

The Power of Collaborative Governance: The Case of Makassar, Indonesia, Responding to the Covid-19 Pandemic

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Abstract:

Collaborative governance implemented by pentahelix actors is urgently needed to reduce the spread of COVID-19 in Makassar. The purpose of this study was to analyze the implementation of collaborative governance during the COVID-19 pandemic in Makassar. This study used qualitative research with an explanatory level of analysis. Information sources were taken from 10 pentahelix actors, i.e., government, private sector, civil society, media and academician. The data were collected from December 2021 to January 2022 using a triangulation method. The integrative framework for collaborative governance by Emerson et al. (2012) guided the data collection and analysis. The results of the research showed that the implementation of collaborative governance was successful in preventing the COVID-19 pandemic in Makassar. Three variables of the collaborative governance regime, (1) collaboration dynamics, i.e., a) principled engagement, (b) shared motivation, and (c) capacity for joint action, 2) collaborative actions, and 3) collaborative outcome, showed excellent accomplishment to prevent the COVID-19 pandemic in Makassar.

Keywords: collaborative governance, pentahelix actors, COVID-19.

协作治理的力量：印度尼西亚望加锡应对新冠肺炎大流行的案例

摘要:

迫切需要五螺旋参与者实施协作治理，以减少新冠肺炎在望加锡的传播。本研究的目的是分析望加锡新冠肺炎大流行期间协作治理的实施情况。本研究采用定性研究和解释性分析。信息来源来自10个五螺旋参与者，即政府、私营部门、民间社会、媒体和学者。数据是使用三角测量方法从2021年12月至2022年1月收集的。艾默生等人提出的协作治理综合框架。（2012）指导数据收集和分析。研究结果表明，协作治理的实施成功地预防了望加锡的新冠肺炎大流行。协作治理制度的三个变量，（1）协作动力，即a）有原则的参与，（b）共同动机，（c）联合行动的能力，2）协作行动，3）协作结果，显示了出色的成就以防止望加锡的新冠肺炎大流行。

关键词：协作治理、五螺旋参与者、新冠肺炎。

1. Introduction

Public administration plays a crucial role in handling the COVID-19 pandemic in Indonesia. This is related to the definition of public administration, which can be viewed from the political, legal, managerial, and occupational aspects. From the political aspect, public administration is what the government does (FISIP, 2012). The same was conveyed by Shafritz et al. (2017) that public administration is closely related to government activities in managing public affairs or implementing public policies.

COVID-19 is a pandemic that spread throughout the world. Secretary-General of the World Health Organization (WHO) Dr. Tedros Adhanom Ghebreyesus officially announced that COVID-19 was a pandemic on March 11, 2020 (World Health Organization, 2020). Globally, as of May 9, 2022, there have been 231 countries were affected by the virus COVID-19. There have been 515,192,979 confirmed cases of COVID-19, including 6,254,140 deaths, reported by World Health Organization (2022).

In Indonesia, as of May 9, 2022, 34 provinces were affected by the virus COVID-19. This means that all the provinces in Indonesia suffered from COVID-19. There were 6.048.685 confirmed cases of COVID-19, including 5.886.211 recoveries and 156.396 deaths (Satuan Tugas Penanganan COVID-19, 2022). In Makassar, as of May 8, 2022, 15 districts were affected by the virus COVID-19. The number of positive cases was 64.730. 6.395 people recovered, and 1.099 people died due to the virus COVID-19 (Dinkes, 2022). Many problems are faced by the public administration in dealing with the COVID-19 virus in Indonesia. The article from Suhudiyah explained the government's role in making a good policy to control the spread of COVID-19 in Indonesia. The government needed to collaborate with five important actors who play an active role in preventing COVID-19, namely the

government, academicians, private institutions, media, and civil society. These actors are usually called "Penta Helix actors" (Erlinda, 2016).

Coordination between the central government and local governments is important for successful collaborative governance (Thahir et al., 2020). One of the important points of collaborative governance is to be successful if there is a perspective of public trust by all actors or stakeholders (White & Marsh, 2006). The objective of this research was to analyze the implementation of collaborative governance during the COVID-19 pandemic in Makassar.

Collaborative governance implemented by pentahelix actors is urgently needed to reduce the spread of COVID-19 in Makassar. This paper analyzed the implementation of collaborative governance during the COVID-19 pandemic in Makassar. For this reason, this study had three research questions:

a. How do pentahelix actors conduct principled engagement during the implementation of collaborative governance to prevent COVID-19 in Makassar?

b. How do pentahelix actors conduct shared motivation during the implementation of collaborative governance to prevent COVID-19 in Makassar?

How do pentahelix actors conduct capacity for joint actors during the implementation of collaborative governance to prevent COVID-19 in Makassar?

2. Comparison between Previous Studies

Table 1 shows that South Korea, Taiwan, and Indonesia used the Penta helix approach in overcoming Covid-19. However, public trust in Indonesia is still low, whereas public trust in South Korea and Taiwan is very high. Hoaxes and misinformation are very high in Indonesia, which results in high numbers of COVID-19 patients in Indonesia. The number of Covid-19 patients is very low in South Korea and Taiwan compared with Indonesia.

Table 1. Comparison of research related to the involvement of actors in COVID-19 prevention between countries

	South Korea (Choi, 2020)	Taiwan (Hung et al., 2020)	Indonesia (This study)
Actor Involvement	Penta helix (government, private sector, media, academia, and civil society)	Penta helix (government, private sector, media, academia, and civil society)	Penta helix (government, private sector, media, academia, and civil society)
Public Trust of the Society	High	High	Low
Hoax/misinformation on Covid	Low hoax/misinformation on Covid	Low hoax/misinformation on Covid	Low hoax/misinformation on Covid
Commitment to prevent COVID-19	High	High	High
Number of COVID-19 patients	Low	Low	The highest in Southeast Asia

Table 2 shows that the big cities in Indonesia such as Surabaya, Medan, and Makassar involved pentahelix actors to overcome COVID-19. However, public trust in Surabaya, Medan, and Makassar was low. Hoaxes

and misinformation were very high, which resulted in high numbers of Covid-19 patients in Surabaya, Medan, and Makassar.

Table 2. Comparison of research related to the involvement of actors in the prevention of COVID-19 between provinces in Indonesia

	Surabaya (Megawati et al., 2020)	Medan (Kemenkes RI, 2020)	Makassar (This study)
Actor Involvement	Penta helix (government, private sector, media, academia, and civil society)	Penta helix (government, private sector, media, academia, and civil society)	Penta helix (government, private sector, media, academia, and civil society)
Public Trust of the Society	Low	Low	Low
Commitment to prevent COVID-19	High	High	High
Number of COVID-19 patients	High	High	High

3. Methods

The method of this study was qualitative research. There were 10 key informants. Information was extracted through in-depth interviews, observations, and document reviews.

The key informants were taken from 10 Penta-Helix actors:

- Two informants from the government (Head of Health District Office of Makassar and Head of COVID-19 Task Force in Makassar);
- Two informants from the private sector (Kalla Group and Bosowa Group);
- Two informants from the media (Fajar Newspaper and TVRI);
- Two informants from university experts (epidemiologist and field epidemiologist);
- Two informants from the civil society (Members of the House of Representatives in Makassar (DPRD) and Indonesian Ulema Council).

During the interview, the researchers collected primary and secondary data. The primary data were obtained from direct interviews with the key informants, and the secondary data were obtained from documents, policies, and regulations from the government, journals, books, and other trustful information. The data were analyzed through content analysis (Emerson & Nabatchi, 2015). The integrative framework for collaborative governance by Emerson et al. (2012) guided the data collection and analysis.

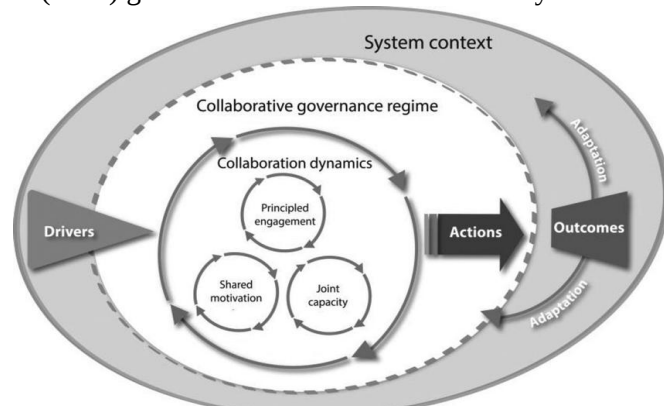


Figure 1. The integrative framework for collaborative governance (Adapted from Emerson et al. (2012))

4. Results

4.1. Principled Engagement

There are four components of principled engagement: discovery, definition, deliberation, and determination.

4.1.1. Discovery

The dimension of discovery enables participants to reveal and explain their interests, concerns and values, along with relevant information and its implications. Based on the results of interviews with informants, there were several reasons why they wanted to join collaborative governance.

During the interview, an informant stated the reason why they needed to collaborate: “We collaborate in the name of humanity and social life” (Head of Public Relations of Indonesian Ulema Council, civil society, 2022).

Another informant stated why they needed to collaborate:

“We need to collaborate to control the COVID-19 pandemic based on the Guidelines for Prevention and Control of COVID-19” (Academician, consultant in epidemiology, Hasanuddin University, 2021).

Another informant stated why they needed to collaborate:

“From the beginning of the pandemic, we, Kalla Group, are one of the companies in Makassar, which is at the forefront because the management really understands that Covid has a big effect on the economy” (Head of CSR of Kalla Group, private sector, 2021).

From the information above, it can be concluded that the participants wanted to collaborate because they wanted to reduce the spread of COVID-19 in Makassar. The private sector focused on the impact of the economy on the community due to COVID-19 in Makassar.

4.1.2. Definition

The dimension of definition enables participants to define the main problem of COVID-19 in Makassar. Based on the results of interviews with informants,

there were several main problems of COVID-19 in Makassar.

The following are excerpts from the interviews with the informants: “We were shocked by the Covid-19 pandemic, especially when the first cases occurred in March 2020. We want to reduce the COVID-19 spread in Makassar” (Daily Editor, Fajar Newspaper, 2021).

Another informant stated, “The level of public awareness on COVID-19 that is the main problem of COVID-19 prevention in the city of Makassar” (Head of CSR of Kalla Group, private sector, 2021).

The other informant stated, “The main problem of COVID-19 is the hoax in social media in society” (Head of Public Relations of Indonesian Ulema Council, civil society, 2022).

From the above information, it can be concluded that the main problems of COVID-19 in Makassar were the COVID-19 pandemic, low awareness of the community, and misinformation and disinformation about COVID-19.

4.1.3. Deliberation

As the participants progress through the initial rounds of discovery and definition, they begin deliberation, where they engage in candid and reasoned communication and information exchange that is structured and oriented toward problem solving.

The following is an excerpt from the interview with an informant: “Kalla Group conducts a coordination meeting with District Health Office Makassar before conducting the COVID-19 program” (Head of CSR of Kalla Group, private sector, 2021).

Another informant stated, “Routine meetings are held every Monday morning between the internal COVID-19 task force team and there are incidental meetings” (Academician, consultant in epidemiology, Hasanuddin University, 2021).

From the information above, it can be concluded that the deliberation process is conducted every week on Monday. There were also sometimes incidental meetings.

4.1.4. Determination

Principled engagement incorporates the processes of making enumerable joint determinations, including procedural decisions (e.g., setting agendas, tabling a discussion and final recommendations). In a collaborative network, problems can only be resolved effectively when the participants set a timetable and agenda for future action.

The following are excerpts from the interviews: “For the agenda, Fajar tries to publish one page of news regarding COVID-19 every day” (Daily Editor, Fajar Newspaper, 2021).

Another informant stated, “Our time-table follows the schedule from the District Health Office” (Head of CSR of Kalla Group, private sector, 2021).

From the information above, it can be concluded that there were a timetable and agenda to prevent COVID-

19 in Makassar.

4.2. Shared Motivation

There are four components of shared motivation: trust, mutual understanding, internal legitimacy, and commitment.

4.2.1. Trust

The first element in shared motivation is the development of trust by all participants involved in the collaboration. They know each other and prove each other that they have reliability.

The following is an excerpt from the interview with an informant: “We know each other because we have a memorandum of understanding (MoU) with the government” (Daily Editor, Fajar Newspaper, 2021).

From the information above, it can be concluded that there was a trust from all pentahelix actors in Makassar.

4.2.2. Mutual Understanding

Mutual understanding grows because of respecting other's differences-whether differences in personalities, positions, interests, values or some other meaningful factors.

The following is an excerpt from the interview with an informant: “All actors are involved in controlling CCOVID-19 in Makassar” (Academician, consultant in epidemiology, Hasanuddin University, 2021).

From the information above, it can be concluded that there was a mutual understanding from all pentahelix actors in Makassar.

4.2.3. Internal Legitimacy

Internal legitimacy is recognition that comes from internal collaborative actors or recognition from internal pentahelix actors. In this case, the actors involved in collaborating must be trustworthy and credible toward common interests.

The following is an excerpt from the interview with an informant: “There is a solid support from all actors and local government” (Head of Health District Office of Makassar, 2022).

From the information above, it can be concluded that there was an internal legitimacy from all pentahelix actors in Makassar.

4.2.4. Commitment

Pentahelix actors enable collaboration across agency boundaries, collaborate across organizational, sectoral, and regulatory boundaries that previously separated their relationships and interactions; now, they are committed to tackling COVID-19 in Makassar.

The following is an excerpt from the interview with an informant: “There is a commitment to collaborate because of the MoU with the government” (Daily Editor, Fajar Newspaper, 2021).

From the information above, it can be concluded that there was commitment from all pentahelix actors in Makassar.

4.3. Capacity of Actors for Joint Actions

There are four components of the capacity for joint actions: procedures for institutional arrangements, leadership, knowledge, and resources.

4.3.1. Procedures for Institutional Arrangements

Procedures for institutional arrangements include guidance on the processes and organizational structures needed to govern the relationships within the system. Collective agreements can be in the form of general rules, activity protocols, decision-making procedures, and others. Agreements in collaboration are often informal, but in the long term and if the forum becomes large, formalization of the agreement is needed, namely, there is a legal umbrella for collaboration, organizational structure, and administrative protocols.

The following is an excerpt from an interview with an informant: "All elements are involved in controlling COVID-19 in Makassar i.e., Forkopimda (Regional Leaders Communication Forum) and other stakeholders" (Academician, consultant in epidemiology, Hasanuddin University, 2021).

From the information above, it can be concluded that there were procedures for institutional arrangements to prevent COVID-19 in Makassar.

4.3.2. Leadership

Collaborative governance requires a leadership role so that systems and processes work according to policy frameworks. Collaborative leadership is different from everyday leadership. The main requirement for collaborative governance is that there is a leader who is accepted by all stakeholders.

The following is an excerpt from the interview with an informant: "The leadership role is on the local government (Mayor of Makassar)" (Academician, consultant in epidemiology, Hasanuddin University, 2021).

From the information above, it can be concluded that the head of collaborative leadership is the Mayor of Makassar.

4.3.3. Knowledge

Knowledge is the central element of collaboration. Knowledge is all the information needed by actors to participate in the collaborative process. Knowledge, interpreted as information combined with understanding and capability, will become the participant's capital. Furthermore, knowledge together with social capital and work ethic becomes a guide for actions.

The following is an excerpt from the interview with an informant: "Knowledge sharing is carried out by journalists gathering opinions from experts and the health office and writing and publishing it in the form of news in the special column 'kebiasaan baru (new habit)'" (Daily Editor, Fajar Newspaper, 2021).

From the information above, it can be concluded that there was knowledge sharing among all pentahelix actors in Makassar.

4.3.4. Resources

One of the greatest benefits of collaboration is the potential to share and leverage each other's resources. Resources are a potential value possessed by a certain material or element in life. Resources are not always physical but also non-physical (intangible).

The following are excerpts from the interviews with the informants: "Human resources from daily Fajar Newspaper, but the funding is from the government" (Daily Editor, Fajar Newspaper, 2021).

Another informant stated, "The Kalla group provides facilities to the District Health Office, places and facilities, free consumption and around 2 billion rupiah in funds" (Head of CSR of Kalla Group, private sector, 2021).

From the information above, it can be concluded that pentahelix actors shared resources in Makassar.

5. Discussion

Emerson and Nabatchi (2015) define principled engagement as an open and inclusive communication that occurs over time through four basic processes: 1) discovery, 2) definition, 3) deliberation, and 4) determination. The results showed that the Municipality of Makassar issued the formation of the Task Force of COVID-19 based on the Mayor's Decree Number 1073/443.2.05/2020 in March 2020 (Direktorat Utama Pembinaan dan Pengembangan Hukum Pemeriksaan Keuangan Negara, Badan Pemeriksa Keuangan Republik Indonesia, 2020). One year later, the newly elected Mayor of Makassar launched the Makassar Recover Program to prevent COVID-19 in Makassar based on Mayor Decree Number 5/2021. The first meeting was conducted on March 5, 2021, to discuss the coordination and collaboration with all stakeholders. The informants stated that there has been principled engagement through the routine meeting and incidental forum held by the COVID-19 Task Force of the Makassar Recover Program. The result of principled engagement agreed with the research by Hung et al. (2020) who stated that Taiwan was successful in fighting COVID-19 through government initiatives and collaborative governance.

The research by Manggalou (2021) showed that collaborative governance needs communication vertically and horizontally (deliberation) to be successful in Surabaya. The result of the deliberation was stated in the research by Mustari et al. (2021) that the Mayor of Makassar also conducted deliberation with the provincial and local government on crisis management in response to COVID-19. The result of determination in principled engagement was also in line with the study in South Korea by Choi (2020), who urged that the effectiveness of collaborative governance is highly dependent on public participation.

There are four components of shared motivation: trust, mutual understanding, internal legitimacy, and commitment. The informants stated that there has been shared motivation between the pentahelix actors in

Makassar. The existence of trust among actors in collaborative activities is strength to achieve common goals. The result of the research is in line with the research by Muta'al (2022), which showed that trust and commitment among the participants played a significant role in reducing COVID-19 in Surakarta. Orth and Cheng (2018) stated that mutual understanding greatly affects adaptation and implementation in collaborative governance. The research by Aditya and Astuti (2022) showed that collaborative governance needs mutual understanding by the government and civil society to be successful in Surabaya. The result of the research is in line with that by Amin et al. (2021), which showed that collaborative governance needs procedures for institutional arrangements, i.e., joint decision-making and formal organizing to be successful in Pekanbaru. The research by Arinanda et al. (2022) showed that lack of knowledge leads to community disobedience to the health protocols to prevent COVID-19 in Aceh. Belhadjali and Abbasi (2020) stated the importance of leadership in an efficient response to the disaster of COVID-19. The research by Bonso and Irwan (2021) showed that collaborative governance needs qualified human resources, infrastructure, and adequate resources to be successful. Alfitra Perdana et al. (2021) showed that collaborative governance needs adequate resources to be successful.

6. Conclusion

Overall, this research identifies and analyzes the implementation of a collaborative governance regime (CGR) in tackling COVID-19 in Makassar. The results showed that the implementation of collaborative governance was successful in preventing the COVID-19 pandemic in Makassar. In the principled engagement process, it was found that there are different interests in tackling COVID-19, but all pentahelix actors have the same goal for the mitigation and prevention of the spread of COVID-19. The dimensions of shared motivation, trust, mutual understanding, internal legitimacy, and commitment, have been well formed. Trust and recognition between the actors has also been formed. This gave a common understanding that makes the commitment between pentahelix actors stronger. The components of capacity for joint actions, procedures and mutual agreements, leadership, knowledge, and resources, have been fulfilled. This study successfully captures the success of collaborative collaboration between pentahelix actors in Makassar, namely the government, private sector, community, media, and academic actors. This study has limitations in the shared motivation dimension, connected with the need to improve trust and mutual understanding by all pentahelix actors. This research is the first to examine the cooperation of pentahelix actors using CGR in tackling COVID-19 in Makassar. This research also contributes to the development of science, especially the application of collaborative governance (CG) in

public administration studies, especially in case studies on Makassar that can be applied in case studies on other regions. We recommend future research on collaborative governance post COVID-19 in Makassar. Studying the collaboration of hexa-helix actors in the prevention of post-Covid is also needed. It is also necessary to study the involvement of global actors in making public policies related to COVID-19 in Makassar.

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