

Collaborative Governance in Combating Covid-19 in the Vuca Era in Cilacap Regency

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Abstract

The development of strategic public administration issues is faced with the implementation of collaboration between elements or *collaborative governance*. A fascinating public issue to be studied in Indonesia is the problem of disaster management, considering that Indonesia is a highly disaster-prone area in the world. Lately, the disaster has focused on efforts to overcome Covid-19 which threatens people's lives and livelihoods. Cilacap Regency is the largest district in Central Java Province, with a disaster risk index with a high-risk category. Almost all disasters are in Cilacap Regency, such as floods, landslides, and the potential for a tsunami that has a high risk of happening in Cilacap because there are activities along the south coast. The researcher wants to achieve the research objective of seeking collaborative governance in dealing with Covid-19 in the VUCA era in Cilacap Regency. The research method used in this study is qualitative. Design study which conducted with use case study approach. The results of the study show that the collaborative governance process in dealing with the Covid-19 disaster in the VUCA era in Cilacap Regency provided a stimulus for each region in restoring conditions in aspects of life, both primary education, health, and financial services. In the face-to-face dialogue, the collaboration process has been carried out well through communication and coordination that can unite views. Indeed, disasters are a shared responsibility by synergizing between institutions. The role of communication between institutions is essential in learning mutual understanding and trust-building.

Keywords:

covid-19; VUCA; collaborative governance; trust-building

Introduction

The development of strategic issues of public administration is faced with the implementation of inter-elements collaborations or collaborative governance. The concept of collaborative governance is the process and structure of public policy and management decision-making that involves constructive actors at the boundaries of public, government, community and private institutions. Digital transformation is an innovation of policy

alternatives in solving public problems. Utilization of digitalization facilities can be a catalyst for the development of public administration through breakthroughs in increasing public capacity and services.

A very interesting public problem to be studied in Indonesia is the problem of disaster management, considering that Indonesia is a highly disaster-prone area in the world. Based on 2018 World risk report data, Indonesia ranks 36th with a risk index of 10.36 out of 172 countries most prone to natural disasters in the world. This condition is caused by the tectonic presence of Indonesia which is the meeting place of the world's three tectonic plates (Eurasia, Indo Australia and the Pacific), volcanically as an active volcanic pathway known as the Pacific ring of fire (Hermon, 2014). This condition later became the cause of earthquakes, tsunamis and volcanic eruptions (Hadi et al, 2019).

The disaster risk index describes in detail the level of vulnerability of an area in Indonesia by assessing the potential likelihood and magnitude of the impact caused by a disaster. The assessment refers to the hazard index, exposure, damage, and possible victims caused by a disaster (Amri, 2016). Cilacap Regency is the largest district in Central Java Province, with a high disaster risk index category. Almost all disasters founded in Cilacap Regency, such as floods, landslides, and the potential for a tsunami, are at significant risk in Cilacap because there are activities along the southern coast of Cilacap Regency, such as government activities, industry, tourism, and residential areas, so it is often dubbed the "supermarket disaster."

In recent years, disasters have focused on efforts to overcome Covid-19 which threatens people's lives and livelihoods. On September 6, 2020, there were 26,468,031 cases of Covid-19 and 871,166 deaths worldwide (Kemenkes RI, 2020). While in Indonesia, on September 6, 2020, 190,665 cases were confirmed positive for COVID-19, and 7,940 cases died (Kemenkes RI, 2020). Covid-19 has spawned a crisis of governance and policies for handling the pandemic in various countries. Almost all countries, regardless of the status of economic and technological progress, as well as the reliability of the health service sector, are facing uncertainty regarding the issue of Covid-19. The standard of crisis management system seems to have lost its relevance and forced governments in various countries to take policies that tend to be trial and error (Winanti & Mas'udi, 2020).

Disaster problems are a shared responsibility not only from the government side. So it is a vital contribution and synergy from all elements, including the government, society, the private sector, and the military. This collaboration concept is interpreted as “multi-partner governance”, namely governance that can include partnerships between the state, the private sector, as well as civil society, and society, as well as joining government and hybrid arrangements, such as public-private partnerships and private and social partnerships (Emerson & Nabatchi, 2015). In other concepts, collaborative governance is a form of governance structure where one or more public agencies are directly related to non-state stakeholders in a formal decision-making process, consensus-oriented, deliberative, and leading to the formulation or implementation of public policies, or can also take the form of program management or public assets (Ansell & Gash, 2007). Collaborative governance is a public policy development that emerged with a new management system model replacing the old managerial model of policy making and implementation and was present to unite stakeholders (public and private) in consensus-oriented decision making (Stoker, 2004, p.17).

The major obstacle for Cilacap Regency amid the Covid-19 outbreak is considering that the Cilacap area is part of the main land transportation route and the southern route of Java, both with inter-city buses and trains. This route is also connected to air transportation links through the Tunggul Wulung airport and sea transportation routes for food commodities. Other domestic and foreign industries and manufacturers. As of August 31, 2020, the latest data shows that 202 people were in close contact, two suspects were treated, seven confirmed patients were treated, and two died. The following is data collected every month from March to August 2020:

Table 1.
Data on Covid-19 patients in Cilacap Regency

No.	Month	Contact close	Suspect Treated	Confirmation Treated	Death
1.	March	683	34	2	1
2.	April	124	66	14	1
3.	May	10	30	21	1
4.	June	25	9	6	1
5.	July	44	7	5	1
6.	August	202	2	7	2

Source: Cilacap District Health Office 2020

The data above shows that there are cases of Covid-19 in Cilacap Regency, Central Java, which has a very significant case growth rate until the end of August 2020. The cases decreased from March to May, yet the Covid-19 cases reincreased from June until August 2020. This results in comprehensive emergency response control efforts required from this collaborative pattern to reduce the risk of spreading Covid-19 cases in the Cilacap Regency.

The dynamics of handling the Covid-19 pandemic in Cilacap Regency are fascinating for further research. The high level of natural disaster risk and the vulnerability and threat of disasters will one day continue to overshadow the surrounding area. There is a difference in handling natural disasters with non-natural disasters in Cilacap Regency. Natural disasters that often hit Cilacap have been attempted through the actions of stakeholders scheduled in the annual routine consisting of elements of the local government, the Indonesian National Police, and public communities to carry out disaster mitigation simulations through several preparedness and prevention approaches. In contrast to the non-natural disaster Covid-19, the Cilacap Regency Government, with all Forkopimda seeks to find an effective pattern for accelerating the handling of Covid-19; through the responsiveness of the public and strategic efforts to make quick and precise decisions by accommodating input from all stakeholders and all of the members of the community in the task force. So far, the Cilacap Regency Government continues to try to find a pattern of collaboration with Forkopimda elements, the business world, and the community.

Handling the Covid-19 disaster in Cilacap Regency with the threat of potential natural disasters, of course, it is very difficult to find the right pattern in solving this problem. So that the collaborative governance approach has become an alternative policy concept in Cilacap Regency, which is believed to be appropriate for reducing the existing disaster risk, however, it should be noted that the handling of COVID-19 is very dynamic, and there are often changes and patterns of handling that are adapted to conditions and situations. Digital transformation has a great influence in handling Covid-19, both in aspects of community life and livelihoods in the context of community activity patterns. Changes on a large scale (volatility), difficulty in predicting accurately (uncertainty), the complexity of challenges due to various interrelated factors (complexity), and ambiguity of an event with a chain of consequences (ambiguity) or what is referred to as the VUCA criteria (Horney et al. , 2010). In this VUCA era, the Covid-19 response in Cilacap Regency describes environmental conditions that are full of complex,

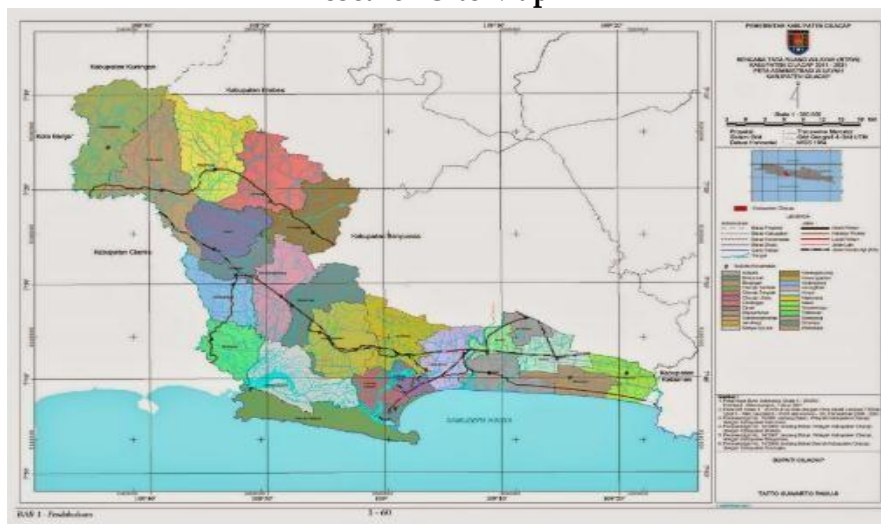
fluctuating uncertainty; the truth of reality is subjective and difficult to predict (Mukhlisah, 2021). From this introduction, the research objective that the researcher wants to achieve is to find out collaborative governance in handling Covid-19 in the VUCA era in Cilacap Regency.

Methods

The research method used in this study is a qualitative research method to obtain accurate information from competent informants in the field of disaster and able to provide information that can support this research. The term qualitative method is a research method carried out to explore and understand the meaning of a social or humanitarian problem that involves various efforts such as asking questions and procedures, collecting data from participants, analyzing data inductively from specific themes to general themes, and interpreting meaning. Complex data from an issue then compile a final report with a flexible structure (Creswell, 2014). The research design was carried out using a case study approach. This research developed an in-depth description and analysis of collaborative governance over Covid-19 in the Vuca era in Cilacap Regency. This design aims to narrow a vast field into one or a few specific things (Nurdin & Hartati, 2019, p.36).

This reaearch was held in Cilacap Regency, following is a map of collaborative governance research areas in the face of disasters caused by Covid-19 in Regency Cilacap. Object study is available to be seen on following image.

Figure 1.
Research Site Map



Source: <https://kominfo.cilacapkab.go.id/peta-cilacap/>

Data were collected with interviews, documentation and observation. Data analysis technique used interactive analysis model. The focus of research studies is on the *collaborative governance process*.

Results and Discussion

The *collaborative governance process* in Ansell and Gash (2007, p.558) begins with *face-to-face dialogue, trust building, commitment to process, shared understanding, and interim outcomes (intermediate outcomes)*. The following is an analysis of the discussion of the collaboration process in this research study.

a. *Dialogue Face to Face*

The results of face-to-face dialogue research on the collaborative process of handling the Covid-19 disaster in the Vuca era in Cilacap Regency show that open communication and coordination are essential elements in uniting views. Coordination meeting activities carried out directly or in a network have been carried out by the Cilacap Regency Fokopimda, who are members of the Covid-19 Task Force team. The dialogue agenda in this joint activity is a momentum to unite views and a forum for proposals that support the acceleration of handling Covid-19. According to Ansell and Gash (2007, p.558), a face-to-face dialogue will be full of verbal communication. Communication is said to be at the heart of collaboration. The communication between the many parties that play a role allows a shared understanding and builds trust and commitment among the stakeholders involved in the collaboration process. Research on collaborative approaches explains that collaboration systems will introduce various types of concepts that bridge a process, especially between the public and private sectors, where diverse interests and needs are resolved through dialogue and collaboration (Innes & Booher, 2003; Evans et al., 2006; Voogd & Woltjer, 2007).

If we look at the global conditions, the Covid-19 pandemic has led the public into the VUCA era where changes occur quickly; even those changes can cause chaos in a system if the people responsible do not innovate more creatively (Kennedy, 2020, p. 134). The current era is known as the VUCA age, an environment of volatility, uncertainty, complexity, and ambiguity (Bahri, 2022). This era of uncertainty began to be felt when the COVID-19 outbreak came, which has put us in this VUCA situation (Poernomo, 2020, pp. 70–71). However, the negotiation approach, according to Johansson (2010, p.371-392), suggests that the role of

negotiations between the parties involved in public policy will significantly determine the direction of change in a policy. The face-to-face dialogue in handling the Covid-19 pandemic in Cilacap Regency has produced the same view in the perception that collaboration is believed; this pandemic is the shared responsibility of all stakeholders in Cilacap Regency. With an open communication pattern and easy access to information, it can provide a responsive attitude of stakeholders to act accordingly, resulting in a built-common understanding and commitment that can be controlled in the field.

Every stakeholder action can be bridged in a collaborative process where diverse interests and needs are resolved through dialogues and collaborations. Negotiations for each stakeholder in Cilacap Regency involved in the Covid-19 handling policy can determine the direction of change and recovery of conditions by minimizing existing risks. All of the stakeholders' elements are expected to positively impact the implementation of the Covid-19 handling policy in Cilacap Regency, which in the long term can restore conditions and achieve community welfare.

b. Trust Building

Building trust in the collaboration process that there is a shared awareness in dealing with the disasters caused by Covid-19 must be handled together. The level of trust is inseparable from the pattern of cooperation built by the Cilacap Regency Covid-19 task force by maintaining good relations between institutions through open communication. The availability of existing resources becomes capital for stakeholders in carrying out their duties; the most prominent capital in this handling activity is the attitude of cooperation between elements of society in the Cilacap Regency. Amid the threat of natural disasters during a pandemic situation like this, it is a challenge for the Covid-19 task force team to emphasize strengthening several disaster sectors, both prevention and readiness to recover the situation.

According to Ansell and Gash (2007, p.558), that building trust is often the most prominent aspect at the beginning of a collaborative process but is very difficult to create. The collaboration process is not only concerned with trust between the stakeholders but is a common starting point for collaborative governance. *Building trust* is an aspect that cannot be separated from face-to-face and past conflicts, which are very influential in building trust so that the collaborative process can run well. This is in line with the results of previous research by Kurniasih et al. (2017), which reveals that good cooperation is required between various

stakeholders, including the government, the community, and the private sector. Implementation practices involving various stakeholders do require several prerequisites, such as a strong network, an adequate level of trust, and accountability from each actor. The results of previous research were also revealed by Sufianti (2014, p.13), who explained that building trust could be described in leadership that equalizes the relationship between the leader and the led and even has to be done from the start before interactive dialogue is carried out so that it can generate trust from the actors. This trust will make communication work because the actors feel that their presence in the collaborative process will be meaningful and will continue to be maintained throughout the collaborative process.

In the VUCA era, the leader's role is strategic in responding to changes. Given the importance of overcoming Covid-19 in the Cilacap Regency, the role of the Forkopimda leadership is very strategic in building synergy in achieving common goals. With these volatile situations, leaders are required to have the ability to unleash everyone's potential by instilling and encouraging them to adapt to the highly confusing VUCA situation. The role of the leader in guiding the organization is very much determined in the VUCA era; the role of a suitable leader being a role model will have a significant impact on the organization's success in achieving the vision and mission.

The collaboration process built to create an adequate level of trust in handling disasters caused by Covid-19 in Cilacap Regency has been built in such a way because of good relationships and communication patterns between stakeholders in Cilacap Regency. It is realized that public problems in the field of disaster are a shared responsibility between parties so that trust can be built prior to the current pandemic because the location of Cilacap Regency, which is a disaster-prone area with a high level of risk, is the responsibility of every existing stakeholder to work and work together to reduce the risk of disaster—existing disaster risks with prevention methods. In supporting the implementation the access to resources in handling the current Covid-19 pandemic in Cilacap Regency, Cilacap Regency has committed and made efforts to strengthen institutional networks, increase the capacity of institutions and personnel as well as open interaction patterns to ensure the accountability of an institution.

c. Commitmen to Process

The commitment to the collaborative process built-in handling of the Covid-19 disaster in Cilacap Regency shows that the implementation of the Covid-19 handling policy in Cilacap Regency is influenced by the commitment of regional leaders and Forkopimda. The leadership role of the Cilacap Regent influences the effectiveness of handling Covid-19 in the Cilacap Regency. It is realized that Cilacap is an area with a high level of disaster risk, so the Regent of Cilacap emphasizes all stakeholders and his subordinate units in the District and Village / Kelurahan to collaborate with each other in handling this disaster phenomenon. The leadership's ability to embrace all elements of society in Cilacap Regency with the support of Forkopimda in providing suggestions and input in making strategic decisions makes Cilacap Regency's development capital in achieving its vision and mission.

According to Ansell and Gash (2007, p.558), stakeholder commitment is an important aspect that can explain the success or failure of collaborative governance. Weak commitment from the main level is a threat to collaboration failure. Because the commitments held by stakeholders, especially from the central level, will tend to the participation of other actors (non-state stakeholders). This shows that the significant commitment from the center is the starting point for the development of public commitments where mutual respect and respect for the interests of each actor are explored. Meanwhile, Huxham and Vangen (2000) conducted research on leadership in the formation and implementation of collaborative agendas by looking at the role of leadership through the media: structure, process, and participants (participants) and observing leadership activities in the collaborative agenda in terms of power management and agenda control. , representation and mobilization of members of the organization, encouragement, and empowerment of members who can achieve organizational goals.

In a subsequent study, Vangen and Huxham (2003) revealed that leadership is essential to embrace, empower and involve stakeholders, then mobilize them to participate in a collaborative process. Based on previous concepts and research, it can be concluded that in building a joint commitment, a leadership role is needed that can accommodate participation between existing stakeholders and is able to provide information to lower units with a clear and directed flow and messages. Leadership in the VUCA world era is also faced with discovering and preserving the essence of the organization. The essence of the organization

consists of the central values (core values) and the main goals (core purpose), which are relatively fixed and uneasy to change over time. The changes that occur lie in operational and cultural practices (cultural & operating practices), as well as specific organizational goals and strategies (specific goals & strategies) in dealing with environmental changes (Collins & Porras, 2011).

Conditions in the Cilacap Regency in handling disasters due to Covid-19, the role of the regional head and the Cilacap Regency Forkopimda leadership has a solid commitment to handle disasters. This is due to the condition of Cilacap Regency, which often occurs in disasters and is classified as a high-risk disaster-prone area. Thus the leadership of the Forkopimda of Cilacap Regency has a shared responsibility in handling disasters in Cilacap Regency. In addition, the Cilacap Regent could accommodate proposals and input from both Forkopimda leaders and OPD elements in the Cilacap Regency in the context of handling Covid-19. Existing information channels, electronic media, and direct socialization to the community can run to the lower units in the Cilacap Regency area.

d. Shared Understanding

Shared understanding in the collaboration process can be concluded that the capacity of existing institutions in the Cilacap Regency area provides an understanding that is in the same direction and in line with the foundation and objectives to be achieved. Stakeholders provide instructions to members and subordinate units to develop understanding in the built collaborative process. The integration of the Task Force members' work implementation for accelerating the Covid-19 pandemic confectionery in Cilacap Regency can be seen in the institution's strategic plan for determining policy alternatives. The direction and goals and vision, and mission of the organization are the primary basis for personnel to carry out their duties responsively—the need for inter-institutional support in understanding the collaborative process as a form of good synergy. In meeting the needs of the public, the institution demands to be responsive as a shared responsibility.

According to Ansell and Gash (2007, p.558), shared understanding in a collaborative process means that stakeholders must develop a shared understanding of what they will achieve together. Such shared understanding includes mission, foundation, goals, shared vision, ideology, clear goals, strategic direction, or alignment of core values. In addition, shared understanding can also be used to define or solve problems that are then sought for

solutions. The definition of shared understanding is closely related to the communication approach, where the process requires dialogue and participation and ultimately results in an agreement. This process is also found in several planning approaches that use a communication base—efforts to build a shared understanding to solve the planning problems. The communication approach has been the subject of thought in transactive planning (Friedman, 1973), communicative planning (Sager, 1994; Innes & Booher, 2000), consensus planning (Innes, 1996; Woltjer, 2000), and collaborative planning. (Healey, 1997; Innes, 1996).

The results of previous research by Sururi (2018, p.11) explain that a common understanding is built from the commitment of policy stakeholders to the following process after the initial conditions are identified. Commitment is shown through the process and results; local governments involved in collaborative governance have a high sense of responsibility for the ongoing process and the results that have been achieved. Trust between local governments to have the same commitment is essential in regulating authority so that all parties can provide mutual support. Shared understanding and internal and external legitimacy in realizing commitments are essential prerequisites for the successful collaboration process. Based on the concepts and results of previous research, it can be concluded that mutual understanding in the collaboration process is the skill of stakeholders in achieving their goals, vision, and mission. In achieving this goal, an open communication mechanism is needed to build trust between stakeholders so that mutual understanding can solve communication-based problems.

The ability of the personnel of the Covid-19 task force team in Cilacap Regency has shown their institutional skills to understand the direction and goals to be achieved in handling Covid-19. In this case, the Cilacap Regency area's vision and mission is the acceleration of disaster management due to Covid-19 and Forkopimda to make strategic efforts with policy alternatives to ensure a safe and conducive condition of Cilacap Regency. In addition, the responsive attitude of institutions in Cilacap Regency who are members of the Covid-19 task force team shows their commitment to serving the needs of the community, supported by elements of the Indonesian National Police in the Cilacap Regency area as a form of catalyst for support for the development of the targeted areas.

e. Intermediate Outcome

The temporary achievements in the collaboration to accelerate the handling of Covid-19 in Cilacap Regency can be concluded that the benefits that are felt directly from the collaborative process of handling Covid-19 in Cilacap Regency have shown a strategic effort from the task force team. The goal of collaborative disaster management is due to Covid-19 in the Cilacap Regency in the medium term, namely the achievement of a pattern of coordination in collaboration among stakeholders in the Cilacap Regency. The participation of the community and the business world motivates the task force team, where elements of the community and the business world synergize by spraying disinfectants in the environment. Elements of the village and sub-district government played an active role in carrying out mask operation activities accompanied by elements of Babinsa and Bhabinkamtibmas, the results of which were able to increase public awareness of complying with health protocols. Regional guidance on an ongoing basis supports government programs to accelerate the handling of the Covid-19 pandemic in Cilacap Regency. In the future, these strategic efforts will be sustainable and tiered in accelerating the handling of Covid-19 in the Cilacap Regency.

According to Ansell and Gash (2007, p.558), collaboration results occur when the goals and benefits of collaboration are relatively real and can be felt. The benefits that can be felt in the medium term are an essential process for building the sustainability and success of the collaboration process, namely with a positive cycle to build trust and commitment. In comparison, the results of previous research by Sufianti (2014, p.8) show that it is expected to be achieved through a "small win" strategic planning and combining facts. Meanwhile, Bertaina et al. (2006) stated that the main principles that are required in the collaboration process are process transparency, diversity and representation of stakeholders, and the ability of all participants to make decisions. After the objective of the collaborative process is established, it is hoped that results will be obtained through combined fact-finding and mutually agreed on findings before finally reaching a consensus. The last thing that can be obtained in this collaborative process is a change in the way of behaving and acting for the participants of the collaborative process, namely the existence of mutual respect and mutual listening among the participants of the collaborative process (Sufianti, 2014, p.9).

The essence of the task force needs to be deepened regarding the goals to be achieved, discovered, realized, maintained, and developed so that environmental change (VUCA world)

can be anticipated appropriately from existing changes (Shen & Kim, 2012; Bartscht, 2015; Rodriguez & Rodriguez, 2015). An organization becomes stronger when it is able to find its essence and is able to involve all elements to collaborate to achieve a common goal, which is called an authentic organization. Authentic organizations facilitate all elements to find and maintain their authenticity in order to renew and carry out reforms to achieve common lofty goals. An organization can be categorized as authentic if its characters, goals, and actions are aligned and mutually support each other (Harquail, 2010).

Based on the results of the collaborative process for handling disasters caused by Covid-19 in Cilacap Regency, it is necessary to build trust in collaborative interactions between institutions and a strong commitment based on a shared understanding of the importance of achieving common goals in handling Covid-19. The strategic efforts of institutions that are members of the Covid-19 task force team in Cilacap Regency are expected to be able to run sustainably as a synergistic effort between stakeholders. The results of the collaboration process are carried out through the process of public information transparency, representation between stakeholders in activities, and the ability of the Regent in his capacity in decision making.

Conclusion

The collaborative governance process in handling the Covid-19 disaster in the VUCA era in Cilacap Regency stimulated each region to restore conditions in aspects of life, including primary education, health, and financial services. In the face-to-face dialogue, the collaboration process has been carried out well through communication and coordination that is able to unite views. It is realized that disaster affairs are a shared responsibility by synergizing between institutions. The role of communication between institutions is essential in realizing mutual understanding and building trust. In building trust in the VUCA era, the role of the leader is very strategic in responding to any changes. Given the importance of overcoming Covid-19 in the Cilacap Regency, the role of the Forkopimda leadership is very strategic in building synergy in achieving common goals. With these volatile situations, leaders are required to have the ability to unleash everyone's potential by instilling and encouraging them to adapt to the highly confusing VUCA situation. The role of the leader in guiding the organization is very much determined in the VUCA era; the role of a suitable

leader being a role model will have an impact on the success of the organization in achieving the vision and mission. Commitment to the process of conditions in Cilacap Regency in handling disasters due to Covid-19, the role of the regional head, and the Cilacap Regency Forkopimda leadership have a solid commitment to disaster management. The ability of the personnel of the Covid-19 task force team in Cilacap Regency has shown their institutional skills to understand the direction and goals to be achieved in handling Covid-19. The vision and mission developed by the Cilacap Regency area, in this case, the acceleration of disaster management due to Covid-19, together with Forkopimda, carried out strategic efforts with policy alternatives that were made to ensure a safe and conducive condition of Cilacap Regency. The results of the handling of Covid-19 in Cilacap Regency can identify the task force's goals to be achieved, discovered, realized, maintained, and developed so that environmental changes (VUCA world) can be anticipated appropriately from existing changes.

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