

Weak Alertness Between The Central Government and Local Governments in Handling Crisis. Case Study: Covid-19

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Abstract.

At the end of 2019, the world is being hit by a pandemic worrying for humanity. Covid-19 first appeared in the city of Wuhan, China, and spread massively throughout the world afterwards. WHO has designated Covid-19 as a pandemic that is difficult to control as of March 11, 2020. As of April 2020, there have been more than 2 million cases of people in the world infected with Covid-19, and 195 thousand people died at that time. In Indonesia itself, the government has taken preventive measures to respond and prevent the virus's spread. The response of the government, especially local governments in Indonesia, is very diverse. Judging from the local government's readiness, some have responded slowly and underestimated this pandemic's emergence. Therefore, in this paper, the state's readiness, especially local governments, will be highlighted in facing a crisis (pandemic) from the aspects of risk, impact, and mitigation to the community itself.

Keywords: Covid-19, Government, Mitigation, Pandemic, Risk

1. INTRODUCTION

Exactly one year ago (December 2019), the world was shocked by the Covid-19 outbreak. Where the virus is very fast infecting or transmitting people in almost all countries, including Indonesia. In Indonesia itself, people exposed to this virus do found in almost all regions of Indonesia. Finally, the Indonesian government issued a disaster emergency status for the first time starting from February 29, 2020, to May 29, 2020, connected with the virus pandemic in 91 days [1]. The government has made various policies and appeals to deal with this pandemic problem, including the social distancing appeal. It aims to reduce and cut the spread of Covid-19. The government also closed all teaching activities - studying and working as work from home until worshipping at home. There are also calls from several local governments whose regions have spread Covid-19 more rapidly and impose lockdowns to large-scale social restrictions.

However, the central and local governments' enforcement made it difficult for the community because it tended to stutter with this appeal from the start. The community still has normal activities and ignores the government's appeal. We know the threat from the spread of Covid-19 shows a very high vulnerability and a considerable risk to society and its economic conditions. This research will describe the government's role (as a state) in reducing disaster risk. Therefore the role of leadership and community capacity is less able to support the high risk of disaster. In general, various vulnerabilities are causing by a lack of public understanding. State control also tends to be weak so that social factors can trigger community uncertainty in facing the spread of Covid-19 and perhaps even other disasters that will come. The shared understanding of states and society and the economic conditions have caused the vulnerability to spread to Covid-19 cases 2021 in Indonesia.

The UNISDR definition states that vulnerability is a characteristic and condition of a community, system, or asset that makes it likely to be affected by damaging impacts caused by hazards. The vulnerability factor is the threat of natural disasters and includes physical, social, economic, and environmental hazards that the community owns [2]. Therefore, potential vulnerabilities can be overcome internally and externally by the community itself with various parties' involvement. During the pandemic in 2020, one of these vulnerabilities has not ended and the framework of policies for disaster risk reduction efforts. So, strong leadership is needed, which has internal capacity in the community. These disaster prevention measures are the government's duty as mandated in Law no. 24 of 2007. One of the government's tasks is to make various efforts and strategic steps to tackle this pandemic.

II. CONCEPT

The government's task is to make various efforts and strategic steps to cope with several disasters. In this framework of thinking, who can say that the state must be responsive in handling a disaster, including a pandemic if there is strong leadership manifested in the clarity of policy direction since the crisis was still in its early stages. The level of countries responsiveness is also determined by how much it can reduce the spread rate, the fatality rate, and the ability to deal with the infected. Responsiveness is also seen from the capacity to mobilize and manage resources appropriately to deal with crises and their impacts.

When the Covid-19 pandemic was spread worldwide, the Indonesian government has to take strategic steps to deal with and respond to the consequences of the spread of this pandemic; therefore the response is different in each country. The rapid spread of the virus is also challenging to detect, resulting in the government's stuttering in responding to the Covid-19 pandemic. Also includes local governments who even trapped in denial of urgencies level and the consequences of this pandemic. The paper's purpose specifically examines policies the government has implemented in responding to the Covid-19 pandemic, such as analyzing the government's readiness,

especially local governments, in dealing with a crisis, as has happened until now namely the emergence of the Covid-19 pandemic.

The role comes from the word role, which means something that is part of or holds the top leadership [3]. Role is also defined as a person's behaviour in individual social relationships related to specific social status. Seen from this definition, if it is related to the definition of role in regional government, it can become the local government's duty and authority (both sub-districts, districts and local agencies) under the objectives to be achieved. For this reason, so that the government can carry out according to the stated objectives, it must carry out its role. Soerjono stated the same thing: that role is a dynamic aspect of a specific position (status). According to his position, if a person exercises certain rights and obligations, he is said to have played his role [4].

According to Levinson quoted by Soejono, the role is a concept about what an individual can do that is important for society's social structure, and roles include norms developed with one's position or place. So, the role in this sense is a series of rules that guide a person in social life [5]. Usually, in an organization, work is formed that carries out human resource management activities and a work unit which is functionally responsible for carrying out various activities and carrying out human resource management steps. These are two strong reasons why such a functional work unit should be formed in the regional government. First, each manager concerned will be given by task and responsibility to carry out other activities, both principal and supporting tasks that his immediate attention was directed to the person in charge of functional. Secondly, lately, human resource management must be handled professionally by experts because only then human resource management with difficult problems can be adequately handled [6].

From the description above, the role is a task that has a significant influence on an event. However, from the context of this discussion, the role referred was active involvement or participation was in an achievement made by individuals or groups of the prevention of Covid-19. The task of the government is to serve and regulate the community. Then it is further explained that the duty of service emphasizes efforts to prioritize public interests, facilitate public affairs, and provide satisfaction to the public. Meanwhile, the current definition of duties is more to regulate and emphasize the power or power inherent in bureaucracy positions [7]. In general, the main tasks in government are to ensure the security of the country from all possibilities.

Government has two functions: the government has a primary function or service function, as a provider of adequate public services and civil services, including the function of empowerment, as the implementation of development and conducts empowerment programs [8]. Thus, the government's duties and functions, especially local governments, have a big responsibility for community service. Therefore, support from resources, environmental support and strong institutions is needed where the apparatus's support has the capacity and integrity following the values and norms

prevailing in society and government. Supports is very much needed by the government, especially the regional government. The government, especially local governments, very much need support. People are more confident in increasing their knowledge to observe all government activities related to providing services to the community because considering the Covid-19 pandemic has not ended, even in certain areas the rate of cases has increased.

III. RESULT AND DISCUSSION

When the pandemic came, the government has made efforts to prevent a wider spread, such as travel restrictions, quarantine, the imposition of curfews, delays the activities that cause crowds, as well as closing public facilities, places of worship, including leaving schools, to calls for work, from home. Various kinds of pandemics have often hit the history of the world, but if pandemics are not new to humanity, why then every pandemic that hits the world, the government's response and readiness tends to be different. In Indonesia, since the Covid-19 issue spreads very rapidly to various worlds, the government's response has slow and underestimated this pandemic. Therefore, this paper measures the country's readiness in facing a pandemic in an area in each province in Indonesia.

Dealing with a crisis, including a pandemic, includes aspects of risk, impact, and mitigation [9]. The World Health Organization also approved these three aspects to see how preparedness is for crisis management, such as a pandemic. The following are some recommendations and policy alternatives that the government can take in dealing with the spread of the virus, are:

- a. Planning and coordination of the level of readiness of a region can be seen based on whether there are good leadership and cross-sector coordination in responding to this pandemic
- b. Monitoring and assessment of situations relating to data and information relating to pandemics to formulate strategic steps
- c. Prevention of the spread of disease (policies that impact individuals, households, communities, to limit activities that cross regional boundaries)
- d. The sustainability of health services, especially those related to the readiness of medical facilities and health services, the availability of medical personnel
- e. Public communication is the government's ability to provide adequate information by adhering to the principles of openness of information, immediacy, and accuracy so that the public, in this case, is the public, can get information and so they can make the right decisions.

Crisis management criteria from the WHO above show no explicit reference standard that measures a country's alertness until now. However, the WHO's directions and instructions can at least be used as a first step to measure the readiness of a country

or region in dealing with this pandemic problem. According to the Deep Knowledge Group report, Indonesia is one of the countries with the highest risk of experiencing failure in dealing with the Covid-19 pandemic [10]. Indonesia is also considered to be in the lowest category with the security level from the threat of Covid-19. With this indication, it can be said that Indonesia does not yet have adequate service standards and health insurance and is far from health standards in general. This illustrates how weak Indonesia is in solving problems and the tendency for policy crises.

Government Policy and Implementation

Government has worked hard to deal with a spread of Covid-19 because until 2021 now this pandemic is not easy to eliminate. Moreover, this pandemic has a swift and invisible spread. During a crisis like this time, it will undoubtedly trigger conflict between the government and the community; therefore policies are needed to reduce conflict during a pandemic, such as potential conflicts due to interests and authorities. In this situation, strong leadership and institutions are needed to manage the crisis. Here sectoral institutions and interests can come under one leadership and policy.

Policy governance and leadership are needed to respond to a pandemic crisis. So, the central government made several Presidential Decrees to respond to Covid-19, such as;

1. Presidential Decree Number 7 of 2020, concerning the task force to accelerate the handling of Covid-19, after WHO declared Covid-19 a global pandemic.
2. Issuance of Presidential Instruction Number 4 of 2020, concerning refocusing of activities, budget reallocation, to the procurement of goods and services. This Presidential Instruction was issued based on conditions. It required an appropriate and fast response where the focus had to be in a synergy between the central and regional governments to reallocate a particular budget to deal with Covid-19.
3. Issuance of Presidential Decree No. 11 of 2020, concerning public health emergencies. This Presidential Decree was issued based on considerations in dealing with Covid-19, such as holding a PSBB (Large-Scale Social Restriction) under the health quarantine law.

The problem in Indonesian society is that the regulations have been made and do not last for a long time. On the other hand, there is no discipline by the community who runs it. Raised of Covid-19 in Indonesia was also increasing rapidly and not being completed until the government decides to provide vaccines for the public. It can be seen at the regional level that the central government's policies are not too quickly and decisively scrutinized. So, there are still many people in the area who, after implementing PSBB or working from home for some time, come out clustered again and ignore health protocols, such as wearing masks, avoiding crowds, not doing physical distancing, and so on. Lack of commitment in local governments, due to lax

guarding and checks at each province's borders, for example, has also caused the pandemic to spread more widely.

With many case data in each province until the end of 2020, the increase can no longer be ignored. Therefore, the central government is trying to do another way, namely procuring vaccines following Presidential Decree No. 99 concerning Vaccines Procurement and Implementation of Vaccinations in the Covid-19 Pandemic context October 5, 2020 [11]. This effort is the last option for the community to work together to receive vaccinations to avoid and be immune to the Covid-19 virus.

The Slow Response of the Government at the Early Entry of Covid-19 to Indonesia

Coordination between institutions is critical in responding to a pandemic crisis; usually, local governments should have sectoral coordination starting from coordination between local governments and coordinating reallocation policies to anticipate the impact of the spread of a pandemic. The government also needs to coordinate at the provincial government level down to the village government level to coordinate with each other to protect the area and report residents or communities outside the area and carry out isolation for migrants affected by the virus. Therefore, there must be an initiative from the local government with restrictions on vehicles entering the area or territory, layered checks, and mapping of areas for affected communities.

When the news about the Covid-19 pandemic spread in Wuhan at that time, the central government as a policymaker should have anticipated it and what happened was that the government did not move quickly, seemed slow and did not believe in responding to the Covid-19 pandemic outbreak [12] [13]. The central government may issue policies such as restricting foreign citizens and domestic tourists from carrier countries. From the government's neglect of the response to the pandemic's spread, the public certainly thinks the government is not assertive and the government's lack of readiness to prevent unwanted things from happening. When it spreads, the government is always at a loss to manage this pandemic. Besides, there was no synchronization between the central government and local governments' policies at the beginning of the pandemic.

On the other hand, many people in the area are overreacting, such as refusing bodies infected with Covid-19 and several villages have closed themselves off from outside activities. However, this did not last long and only lasted a few months. After that, the community again ignored the central government's health protocols, both local governments. The ineffectiveness of policies in dealing with Covid-19 can be seen from the government's slow pace in making decisions to anticipate or prevent this pandemic. Especially local governments, they tend to wait for slow directions from the central government. The crisis of poor policy management from central and local government actors to overlapping policies is a severe issue in Indonesia.

In resolving existing problems, there should be firmness. A policy that involves an element of interest is required and enforces a mandatory and compelling binding to provide a sense of security for the community. However, this limitation will result in drastically decreased economic conditions. The conditions indicate that the policies crisis and governance for handling this pandemic are still unclear about the coordination between the provincial and district governments. Another thing can also be seen from the government's weak capacity to communicate various problems to society. So far, many patients know that they are infected from the neighbour's information, not from the government directly. It makes the public even more worried because the government is more focused on handling patients than Iwith strict guarding. These facts illustrate the government's stuttering in managing accurate information and the inability to communicate to the public during this pandemic crisis.

Policy Implementation Challenges

The implementation of policies that have been carried out by the local government so far cannot be said to be entirely successful. However, the distribution of cases has been identified and is still relatively controllable. However, the government and society must work together to face this pandemic. Judging from the unpredictable nature of the Covid-19 pandemic and the understanding of the public who are not yet thoroughly disciplined, it is a challenge in dealing with this pandemic. Therefore, the government must intensively establish communication and coordination across weak sectors. Various policies have been carried out to anticipate the impact of this pandemic, especially the community's vulnerability to economic conditions. So far, the government has distributed social assistance, including cash social assistance and non-cash social assistance. However, the implementation of this policy has not fully met the community's needs because the community is not fully covered so that some people still need to be active to meet their daily needs. On the other hand, the government's assistance in its distribution still has obstacles such as overlapping and not yet on target.

Another challenge faced by local governments is policy policies and pressure from the central government, which sometimes differs so that local governments also tend to follow instructions from the centre. The data collection system for the affected communities also takes time; most people are still dominated by informal workers whose daily needs depend heavily on their daily activities.

IV. CONCLUSION

The slow policy crisis of the central government and local governments in handling the spread of Covid-19 illustrates the weak capacity of the central government and local governments and vice versa; local governments are confused in overcoming this problem because its criteria in each region are different. So, people's perceptions and perceptions about this pandemic provide different meanings and opinions. The crisis that occurred is not entirely the government's fault because this virus is severe

predictably, so there is no clear information from the start since this case emerged in Wuhan. Coupled with the lack of coordination and the government's doubt on the knowledge that the government's response governments response, including the Ministry of Health, to the pandemic, has spread very rapidly. Where there is no strategic solution to overcoming this problem, in conditions like this, the existing problems are not easy to solve one by one. However, we can learn together with various problems and cases so that the government can provide a better response, government synergy and government assertiveness need to be improved so that the handling of this pandemic is getting better. Good coordination between governments is needed to collaborate and eliminate sectoral egos and short-term interests. Policy fragmentation can be suppressed so that existing policies can be more effective.

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