

Dynamic Governance and The Strengthening Community Participation in Countermeasure Coronavirus Disease

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Abstract

This article discusses the strengthening public participation in the countermeasure and prevention of coronavirus disease-19. The main issue in this study is related to the complexity of the problem to counteract and prevent Covid-19, such as the existence of a gap between planning and objectives in government policy instruments, lack of public participation, and awareness in supporting government policies in preventing Covid-19. Preliminary observations made by researchers indicate the importance of examining research issues using dynamic governance theory and policy instruments. The research was conducted using a qualitative descriptive approach with data collection techniques through interviews, observation, and documentation study. The preliminary findings of the study indicate that the implementation of dynamic governance capacity, and public participation in the countermeasure and prevention of Covid-19 has not been fully implemented due to several factors, such as the inadequate capabilities of public sector organizations, internalization of government organizational culture and problems of community participation. Therefore, it is necessary to encourage strategic policy instruments through the dynamic governance concept approach to support the success of the countermeasure and prevention of Covid-19.

Keywords:

dynamic governance; community participation; covid-19

Introduction

The Covid-19 pandemic health crisis, which is now threatening the world in several aspects, has changed patterns and social relations in a more participatory society in response to the 2019 coronavirus (COVID-19) outbreak. On the effort of helping the nation when the social restriction regulations being implemented during the Covid-19 pandemic era, the society participated through various community and volunteer support (Marston et al., 2020). It can be seen in several European countries, community support with various patterns of participation such as in the UK which involved around 750,000 people who have registered as social volunteers as a form of social solidarity and the spirit of community participation

(Butler, 2020). In Spain, social solidarity built by establishing a network of volunteers to provide assistance such as medicine and food to people who are sick during the lock down (Villadiego, 2020). Meanwhile, in Asia such as India, community involvement plays an important role in planning local level actions in collaboration with local agencies to identify vulnerable households, provide support for elderly and those in quarantine, while developing better communication strategies (Cooley & Lin, 2020).

The importance of participation in building the spirit of togetherness in facing Covid-19 Pandemic because the success and effectiveness of social distancing and physical distancing policies greatly depend on the awareness level and community involvement. Empirical evidence shows that community involvement and participation is the basic principal in dealing with outbreaks and pandemics (Rifkin, 2014). Besides that, the community participation is very important because people can identify the best solutions for their respective society; they are able to optimize their knowledge of the surrounding conditions; can provide an understanding of the stigma and structural barriers that occur; and position themselves within a community in the collective planning (Adenipekun, 2020).

Participation is an important dimension for the nation and society, which can be seen based on the constitution Number 4, 1984 regarding infectious disease outbreaks, which states that efforts to control outbreaks are carried out by actively involving the society. This active participation emphasized in the Government Regulation of Republic of Indonesia Number 40, 1991 concerning the prevention of infectious disease outbreaks by providing information on the presence of patients or suspected patients of the plague; assisting the implementation of epidemic control efforts; mobilizing community motivation in efforts to overcome the epidemic; provide manpower, expertise, funds or other forms of assistance. However, apart from the importance of community involvement, the comprehension and practice of participation still faces obstacles because the context of participation in a health crisis is different from participation in general. This is because analyzing community participation in fighting COVID-19 requires knowledge of the participation model used and based on where residents live within the social and health system (Júnior & Morais, 2020).

Community participation comprehended and developed by (Brunton et al., 2017) can be used as one of the recommendations through a utilitarian approach and social justice. The utilitarian perspective seeks the population's involvement with specific goals for disease

control or program implementation. Meanwhile, the social justice perspective is an expanded participatory approach with the focus of community empowerment and development. Social and structural changes are at the center of social justice concerns. The model assumes that society is mobilized and supported to participate, negotiate, influence and control the health decisions and actions.

Community participation in responding to the Covid-19 pandemic in Serang City, Indonesia as the focus of this research has not been conducted optimally and it has faced various obstacles such as the conducted participation has not been able to increase public awareness, lack of public knowledge and comprehension resulting in low public response to government policies, and participation carried out by the community is still partial. The impact of this problem led to high cases of Covid-19 spread in Serang City which was recorded to have increased from November 3, there were 525 people, then on November 5, 2020 there were 540 people and 560 people by November 7, 2020.

From the problems that have been described, encouraging policies that are able to give synergy on public participation with the government is a necessity and this policy preference is a dynamic governance approach as an approach that is constantly changing and emphasizes the three capabilities that the government must have, which are: think ahead - the ability to analyze future conditions full of uncertainty from the external environment by looking at new opportunities and existing potential threats; think again-the ability to evaluate and identify changes in policies that have been determined in order to obtain better results and quality; think across - the ability to cross traditional boundaries to "think beyond borders", also to "learn from others" when there are good ideas that can be adopted and adapted as new innovations in policy making (Neo & Chen, 2007).

Research on public participation in the response to the Covid-19 Pandemic has been carried out by (Adenipekun, 2020; Cooley & Lin, 2020; George et al., 2015; Pavlovic, 2020; Popay et al., 2007). Then the research of (Sururi & Mulyasih, 2017) and (Butler, 2020) specifically discussed the community participation within the dimensions of handling solutions in society with participatory instruments. However, from some of these studies, there were no researches on community participation through a dynamic governance approach.

The purpose of this research is to discuss community participation in countermeasure and prevention the COVID-19. We present the dynamic governance perspective as the main analytical instrument that supported by the literature and the concept of public participation.

Method

Research Method

This research used a case study approach. This research method was chosen to comprehend and obtain an in-depth understanding of community participation in countermeasure and prevention the Covid-19 Pandemic from the perspective of Dynamic Governance. And this interaction cannot be explored using survey instruments (Merriam, 2013).

Sampling Procedure

The purpose of sampling is one of the most important differentiating instruments of qualitative research, and the selection of cases that are rich in information for in-depth study (Patton, 2002). The location selection is based on the assumption of covid-19 case character towards community participation (Yin, 2014).

Data Analysis

The data analyzed using the systematic qualitative data analysis proposed by (Miles et al., 2014). Interviews were analyzed through the process of data classification (data coding), labeling and category arrangement. In preparing the data classification process, it was based on research questions and interview transcripts. After categorizing the data, the data were coded and a theme was arranged. The theme order is adjusted to the interview data used. These themes, then marked to be constructed and described to get the essence of what the data was trying to convey. Each theme was arranged according to each category and compared with all interview transcripts and placed in the same group.

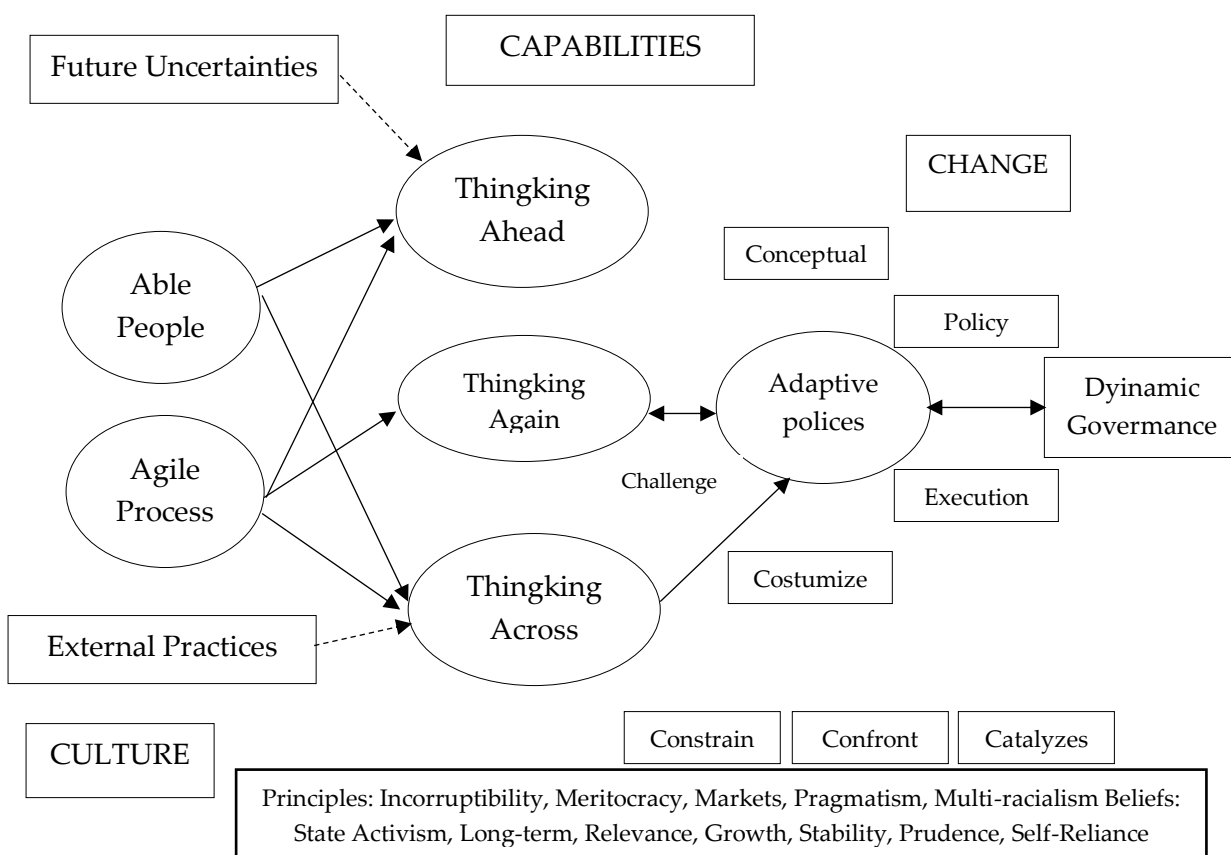
Discussion and Findings

Community participation on countermeasure Covid-19 in Serang City still faces various problems. The research findings based on the results of interviews and examination

of documentation show that the conducted participation has not been able to increase public awareness, there is still a lack of community knowledge and comprehension, resulting in low public response to government policies, and the community participation is still partial.

To reflect on the strengthening of community participation in countermeasure and prevention Covid-19, we used the Dynamic Governance approach elaborated by (Neo & Chen, 2007) which synergized with the concept of community participation from some literature. Schematically, the dynamic governance approach can be seen in Figure 1 below:

Figure 1.
Dynamic Governance System Framework



Source: Neo & Chen, 2007

The Dynamic Governance approach begins with a major lever to develop capabilities supported by people who have competence or skills and people who are agile or quick. In the context of this research, based on interview result, community participation in handling Covid-19 has been supported by the capability of instruments that consist of community leaders, religious leaders and an active community support who contribute to problem solving so that it can be described that the ability and speed aspects of participation have been

fulfilled. If the results of the study confirmed based on (Rifkin, 2014), that stated community participation involves actions that contribute to direct control of the problem, then there is compatibility so that according to the researcher's argument, the aspects of agile people and agile processes have been implemented effectively.

The external environment context is important in influencing dynamic governance due to future conditions that are full of uncertainty and for the effective participation relevance, the effectiveness of policies that always adapt to environmental changes must be carried out. Participation in countermeasure and prevention Covid-19 is different from participation in general, so that the effectiveness of participation is not only determined by public awareness but also by socio-economic and structural awareness (Júnior & Morais, 2020). Problems such as determining social distancing in certain aspects make it very difficult to practice participation in several areas in Serang City amidst the density of human settlements and very close distances from houses to houses.

The dimensions of cultural heritage, values, beliefs, institutions and habits greatly influence the attitudes and behavior of the community even though there is a tendency for customary or cultural institutions to no longer get the position they should be (Iriany & Pasciana, 2019). The research context in Serang City, Banten showed that the concept of participation has not been internalized with the people culture of Serang city which is still full of traditions and culture such as Qur'an recitation events at mosques or musholla, social gathering between residents and religious rituals which are socio-cultural assets that should be a means of social cohesion for the community to unite. And become an informal convention for the Serang City Government to conduct socialization and campaign for the Covid-19 health protocol policy. This can be done with a community-based participation model as proposed by (Rifkin, 2014) and (George et al., 2015), which systematizes the three ways in which communities participate in health action: community mobilization, collaboration, and community empowerment.

Then, the important points of the Dynamic Governance approach are three cognitive abilities that must be possessed, they are think ahead (a leader's ability to think ahead and anticipate), think again (the ability of a leader who is able to review the results of his thoughts) and think across (the ability of a leader who is able to think lateral, horizontal and cross-disciplinary).

a) Think Ahead (A Leader's Ability to Think Ahead and Anticipate)

The central and local governments must have a forward-thinking paradigm to comprehend how the future will potentially affect the state and implement policies to ensure that the community is able to overcome potential threats and take advantage of the new opportunities that are available. Community participation as an important key in overcoming Covid-19 must be accompanied by a transparent and participatory decision-making process so that it can increase trust among citizens while ensuring that vulnerable groups, who are most affected by the pandemic, such as the poor, women and marginalized groups get priority treatment. As stated by (Pavlovic, 2020) transparency is an important policy asset so that people are able to have a high level of trust in leadership.

b) Think Again (A Leader's Ability To review the thinking result)

The rapidly changing environment demands leadership that is capable of making effective progressive policies with careful and wise thinking. Therefore, re-evaluating the concept of community participation in handling Covid-19 needs to be rethought to assess whether it is still relevant to the national agenda and the long-term needs of the community. Programs and policies must be revised in order to continue to be effective in achieving goals.

In the context of this research, there are several problems, such as the level of community's knowledge and comprehension, which results in the low response to government policies, and participation by the community which is still partial. If this problem is analyzed according to the participatory change theory model developed by (Popay et al., 2007) for supporting participatory practices in UK, it can become a health service-based participation model such as the Covid-19 pandemic. In this case, participation is differentiated according to its objectives and consists of four approaches, they are: 1) informing; 2) consulting; 3) joint production; and 4) community control. According to the author's perspective, participatory practice must develop in a condition where society has broader control over all decisions.

c) Think Across (A Leader's ability To Think Lateral, Horizontal and Cross-Disciplinary)

Third, in the economy new knowledge, survival requires constant learning and innovation to meet new challenges and take advantage of new opportunities. This means that governments need to think across national borders and traditional domains in search of

interesting ideas and practices that they can adapt and contextualize to their domestic environment (Neo & Chen, 2007).

The government should develop the ability to think ahead, think over and think beyond, about the ideal public participation. The revision process with the aim of being effective must be carried out by observing the conditions of community participation in a comprehensive manner. Steps to ensure public participation and ensure collective responsibility in handling COVID-19 by building a culture of solidarity, trust and kindness.

The three fundamental concepts are developed together with an adaptive approach to all changes that occur so that policy changes and decisions can be made to realize dynamic governance. And the following is a summary of steps the government can take to ensure public participation and ensure collective responsibility in their response to the COVID-19 pandemic. These guidelines are applied in countries that have successfully handled the COVID-19 outbreak (Adenipekun, 2020), which are as follows:

1) Communicate the Risks Involved Clearly

Communication is the key. With clear channels of communication between government and all sectors, it can operationalize policy into action. Providing information through transparent and consistent communication will encourage and increase the level of trust and positive response from groups that become policy recipients.

2) Transparent and consistent information by trusted leaders

Transparent and consistent messages must be carried out by leaders who are trusted by the public, who are able to adapt to community and cultural norms for accelerating public awareness of the health crisis.

3) Consistently Highlight the Role of Social Responsibility During the Government Pandemic

Consistent social responsibility is essential to slow the transmission of Covid-19 pandemic and encourage individuals to implement health protocols, which include frequent hand washing, avoiding touching faces if unnecessary, using masks properly, minimizing contact with other people, seeking medical care as early as possible.

Conclusion

In order to achieve public participation, it is important to understand that an ideal relationship between society and government is difficult to build quickly. Therefore, consistently encourage the process of internalizing a culture of participation from time to time to strengthen sustainable and inclusive participation. Even though it is difficult, with the level of sensitivity and awareness with various understandings, knowledge and experiences that the community has, it is hoped that community participation can reduce the prevention and transmission of Covid-19 pandemic.

The Dynamic Governance approach is one of the instruments that is expected to be able to ensure that participation to be stronger, more effective and more sustainable. This is because community participation is an important key in overcoming Covid-19 pandemic. Another important recommendation is expected through a dynamic governance approach, building a more effective synergy between society and government.

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