable. Delays in early identification of the spread of the virus, weak protection policies for regional entry points in a country or region, delays in the country's systematic response in controlling the spread of the virus, to a small supply of

¹Helen Briggs, Coronavirus: WHO developing guidance on wet markets, <https://www.bbc.com/news/science-environment-52369878> (accessed 12 May 2020, 17.08)

² Cucinotta D, Vanelli M. WHO Declares COVID-19 a Pandemic. *Acta Biomed.* 2020;91(1):157-160, March 19 2020

³ <https://www.worldometers.info/coronavirus/> (accessed 21 May 2020, 19.20)

⁴ Tendi Mahadi, Rekor! Jumlah kasus corona di Indonesia hari ini bertambah 973 kasus, <https://nasional.kontan.co.id/news/rekor-jumlah-kasus-corona-di-indonesia-hari-ini-bertambah-973-kasus> (accessed 22 May 2020, 21.08)

personal safety equipment and health facilities, are among several factors why the spread of the virus has become so massive in various parts of the world, including in Indonesia.

As a result of the spread of the epidemic and transmission of the COVID-19 virus, many people are sick and infected, moreover, it causes death. Not only that, the lack of personal protective equipment for medical personnel, causing medical personnel such as doctors and nurses to be very vulnerable and some are infected with the COVID-19 virus. This is become the point where the government is tested in all policies and regulations whether it meets the conception of good governance or whether the efforts in good governance have been fulfilled. (at least carrying out the entire mandate of Law No. 6 of 2018 on Consequences of Health⁵ consistently and in totality) in working together to deal with the COVID-19 outbreak.

According to some of the statements and problem above, this paper is intended to discuss government regulations and policies in implementing the good governance in dealing with the COVID-19 pandemic and whether the steps taken are appropriate to suppress the positive number of COVID-19 in Indonesia which continues to increase every day.

B. Discussion

1. The Understanding of Good Governance

Good governance is a prominent issue in the management of public administration. This is reflected in among others the intense demands of the people on the State organizers, both in the government, the legislature and the judiciary to organize good governance. This demand came not only from the people of Indonesia but also from the international community.⁶ The concept of "governance" involves not only the government and the state, but also the role of various actors outside the government and the state, so that the parties involved are also very broad.⁷

⁵ Law No. 6 Year of 2018 on Health Quarantine

⁶ Sjahrudin Rasul. "Penerapan Good Governance di Indonesia dalam Upaya Pencegahan Tindak Pidana Korupsi" *Mimbar Hukum - Fakultas Hukum Universitas Gadjah Mada* [Online], Volume 21 Number 3, 23 February 2012

⁷ Joko Widodo, *Good Governance; Telaah Dari Dimensi Akuntabilitas, Kontrol Birokrasi Pada Era Desentralisasi Dan Otonomi Daerah*, Surabaya: Insan Cendekia, 2001, p. 18

The United Development Program (UNDP) defines governance as governance is the exercise of economic, political, and administrative authority to manage a country's affairs at all levels and means by which states promote social cohesion, integration, and ensure the well being of their population.⁸ Thus, governance has three related pillars namely economic, political, and administrative. These three elements must be interconnected and work with the principles of equality, without any effort to dominate one party against the other in order to create good governance itself. The principles of good governance include⁹:

- a. Community participation: all citizens have a voice in decision making, both directly and through legitimate representative institutions representing their interests. The overall participation is built on the basis of freedom of association and expression, and the certainty to participate constructively.
- b. The rule of law is upheld: the legal framework must be fair and be applied indiscriminately, including laws relating to human rights.
- c. Transparency: transparency is built on the basis of free information. All government processes, institutions and information are necessary
- d. Can be accessed by interested parties, and the information available must be sufficient to be understood and monitored.
- e. Caring and stakeholders: institutions and the whole process of government must try to serve all interested parties.
- f. Consensus-oriented: good governance bridges different interests in order to build a comprehensive consensus on what is best for community groups, and if possible, consensus on policies and procedures
- g. Equality: all citizens have the opportunity to improve or maintain their welfare.
- h. Effectiveness and efficiency: government processes and institutions produce results according to the needs of citizens and by using available resources as optimal as possible.

⁸ Sedarmayanti, *Good Governance (Kepemerintahan Yang Baik)*, Bagian Kedua, Bandung: CV. Mandar Maju, 2004, p. 3.

⁹ Koesnadi Hardjasoemantri. *Good Governance Dalam Pembangunan Berkelanjutan Di Indonesia*. Paper for VIII National Law Development Workshop in Bali, 15 July 2003.

i. Accountability: decision-makers in government, the private sector, and community organizations are responsible, both to the community and to the institutions concerned.

j. Strategic vision: leaders and communities have a broad and far-reaching perspective on good governance and human development, as well as sensitivity to what is needed to realize this development. In addition, they must also have an understanding of the historical, cultural, and social complexities that are the basis for that perspective.

2. The Development of the COVID-19 Cases in Indonesia and the Government's Response

Since the issue of the outbreak of COVID-19 in the world has spread, all components of government and the world community seem to be tidying up and preparing for the worst-case scenario that will be obtained because of the rapid spread of the virus. This also has certainly become a main concern of the Indonesian government, but there is no significant point where the application of the law must be carried out for preventive action.

Special attention to the corona virus taken in Indonesia when the government announced the first 2 cases that were suspected of contracting the corona virus to the public on March 2, 2020.¹⁰ Following up on the COVID-19 virus response, the government immediately rushed to make a legal product for the task force to help suppress the development of COVID-19 also following up on WHO regulation that COVID-19 is a global pandemic on March 11, 2020, on March 13, 2020 the Indonesian President then issued a Presidential Decree No. 7 of 2020 concerning Task Force for the Acceleration of Corona Virus Disease 2019 (COVID-19), which was later revised to Presidential Decree No. RI. 9 of 2020 with the main task of anticipating the impact of covid-19 in Indonesia and strengthening the implementation of the task force for acceleration of COVID-19 in Indonesia.¹¹

¹⁰ Breaking News: Jokowi Umumkan Dua Orang di Indonesia Positif Corona”, <https://nasional.kompas.com/read/2020/03/02/11265921/breaking-news-jokowi-umumkan-dua-orang-di-indonesia-positif-corona> (accessed 16 May 2020, 13.04)

¹¹ Presidential Decree, No 9 of 20 March 2020

It was only on March 31, 2020 that the Indonesian central government issued 3 (three) legal products regarding the response to COVID-19 outbreak efforts:

1. RI Presidential Decree No. 11 of 2020 concerning Corona Virus Disease 2019 (COVID-19) Emergency Public Health Determination;
2. Government Regulation No. 21 of 2020 concerning Large-Scale Social Restrictions in Order to Accelerate Handling of Corona Virus Disease 2019 (COVID-19), and;
3. Government Regulation in Lieu of Law (Perppu) No. 1 of 2020 concerning State Financial Policy and Financial System Stability for Handling Corona Virus Disease 2019 (COVID-19) and / or In Order to Face Threats that Harm National Economies and / or Financial System Stability.

Then on 3 April 2020 the Indonesian Minister of Health issued Minister of Health Regulation No. 9 of 2020 concerning Guidelines for Large-Scale Social Restrictions in the Framework of Accelerating Handling of COVID-19. The Minister of Health regulates the procedures for applying for PSBB determination, procedures for establishing PSBB, implementing PSBB, monitoring reports during PSBB, and so forth. Therefore, this regulation of the Minister of Health is more technical and administrative in nature, especially related to the context of regulating administrative aspects in the application and implementation of the PSBB.¹²

In addition to the Ministry of Health, the Republic of Indonesia Ministry of Manpower also issued Circular of the Minister of Manpower No. M / 3 / HK.04 / III / 2020 concerning Worker / Labor Protection and Business Continuity in the Prevention and Countermeasure of COVID-19, which calls on companies to implement Work from Home schemes for their workers and protection of workers rights positive for COVID-19 virus.¹³ Work from Home is taken as a solution on the basis of anticipating the rapid spread of the corona virus by not making a crowd at one places at a time.

¹² Minister of Health Regulation No. 9 of 2020 concerning Guidelines for Large-scale Social Restrictions

¹³ Circular of the Minister of Manpower No. M / 3 / HK.04 / III / 2020 concerning Worker / Labor Protection and Business Continuity in the Prevention and Countermeasure of COVID-19

3. The Efficiency of Large-scale Social Restrictions as a Policy that Taken by Indonesian Government in the Midst of Pandemic According to Good Governance Principle

Policy is a social practice, it is not a single or isolated event. Thus, policy is something that is produced by the government which is formulated based on all events that occur in the community. This incident grew in the practice of social life, and was not an event that was independent, isolated, and foreign to the community.¹⁴

Broadly speaking, policy implementation is described as what is clearly defined by policy makers (government) which will have certain impacts such as the detailed program specifications, namely how and where the institution or organization should run the program, and how the law or program is interpreted. In addition to the allocation of resources namely how the budget is distributed, the personnel who will carry out the program and the organization responsible for implementing the program and decisions, namely how the decisions will be made.¹⁵

Efforts to prevent and break the chain of distribution of COVID-19 in Indonesia require discipline in many aspects, especially the social life of the community. In a pandemic situation, a very strict discipline method is needed for social life in the form of physical distancing. This method is considered the most effective effort to prevent and reduce the spread of this virus. In implementing good governance, there are several policies taken by the government as the best step to prevent the spread of the virus, including Large-scale Social Restrictions or in Indonesia called as *Pembatasan Sosial Berskala Besar* (PSBB) are certain activities in an area taken by Coronavirus 2019 (Covid-19).¹⁶ PSBB itself is one of the government's strategies in preventing the possibility of spreading the corona virus, a follow-up to physical distancing that the government has previously echoed to the public.

¹⁴ M. Thoha. (2012). *The Primary Dimensions of Public Administration*. Jakarta: Raja Grafindo Persada.

¹⁵ Jann, W., & Wegrich, K. (2007). *Theories of the Policy Cycle*. In F. Fischer, G. J. Miller, & M. S. Sidney, *Handbook of Public Policy Analysis Theory, Politics, and Methods* (pp. 43-62). New York: CRC Press Taylor & Francis Group.

¹⁶ Government Regulation (PP) No. 1 of 2020 art. 1

According to Permenkes Art. 13, the implementation of large-scale social restrictions includes:

- a. school and workplace entertainment;
- b. restrictions on religious activities;
- c. restrictions on activities in public places or facilities;
- d. restrictions on social and cultural activities;
- e. restrictions on modes of transportation; and
- f. restrictions on other activities specifically related to defense and security aspects.

However, there are exceptions to the application of PSBB for eight specific sectors, including health, food, energy, communication services, communication media, financial and banking sectors including capital markets, logistics distribution of goods and daily retail needs, such as grocery shop stalls and other strategic industries.¹⁷

Thus, to be stipulated as a PSBB, a province / district / city must meet the two criteria. First, the number of cases or deaths due to disease has increased and spread significantly to several areas. Whereas the second criteria is that this area of disease also has epidemiological relationships with similar events in other regions or countries. From these two criteria, the Minister of Health can determine whether or not the area or region is suitable for the implementation of the PSBB itself.¹⁸

PSBB in Indonesia is also implemented in several cities in Indonesia. According to the Task Force for the Acceleration of Handling COVID-19 reported that as of Friday (05/22/2020) there were 29 regions implementing PSBB consisting of 4 provinces and 25 districts / cities.¹⁹

The follow up of this PSBB itself is the issuance of a ban on going home for the community that has been established from April 24 to May 31, 2020. This transportation control is carried out in order to prevent the spread of corona virus

¹⁷ Ameidyo Daud, Alasan Pemerintah Terapkan PSBB: Masyarakat Tak Disiplin 'Jaga Jarak', <https://katadata.co.id/berita/2020/04/08/alasan-pemerintah-terapkan-psbb-masyarakat-tak-disiplin-jaga-jarak> (accessed 17 May 2020, 16.07)

¹⁸ Regulation of the Minister of Health of the Republic of Indonesia No. 9 of 2020 art.13

¹⁹ <https://palu.tribunnews.com/2020/05/23/data-terkini-wilayah-psbb-di-indonesia-total-4-provinsi-dan-25-kabupatenkota> (accessed 24 May 2020, 18.29)

disease 2019 (covid-19) in the middle of the mudik season prior to the Eid al-Fitr 1441 H. This temporary ban is also carried out by various modes of transportation, namely land, sea, railroad and air. This prohibition applies to destinations subject to PSBB and the red zone where the COVID-19 spread.²⁰ However, it did not last long, the regulation was later amended and it was planned that all modes of transportation could resume operations on May 7, 2020, but with restrictions on criteria.²¹

Until now, the effectiveness of PSBB can not be only seen from the development of case numbers. There are many other things that can be seen such as whether there are still residents who do not wear masks, there are still crowds, or the number who are still desperate to go back and forth when PSBB. However, these matters cannot be calculated definitively because the government has not provided relevant data. Moreover, the government has also never issued official indicators related to the success of the PSBB.

4. Government Communication as the Key in Implementing Good Governance

Communication is the process of carrying out / delivering news / news / information containing meaning from one party (person or place) to another party (person or place) in an effort to gain mutual understanding.²² On the other hand, Berlo put forward communication as an atmosphere that is full of success if and only if the recipient of the message has a meaning for the message where the meaning obtained is the same as what was intended by the source.²³

Effective public communication is at the forefront of efforts to provide accurate information, foster trust and security to the public in crisis situations. The government is demanded to be able to become an authoritative reference of information for the community, in the midst of a situation full of uncertainty. The availability of reliable information sources is increasingly crucial, given the increasingly unstoppable information flow due to the rapid

²⁰ Regulation of the Minister of Transportation of the Republic of Indonesia No. PM 25 of 2020

²¹ Retia Kartika Dewi, 3 Kebijakan Kontroversial Pemerintah Saat Pandemi Corona, Apa Saja?, <https://www.kompas.com/tren/read/2020/05/12/125401165/3-kebijakan-kontroversial-pemerintah-saat-pandemi-corona-apa-saja?page=2> (accessed 17 May 2020, 21:34)

²² Wursanto Ig (2001). Ilmu komunikasi teori dan praktek. Yogyakarta. Kanisius

²³ Erliana Hasan. (2005). Government Communication. Bandung: PT. Rafika Aditama.

advancement of information technology. Information can spread quickly through social media and often obscures accurate information and misinformation that is misleading.

There are four pillar public communications related to COVID-19 includes²⁴:

1. The appeal of the community to remain calm and alert
2. Coordination with related agencies.
3. Providing access to information to the media
4. Mainstreaming the movement "wash hands with soap"

Communications that have been made by the central government include forming a communication team. This communication team is also distributed in a variety of different forms and ways, such as the appointment of a spokesperson from the Ministry of Health that we usually see on TV every day to inform the latest updates about the corona virus. This update includes the amount and distribution of People at Risk (ODR), number and distribution of Persons in Monitoring (ODP), number and distribution of Patients in Oversight (PDP), number and distribution of patients who have been declared healthy, amount and distribution of specimens taken and total and distribution of results of laboratory tests on specimens. In cyberspace, the central government also develops media centers and websites as the main information reference. The central government is also seeking other explanations that support knowledge about the corona virus anticipation starting from the basic explanation of what is COVID-19, explanation of the prevention of COVID-19 outbreaks, health checks and fees charged, an explanation of hoaxes and disinformation and an explanation of quarantine and quarantine which can be done at home.

However, in the implementation of public communication, there are some things that seem to need to be considered as notes that can be improved in the future such as²⁵:

²⁴ <http://ksp.go.id/wp-content/uploads/2020/03/Protokol-Komunikasi-COVID-19.pdf> (accessed 18 May 2020, 16:41)

²⁵ Formulated from the # 3 FISIPOL UGM Discussion Series "COVID 19 Public Crisis Communication" Yogyakarta, 7 April 2020

1. There is no single channel of public information

At the beginning of the COVID-19 crisis, what developed was multiple sources of information, both based on regional and national information, as well as between institutions. In addition, there is no one reference channel of information (for example in the form of an official website) which was prepared from the beginning by the government which contains various information related to COVID-19. The lack of reference information makes various parties take independent steps that are not entirely based on accurate data. As a result, many actions taken by both local government and the community tend to be over reactive, not on target, and even irrelevant to the handling of COVID-19. This information crisis causes side effects from crisis situations that are not easy to manage.

2. Community Failure to Capture Accurate Information

The failure of the government to manage effective public communication results in the public losing the ability to understand problems accurately and reliably, especially to help them respond to the plague appropriately. Accurate information can be a basis for people to act and respond to crisis situations better. Conversely, misinformation can keep people away from the right solution in responding to outbreaks, and can even worsen the situation. Misunderstandings about the pattern of virus spread, for example, can actually cause people to take part in spreading the virus. Even the incomplete information on the funeral procedures for victims of COVID-19, for example, actually gave birth to excessive and inappropriate community reaction. The ambiguity of public information messages conveyed by the government will cause the community to fail to understand the crisis problem properly.

In minimizing infodemic events amid the government's approach through public communication, things that can be recommendations are:

1. The role of leadership in public communication

Effective public communication in times of crisis requires strong leadership. Strong leadership is needed to provide guidance to all parties involved in handling the crisis. Strong leadership will also ensure that

public officials do not issue statements that are not in accordance with their competence and authority, and conflict with one another.

2. Guaranteed public access to crisis information

Comprehensive information about the crisis must be shared knowledge, not only among the government but also the wider community. Equivalent information will facilitate policy making and at the same time ensure that the policy runs effectively. Considering Indonesia's diverse social and geographical conditions, a public communication system needs to be developed so that it can reach all regions and walks of life, without being held hostage by urban biases and certain segments of society.

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4. Firmness in controlling misinformation and disinformation

Misinformation and disinformation become its own dangers that can worsen pandemic conditions. For this reason, it is very important that the government develops a system for detecting developing misinformation and disinformation, as well as preparing a valid counter information. With this system, the public will obtain a clear and reliable source of information

C. Conclusion

COVID-19 global pandemic provides lessons and of course direct practice to the community through the implementation of good governance and policies taken by the government in deciding something. The implementation of good governance concretely is carried out through legal products with the PSBB act as an example. In order to implement this good governance, of course the government must have a good public communication approach so that the public

knows the actual data and what steps the public should carry out with the directions that have been systematically compiled. Good cooperation between the government and the people can also produce good results in order to ward off the COVID-19 pandemic one day.

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