

National Resilience Strategy On Large-Scale Social Restrictions (Psbb) Through Collaborative Governance

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ABSTRACT: *The Covid-19 pandemic has produced a perfect storm of negative social and economic impacts with inevitable geopolitical consequences. The policy adopted by President Joko Widodo in accelerating the management of Covid-19 at this time is the Large-Scale Social Restrictions (Large-Scale Social Restrictions). The Presidential Decree Number 7/2020 concerning the Establishment of Task Force for the Acceleration of Covid-19 Handling was then amended by the Presidential Decree Number 9/2020 to expand the scope and composition of the Task Force which involves the ministries/agencies involved in accelerating the management of Covid-19. In its implementation, the Task Force has not been able to function optimally due to the lack of community participation, specifically the lack of community arrangements to deal with a pandemic. Therefore, it needs to involve RT/RW in the unit of Task Force officers so that they can be directly involved in the community of the smaller unit. The participation of RT and RW in breaking the Covid-19 chain is very vital since RT and RW are community institutions which are directly linked to the village community. They are the mouth and ears of the government which have for conveying the policies of the government at local (village)/kelurahan, regional, and national level. As the first recipients of the community's aspirations, they are the heart of community conflicts so that it is them who better understand the extent of the problems and conflicts that arise in the community. This study aimed to support the head of the RT and the head of the RW for optimally strengthening their role in the prevention of the Covid-19 epidemic by informing of the presence of a patient or suspect suffering from an epidemic, assisting in the proper execution of epidemic control efforts, and motivating the community to overcome the epidemic.*

Keywords: *National Resilience, PSBB, Collaborative Governance*

1. INTRODUCTION

Coronavirus belongs to a group of viruses originated from the *Orthocoronavirinae* sub-family in the *Coronaviridae* family and the order *Nidovirales*. It can cause diseases in birds and mammals, including humans. The coronavirus causes generally mild respiratory infections in humans, such as cold even though some forms of the disease, such as SARS, MERS, and COVID-19, are more deadly in nature (Nur Rohim Yunus, 2020).

Simultaneously occurring within a short time, the Covid-19 pandemic has produced a perfect storm of adverse social and economic impacts with unavoidable geopolitical consequences. Public health, national and global economies, social stability, and governance are affected individually with extraordinary rates of infection and death and competing national priorities (Jose Segita Hutabarat, Gerawati Krismonika, 2020). Accordingly, it then causes a decline in capacity of all sectors without exception.

Various attempts have been done by the government to combat the spread of Covid-19, starting with the enactment of the PSBB, implementing health protocols, issuing various regulations and policies related to the economy. Also, the government issued the Presidential Decree Number 7/2020 concerning Establishment of the Task Force for the Acceleration of Covid-19 Handling which has been further amended through the Presidential Decree Number 9/2020 to expand the scope and membership of the Task Force which involves the ministries or agencies in accelerating the Covid-19 handling. The Government has also issued several regulatory frameworks focusing on declaring the emergency status of the public health sector, which is regulated in the Government Regulation Number 11/2020. This is followed by the issuance of Government Regulation Number 21/2020 concerning Large-Scale Social Restrictions (PSBB), which later becomes the basis for the issuance of Regulation of the Minister of Health Number 9/2020.

The establishment of the Task Force is very vital to break the chain of the spread of COVID-19 in Indonesia. However, the institutional design of the Task Force is not at the lowest level. The members of the Task Force come from certain groups only, which then may cause an ineffectiveness in implementing the Covid-19 handling.

2. LITERATURE REVIEW

1. National Resilience Concept

According to Wan Usman, national resilience is a dynamic aspect of a nation, covering all aspects of life to remain victorious in the midst of constant order and change (Wan Usman, 2003). The concept of national resilience of a nation is motivated by “What strengths exist in a nation and state, thus it can maintain its survival, what strength a nation and state should have, thus it is can always maintain its survival despite experiencing disturbances, obstacles, and threats both from within and outside the state, and the resilience of a nation to remain victorious supports the meaning of order and stability, which has the potential for change.

According to Soewarso Hardjosoedarmo, national resilience is a condition for the totality of aspects of the nation’s life based on its national insights to create immunity, deterrence, and combat power to be able to interact with the environment at one time in such a way, thus it can guarantee the survival and development of the nation’s life accordingly with its goals.

According to the Broad Outlines of the Nation's Direction 1993 formulation, national resilience is a dynamic condition which is an integration of the conditions of every aspect of the life of a nation and state. National resilience is basically the ability and resilience of a nation to be able to guarantee its survival towards the glory of the nation and state. The success of a strong national development will encourage national development.

R.M. Sunardi emphasized that national resilience is a dynamic condition of a nation covering all aspects of national life which is integrated, containing tenacity and toughness with the ability to develop national strength, in facing and overcoming all challenges, threats, obstacles, and disturbances coming from both inside and outside the state, directly or indirectly endangers the integrity, identity, survival of the nation and state, and the struggle to pursue national goals (Soenardi, 2008).

As a doctrine, national resilience is the best way that exist to implement the welfare and security approach widely and deeply in which the truth is believed, taught, and disseminated by the Indonesian people as guidelines in fulfilling environmental development guidelines for the survival and development of the nation’s life.

As a method, national resilience manifests as a functional unit rather than physical and abstract aspects to solve national problems for the survival and development of the life of the Indonesia.

2. *Growth of Social Institutions*

Social institutions are voluntarily institutions established by the Indonesian community as a means of the same vision, mission, profession, function, and activities to participate in development to achieve national goals within the Republic of Indonesia based on Pancasila, which consists of religious organizations, non-governmental organizations (NGOs), professional organizations, private organizations, social organizations, political organizations, mass media, and other organizations.

Social institutions are derived from the foreign term “social institution”, a system of behavior and relationship that is centered on activities to meet the special needs of a society. In general, the objectives of social institutions are listed as follows:

- a. Provide guidance to community members, how they should behave in dealing with social problems that are mainly related to basic needs;
- b. Maintain the needs of the community concerned; and
- c. Provide guidance to the community to establish a social control system, that is, a system of monitoring from the community on the its members’ behavior.

The establishment of social institutions starts from the community’s need for regularity of life together. Society grows due to humans need order. Norms in society are also needed to reach the order. The amount of social institutions in a society depends on the condition of the society. The more complex a society is, the more social institutions will be.

Village social institutions are regulated in Article 211 of Law Number 32/2004, Article 97 of Government Regulation Number 72/2005. According to the Government Regulation Number 72/2005, social institution is an institution established by the community according to the needs and is a partner of the local (village) government in empowering the community. In its development along with the promulgation of Law Number 6/2014 concerning Villages, social institutions are regulated in Article 94 of Law Number 6/2014. It is also regulated in Article 150 to Article 153 of Government Regulation Number 43/2014 concerning Implementation of Law Number 6/2014 concerning Villages as amended several times, the latest by Government Regulation Number 11/2019.

The term *pemberdayaan* derives from “empowerment” which has a basic meaning *pemberdayaan* (empowerment), in which “daya” means power. Bryant & White (1987) stated that empowerment is an attempt to foster greater power and authority to the poor. This is done by creating a build-in mechanism to straighten out fair allocation decisions, making the people have influence. Meanwhile, Freire (Sutrisno, 1999) stated that empowerment is not just giving people the opportunity to use resources and development costs, but it also tries to find ways to create freedom from oppressive structures.

3. RESULTS AND DISCUSSION

1. The Importance of Community Participation in Risk Reduction

Sherry R. Arnstein, as quoted by Sigit, divided the levels of community participation in development programs implemented by the government into eight based on the power given to the community (Sigit Wicaksono, 2013). The levels of participation from high to low participation are listed as follows (Sigit Wicaksono, 2013):

- a. *Citizen Control*. The community can participate and control the entire decision-making process. The community has the power to regulate programs or institutions related to their interests at this level. The community has the authority and can negotiate with other parties who wish to make changes. This joint venture is directly related to the source of funds to obtain assistance without going through a third party.
- b. *Delegated Power*. The community is given the authority to make decisions on certain plans at this level. The government must make negotiations with the community without

pressure from above to solve the problem and it is possible for the community to have the control over government decisions.

c. *Partnership*. The community has the right to negotiate with the decision makers or the government by mutual agreement that the power is shared between the community and the government. Therefore, an agreement was made to share responsibilities in planning, controlling decisions, formulating policies, and solving problems at hand.

d. *Placation*. The power holders (government) need to appoint several people from the part of society who are influenced to become members of a public body, where they have certain access to the decision-making process. Although in its implementation, community's opinions or ideas is still considered. Since their relatively low position and fewer numbers than the members of the government, they are unable to make decisions.

e. *Consultation*. The community is not only informed but they are also invited to share their opinions even though there is no guarantee that the opinions will be taken into account in decision making. The method often used in here is surveys on the direction of community's thoughts or community meetings and public hearings.

f. *Informing*. The power holders only provide information to the community regarding the proposed activities. The community is not empowered to influence the results. Information can include rights, responsibilities, and options, but there is no feedback or power for negotiations from the community. It is provided at the final stages of planning and the community has little opportunities to influence the plans that have been developed.

g. *Therapy*. The power holders give reasons for proposals by pretending to involve the community. Even though they are involved, the aim is to change the mindset of the community rather than to get the input from the community.

h. *Manipulation*. It is the lowest level of participation, in which it is the community's name only that is used. It involves activities to manipulate information to gain public support and promise a better situation even though it will never happen.

For this reason, the community, which is the main subject, must be involved and actively participate in handling the impact of Covid-19 because they are also the main object affected by the Covid-19 pandemic. Therefore, society is the most important element in breaking the chain of the spread of Covid-19. Based on the current sociological condition of society, several important issues can be formulated related to local community involvement in reducing the risk of the spread of Covid-19 as follows:

a. The efforts to accelerate the Covid-19 handling over the past two months have not yet been implemented effectively at the community level even though the government has responded well through the issuance of various regulatory frameworks. It is confirmed by the increasing number of cases of sufferers every day based on data from the Task Force;

b. The implementation of policies on Public Health Emergencies through Presidential Decree Number 11/2020 as well as PSBB stipulated in Government Regulation Number 21/2020 and Regulation of the Minister of Health Number 9/2020 has not yet been implemented in the field because the data collection is still required. Besides, the verification from the epidemiological aspect and the socio-economic conditions of the community in areas that have the potential for the cases of Covid-19 sufferers has also not yet been implemented well;

c. The conditions for the spread or transmission of the Covid-19 pandemic are from human to human, then the search-find-isolate attempts determined by WHO can only be effective if they are carried out at the local level, starting from the individual, family, neighborhood (RT/RW), and sub-district/village level. Therefore, special attempts are needed in strengthening the role of the community and society at the local level, especially sub-district/village in handling the Covid-19 pandemic;

d. By taking into account the need to reduce the risk of the spread of the Covid-19 pandemic at the local level and the successful implementation of community-based disaster risk reduction approaches, starting from the family level through Disaster Resilient Families (*Katana*), Disaster Resilient Villages (*Destana*), Disaster Alert Village (*Kasiba*), including the readiness of the local community in facing disasters carried out by the Disaster Alert Taruna (*Tagana*), some attempts are needed to strengthen local capacity starting at the community and community level starting from the RT/RW level in each village in the context of preparedness, prevention, and avoidance from the potential incidence and spread of the Covid-19 pandemic;

e. The status of public health emergencies and large-scale social restrictions in the Covid-19 handling determined by the government has a broad impact on the social and economic welfare conditions of the community nationally. Also, it has the potential to become a threat that can affect national resilience. Thus, it is very important to consider an approach for community and local community-based Covid-19 pandemic disaster risk reduction by strengthening community resilience to disasters which will further also strengthen the national resilience.

By paying attention to this issue, there are some principal evaluations as follows:

a. To what extent is the understanding of the people who are directly dealing with the risk of the Covid-19 pandemic disaster implement various policy frameworks that have been established by the government in order to accelerate the Covid-19 handling?;

b. How high is the level of trust and validity of data and information related to the number and distribution of the location of Covid-19 cases that have been released by the government through the Task Force as it is related to the conditions of the community at the field level so that they can be used as the main reference to accelerate the Covid-19 handling?;

c. What can the community do to increase their participation in the prevention and control of the spread of the Covid-19 pandemic, especially in carrying out WHO directives to conduct search-find-isolates to reduce the risk of a wider spread of the Covid-19 pandemic?; and

d. What kind of approach for Covid-19 pandemic risk reduction is needed to be applied at the local community level to accelerate the Covid-19 handling efficiently and efficiently?.

2. The Involvement of RT and RW in Breaking the Chain of Covid-19

Normatively, the Indonesian state already has legal instruments (regulations) in dealing with an outbreak, such as 1) Law of the Republic of Indonesia Number 4/1984 concerning Infectious Outbreak; 2) Law of the Republic of Indonesia Number 6/2018 concerning Health Quarantine; 3) Government Regulation Number 40/1991 concerning Outbreak Management; and 4) Government Regulation Number 21/2020 concerning Large-Scale Social Restrictions in Accelerating the Handling (*Pembatasan Sosial Berskala Besar - PSBB*) of COVID-19. The policy taken by President Joko Widodo in the Acceleration of Handling Covid-19 at this time is the PSBB. It is regarded as a limitation on people's certain activities in suspected areas of being infected by a disease and/or being contaminated in such a way as to prevent the possible spread of the disease. Also, it is the most rational choice in the age of Covid-19 pandemic that has hit Indonesia.

PSBB has been preceded by a government policy in the declaration of Covid-19 public health emergency. This policy is stipulated in Presidential Decree Number 11/2020 concerning the Declaration of Covid-19 Public Health Emergencies. The government must get full support from the community to accomplish this and vice versa, so this program can be carried out

well, not only in terms of the support that the community provides, but the government must also be able to do the same to the community in dealing with this pandemic.

One of the ideal development-driving resources is the Head of RT and the Head of RW since they are the lowest government apparatus in communicating with the community. According to the Regulation stipulated by Minister of Home Affairs Number 18/2018 concerning Village Community Institutions and Village Traditional Institutions, RTs and RWs are local (village)/*kelurahan* community organizations that are assigned to:

- a. Assist the Head of Local (Village) Community/*Lurah* in providing government services;
- b. Assist the Head of Local (Village) Community/*Lurah* in providing population data and licensing; and
- c. Carry out other duties assigned by the Village Community/*Lurah*.

As a community organization, RT and RW have the following functions:

- a. Accommodate and conveying community aspirations;
- b. Instill and foster sense of community unity and oneness;
- c. Improve quality and accelerate services of the local (village)/*kelurahan* government to the local (village)/*kelurahan* community;
- d. Formulate plans, implement, control, preserve, and develop expansion outcomes in a participatory manner;
- e. Grow, develop, and mobilize initiative, participation, self-help, and community cooperation;
- f. Improve family welfare; and
- g. Improve quality of human resources.

Therefore, RT and RW are a coordinating bridge between community and local government, so in this case, RT and RW have a strategic role in mobilizing the community to the lowest level directly and reachable.

At the implementation level, the Presidential Regulation relating to the Task Force for the Acceleration of Covid-19 Handling has not been implemented yet optimally. This is because the institutional design of the Task Force for the Acceleration of Covid-19 Handling has not reached yet the smallest community unit. Therefore, it needs to involve RT/RW community organizations that are directly related to the local (village)/*kelurahan* community since they are the mouth and ears of the government who have the function of conveying the policies of the government at local (village)/*kelurahan*, regional, and national level. Besides, as the first recipients of community's aspirations, RT and RW are in in the midst of community conflict so that they are the ones who have a better understanding on related social problems and conflicts in community.

The involvement of RT and RW in the Task Force for the Acceleration of Covid-19 Handling, which has now turned into the Task Force, can be a breakthrough. The role of RT and RW will have broad implications in terms of direct supervision in the community. The administrators of RT and RW can play an active role in supporting the PSBB program. RT and RW are able to become the dynamist for increasing community participation in improving the government services, development, and community empowerment as well as playing a role in environmental management, being facilitators who can maintain communication and harmonization of programs from government to community or otherwise, giving inputs to the government objectively, optimally, and sustainably according to the applicable mechanism.

4. CONCLUSION

The Covid-19 pandemic has produced a perfect storm of adverse social and economic impacts with unavoidable geopolitical consequences. Normatively, in dealing with the outbreak, Indonesia already has legal instruments (regulations), such as 1) Law of the Republic of Indonesia Number 4/1984 concerning Infectious Outbreak; 2) Law of the Republic of Indonesia Number 6/2018 concerning Health Quarantine; 3) Government Regulation Number 40/1991 concerning Outbreak Management; and 4) Government Regulation Number 21/2020 concerning Large-Scale Social Restrictions in Accelerating the Handling (*Pembatasan Sosial Berskala Besar* - PSBB) of Covid-19.

The policy taken by President Joko Widodo in the Acceleration of Handling Covid-19 at this time is the PSBB. The Presidential Decree Number 7/2020 concerning the establishment of the Task Force for the Acceleration of Covid-19 Handling was then amended by the Presidential Decree Number 9/2020 to expand the scope and composition of the Task Force which involves the ministries/agencies involved in accelerating the management of Covid-19. In its implementation, the Task Force has not been able to function optimally due to the lack of community participation, in this case the lack of community arrangements to deal with a pandemic. Therefore, it needs to involve RT/RW in the Task Force officers so that they can be directly involved in the community of the smaller unit. The participation of RT and RW in breaking the Covid-19 chain is very vital since RT and RW are community institutions which are directly linked to the local (village)/*kelurahan* community. They are the mouth and ears of the government which have a role for conveying the policies of the government at local (village)/*kelurahan*, regional, and national level. Besides, as the first recipients of community's aspirations, RT and RW are in the midst of community conflict so that they are the ones who have a better understanding on related social problems and conflicts in community.

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