

## Collaboration in Handling COVID-19 Turbulence from a Threefold Perspective: A Literature Review

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### Article Info

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**Abstrack:** The crisis due to COVID-19 can be called turbulence and its handling requires cross-border collaboration because complex problems tend to be overcome through multi-actor collaboration in networks and relationships to obtain common solutions. Collaborative governance is present as an instrument for implementing policies for handling COVID-19 to address the government's limitations in material, technical, and resource matters. Using a qualitative approach, this study aims to identify the implementation of collaborative governance in handling COVID-19 by countries in the world in a threefold perspective. This perspective is a new approach in collaborative governance that has the same basis as the Collaborative Governance Regime theory, but tends to narrow the thinking to three layers that support each other in the form of folds: values (individuals and policies), decision structures (action situations and sub-systems). policy), and context (external variables, stable parameters, and external events). Public values grow from the social context and are articulated in collaborative governance platforms and are important for the government to work on to improve community compliance with government programs. The turbulent COVID-19 situation creates space and decision-making. Each country has different choices, backgrounds, and policies but still bases the process of making and implementing policies on collaborative governance according to their respective preferences. In the folds of policy style and administrative culture, each country has its own dynamics. Countries with sufficient experience in handling outbreaks are able to make administrative adjustments more quickly, which helps speed up the response to the pandemic.

## INTRODUCTION

Until March 2022, the world was still in a global pandemic status caused by the outbreak of Severe Acute Respiratory Syndrome Coronavirus 2 (SARS-CoV-2) or better known as Coronavirus Disease 2019 as known as COVID-19. The SARS-CoV-2 outbreak was first known to appear in Wuhan, People's Republic of China at the end of 2019 (Dharma & Kasim, 2021) and was later designated by the World Health Organization (WHO) as a Public Health Emergency of International Concern on January 30, 2020 and later was upgraded to a global pandemic status on March 11, 2020 (Hiscott et al., 2020). On March 28<sup>th</sup> 2022, there have been more than 509 million confirmed cases of COVID-19 worldwide and caused more than 6 million deaths. Specifically for Indonesia, there have been more than 6 million confirmed cases causing more than 150 thousand deaths.

In early pandemic period, the absence of vaccines or specific antiviral drugs made the only method of handling the public health approach (Dharma & Kasim, 2021) or often referred to as the trilogy of social distancing, personal hygiene, and the use of masks (Hiscott et al., 2020). The element that then gave a big change in human life was social restrictions which in

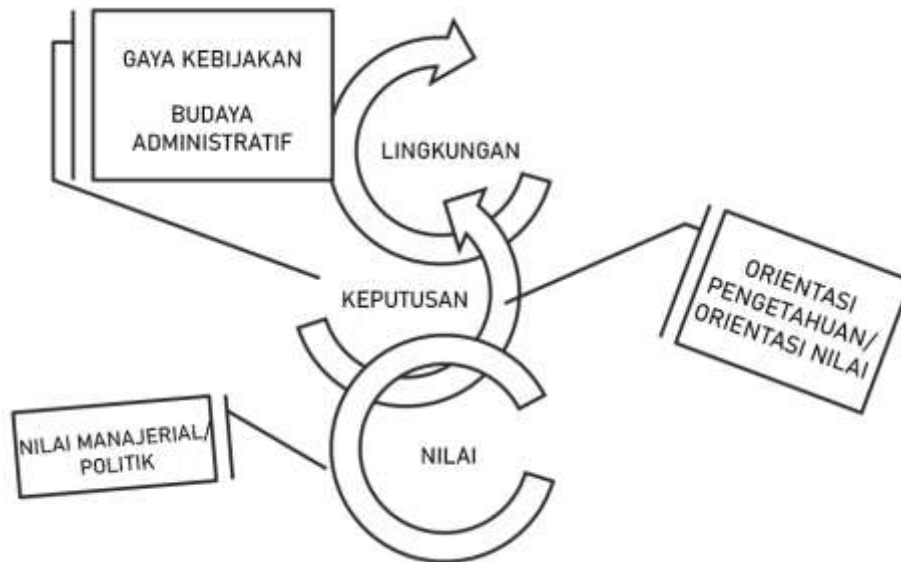
fact had a direct impact on the service sector in general, especially those related to physical closeness between humans (Belitski et al., 2022).

The COVID-19 pandemic in a short time developed into a global crisis which is a major challenge for the global governance system led by government organizations such as WHO and other health-related transnational organizations as well as national governance managed by sovereign governments (Choi, 2020). This opinion is in line with Modjo (2020) who argues that the COVID-19 pandemic is a test of the resilience of a nation, both in terms of public health, social capital, and even the governance system. Ansel et al. (2021) even refer to the crisis due to COVID-19 as a turbulence characterized by shocking, inconsistent, unpredictable and uncertain events that persistently disturb the public and pose a major challenge to the public sector. Turbulence due to COVID-19 becomes additional homework in the public sector after terrorism, natural disasters caused by global warming, global financial crisis, anti-racism protests, large influx of refugees and other problems.

Turbulence requires cross-border collaboration because complex problems tend to be overcome through multi-actor collaboration in networks and relationships that can help mobilize valuable resources, encourage innovation, to build ownership and understanding and shared solutions (Christopher Ansell et al., 2021). The concept that was previously presented by Christopher Ansell was Collaborative Governance or collaborative governance (Chris Ansell & Gash, 2008). Collaborative governance has become a focal point for dealing with a wide range of policy-making issues by encouraging new spaces for interaction between actors from different sectors and supporting the development of policies and strategies to manage complex issues in a consensus model (Molinengo, 2022). Khasanah and Purwaningsih (2021) mention that collaborative governance is needed as an instrument in the implementation of policies to deal with COVID-19 to address the government's limitations in terms of material, technical and human resources.

Research in various countries shows the benefits of collaborative governance in handling COVID-19, such as research by Huang (2020) in Taiwan, Choi (2020) to Klimovsky et al. (2021) in the Czech Republic and Slovakia. These studies have their own context of space and time. Research conducted in Taiwan in 2020 when the country implemented a very strict lockdown would certainly be different in the context of space and time when there was an easing. Research when handling relies on a public health approach will of course also be different in the context of space and time when compared to handling after the presence of the COVID-19 vaccine. In addition, the policies of each country are also different, such as the lockdown in China (Li et al., 2022) and the Large-Scale Social Restrictions (PSBB) in Indonesia (Khasanah & Purwaningsih, 2021).

This condition encourages for diagnostic tools to explore the implementation of collaborative governance in order to ensure its benefits. This tool is provided by Lahat and Sher-Hadar (2021) through the threefold perspective which in this article will be referred to as the threefold perspective in this article. In fact, this threefold approach has the same basis as the Collaborative Governance Regime theory (Emerson & Nabatchi, 2015) namely the analytical framework and institutional development of Elinor Ostrom and the framework of the advocacy coalition of Paul A. Sabatier. Lahat and Sher-Hadar (2021) then give a different emphasis by narrowing the framework of thinking into three layers that support each other in the form of folds, namely values (individual values and policy values), decision structures (action situations and policy sub-systems), and context. (external variables, stable parameters, and external events).



**Figure 1. Threefold Perspective (Lahat & Sher-Hadar, 2021)**

The threefold perspective is an effort to be able to see collaborative governance from a different perspective. Thus, in this perspective, the analysis not fully refer to the initiator and his involvement in a collaboration as well as the nature of the institution and the form of the relationship that occurs as referred to by Aptery (2019) as points of difference between the collaborative governance theory of Ansell and Gash and Emerson and Emerson's theory. Nabatchi.

This study aims to identify the implementation of collaborative governance in handling COVID-19 by various countries in the world in a threefold perspective based on values, decision structure, and context. Thus, it is hoped that an overview of the benefits of implementing collaborative governance by the governments of a number of countries can be obtained that can be accepted by the people and is then expected to be a lesson learned for stakeholders in Indonesia in particular and in the world in general in order to formulate policies related to turbulence of COVID-19 in the future.

## RESEARCH METHODS

This study uses a qualitative approach with textual analysis sourced from news and relevant books and journals (Tracy, 2020). Written sources have the advantage of easy access and clarity of information, but under conditions of abundance, restrictions are needed based on the identified themes (O'Sullivan et al., 2016). The theoretical basis used as a limitation is collaborative governance, especially in the threefold perspective of Lahat and Sher-Hadar (2021). Secondary data analysis (O'Sullivan et al., 2016) was conducted by exploring journals discussing collaborative governance in handling COVID-19 in South Korea (Choi, 2020), Taiwan (Chiang et al., 2021; Huang, 2020), Indonesia (Khasanah & Purwaningsih, 2021; Rasminto et al., 2022; Saputra & Salma, 2020), China (Li et al., 2022), and the Czech Republic and Slovakia (Klimovsky et al., 2021).

## RESULT AND DISCUSSION

### First Layer: Public Value

Some issues have inherent value that are more appropriate and relevant to be explored in collaborative governance than others. Lahat and Sher-Hadar (2021) use the following typology:

1. Politics: freedom, participation, representation, political responsiveness, and equality
2. Law: individual rights and equality

3. Organization: administrative efficiency, specialization and expertise, authority of position, formalization, organizational loyalty, political neutrality, technocratic, and functional rationality
4. Market: cost savings, efficiency, productivity, flexibility, innovation and customer service.

In the perspective of public administration, collaborative administration has institutional features that create more benefits for a number of values. For example, political values are traditionally negotiated in public administration. Today, because of the interests of different voices in the same public policy arena, collaborative governance becomes a platform for articulating the differences of opinion that occur. At the same time, the space of articulation will be different when the value discussed is related to the market. Cost-Benefit Analysis (CBA) in the purchase of medical equipment, for example, is more relevant to professional knowledge. In the case of individual rights to express opinions, for example, there are also laws that regulate the ways of expressing opinions. Basically, public values are more than just the summation of individual preferences of public service users, but have been intervened by the impact of political processes such as through the legislature, government, and other key stakeholders (Lahat & Sher-Hadar, 2021).

In the context of handling the COVID-19 pandemic, the public health approach is the main solution, with one of the impacts being social restrictions. The initial epicenter of COVID-19, the city of Wuhan in China, went into lockdown in February 2020 (Li et al., 2022). In a city as big and active as Wuhan, the local government enforces a strict lockdown so as a consequence there are policies related to food distribution that must be compiled and implemented. In terms of value, the policies taken must look at their inherent values, such as equality for vulnerable populations—both vulnerable to COVID-19 such as the elderly as well as people with disabilities as well as people trapped in Wuhan due to the lockdown policy.

The public value in question can also be seen in relation to the prevailing value system, for example in the implementation of policies related to social distancing in Indonesia. In 2020, early period of Large-Scale Social Restrictions (PSBB) along with the Month of Ramadan which incidentally became a very significant event for the country with the largest Muslim population in the world. Khasanah and Purwaningsih (2021) conveyed about the role of Muhammadiyah in issuing fatwas regarding congregational prayers during the COVID-19 pandemic and even reaching a fatwa regarding Friday prayers which can be replaced with midday prayers. The religious element is something that must be considered because it reflects on the case in South Korea when Daegu City became the epicenter of the epidemic that started with the Sincheonji of Jesus church (Choi, 2020). With the rapid transmission of COVID-19, human-to-human contact in places of worship in religious corridors in the absence of health protocols has been shown to encourage the rapid spread of the epidemic in Daegu and then South Korea at large.

Religion according to Meynhardt (2009) tends to be understood as a value system and public values are actually not limited to that value system. This is also increasingly relevant when religion does not appear in the typology used by Lahat and Sher-Hadar (2021). However, public values are built in every social context and for a country with a Muslim majority population such as Indonesia, adjusting the religious life order to be able to remain in accordance with the public health approach which at the beginning of the pandemic was crucial and was the only thing at the time. things to do.

Aspects of public values related to politics, the most relevant example is the application of handling COVID-19 in Taiwan (Huang, 2020). As a country that is among the closest to the initial epicenter of COVID-19, Taiwan has been able to reduce the number of cases in the country. Supported by the political conditions of China and Taiwan as well as the experience of dealing with the SARS outbreak in the early 2000s, political preferences led Taiwan to be more alert than other countries in the world. Monitoring of individuals who came from Wuhan by Taiwan since January 5, 2020 through the detection of 26 pathogens including SARS and MERS for 14 days.

Public values built from social contexts are articulated in collaborative governance platforms. The government may be able to encourage the implementation of handling COVID-19 based on values that are then agreed upon by the public as happened in Taiwan, but the government also needs to collaborate with actors outside the government to go deeper into public values that intersect with the existing value system. formed in the community to obtain

benefits in the form of community compliance in carrying out a public health approach as an effort to reduce the transmission of COVID-19.

### Second Layer: Situations that Require Decision

Lahat and Sher-Hadar (2021) use Thompson and Tuden's typology of organizational decision-making strategies adapted and adapted to the context of collaborative governance as shown in Table 1.

**Table 1. Decision Making Strategies and Implications**

	<i>Agreement on facts</i>	<i>Disagree on facts</i>
<i>Approval on value</i>	Traditional governance is centralized and not require collaborative governance	Knowledge - oriented collaborative governance with stakeholders involved in the production of learning and knowledge
<i>Disagreement on value</i>	Value - oriented collaborative governance with stakeholders sharing values and priorities	Government in inspirational efforts or initiatives that have risks so there is no place for collaborative governance

(Lahat & Sher-Hadar, 2021)

From this model, it can be shown that collaborative governance is actually needed in the event of disagreements both on facts and on values. This is very relevant to the dynamics of COVID-19 as the first pandemic in the era of social media. Globally, there is an infodemic (Dharma & Kasim, 2021), a condition of an abundance of information, whether true or not, that creates confusion in the community to make decisions. The situation was even more significant in the early period of the pandemic when knowledge about COVID-19 was still minimal. The policy regarding the use of masks, for example, can change drastically from 'masks only for the sick' to 'masks for all' because it is adjusted to the development of available information.

The problem of this low of information arises in the second type of decision making so that it tends to be experimental (Lahat & Sher-Hadar, 2021). In fact, knowledge is clearly understood as an important raw material for the preparation of public policies. The decline in the power of expertise and the decrease in trust in the expertise encourage the need to form an aggregation of knowledge.

In the third type, the condition is disagreement about values by stakeholders but not always about their implementation. So that political tools such as negotiations become things that tend to be put forward. The example raised by Lahat (2021) is the development of remote areas by contrasting development with conservation. Understanding is seen to be built through the involvement of different stakeholders so that a consensus is reached in a collaborative arrangement.

The multidimensional crisis that occurred during the COVID-19 period actually stemmed from the wobbling of health resilience in a country (Modjo, 2020) and it was correlated with the knowledge possessed. One of the best examples in handling COVID-19 which is often mentioned in the world is Taiwan. At a time when other countries in the world are still busy denying the potential danger of COVID-19, Taiwan has formed a contingency team. When evidence of human-to-human transmission was obtained in Wuhan, Taiwan immediately activated the Central Epidemic Command Center (CECC), which was still led by the Director of the Taiwan CDC. When confirmed cases are obtained in Taiwan, the CECC is taken over by the Ministry of Health. After local transmission occurs in the country, the CECC is then held by the head of state.

When the whole world started to get busy with the scarcity of masks in February 2020, the CECC has put in place a mechanism that ensures every citizen has access to sufficient quantities of masks. This then succeeded in preventing hoarding like other countries which gave the business of masks to the market mechanism. In Taiwan, people are regulated to buy masks on odd and even dates according to the last digit on their health insurance card and with every purchase there is a limit on the amount within a rational limit (Huang, 2020). Chiang et al. (2021) even mentioned that the Taiwanese government had prepared 44 million medical masks and 1.93 million N95 masks before the report of the country's first COVID-19 case. Controlled mask production can be understood as a form of collaborative governance for a

common goal because basically it is very possible if mask manufacturers make as many products as possible to target a global market that is currently in short supply. However, priorities are then formed based on values. A slightly different situation occurred in South Korea because the country had experienced a shortage of masks. In response to this, the South Korean government then took a policy to buy 80 percent of the local production of KF94 masks and manage them for the public interest (Choi, 2020).

Another situation that can serve as an illustration is the issue of social restrictions that require most people to work from home. In the context of Civil Servants (PNS) within the Regional Government who incidentally have access to adequate facilities compared to other sectors, the implementation of the Work From Home (WFH) work scheme still has various obstacles, ranging from the availability of devices to integrity (Siregar & Febrina, 2022). At the same time, there are also people who inevitably have to work outside the home because if they don't, the choice is to lose their job and income (Hiscott et al., 2020). Indonesia (Khasanah & Purwaningsih, 2021; Rasminto et al., 2022) and South Korea (Choi, 2020) are countries that did not implement a lockdown but chose other mechanisms for social restrictions. Distinct the case with the implementation of a strict lockdown in Wuhan (Li et al., 2022). Social restriction schemes, whether lockdown or not, have systematics that require collaborative governance with their respective contexts.

In Wuhan, the lockdown gave rise to the government's obligation to provide the primary needs of the people, in this case is food. When some people are asked not to do mobility, the government must ensure the availability of food which incidentally requires mobility. The government collaborates with volunteers and all elements of the supply chain to ensure that the lockdown can be implemented optimally while still trying to fulfill the needs as well as possible (Li et al., 2022). In South Korea, the decision not to lock down has forced the government to maintain good collaboration with local governments and health care facilities. South Korea prefers to give maximum efforts to test and tracing rather than taking drastic measures such as lockdown. This is why the data on the number of COVID-19 cases in South Korea has jumped very high compared to other countries in the world. The South Korean government accepts this condition because the data on the number of cases can be optimized as part of the handling effort. This proves to be better than conducting a limited number of tests, but the government actually does not know the actual conditions that occur in the community.

Conditions when decisions are taken without a good collaboration element occur in the Czech Republic. According to Klimovsky et al. (2021), health workers repeatedly publicly stated that the ministry did not consult with experts on vaccination strategies on vaccination strategies. In Slovakia, health workers even protested openly against the policies taken by the prime minister, one of which was related to the test policy. At that time, the policy was that without a negative test result, people had to stay at home and could not travel at all. The health sector then protested because it was associated with high social and economic costs, limited capacity of examiners, and other risks. The test results are indeed very useful because in 3 phases, 60,000 confirmed cases were obtained. However, the dynamics that occur show different reception conditions with South Korea.

In Indonesia, the policy taken is the PSBB which is not as drastic as the lockdown but still has the essence of social restrictions. Just as the lockdown policy in Wuhan forced the government to take policies related to the distribution of food to the public (Li et al., 2022), the PSBB policy was also accompanied by a social assistance scheme to people who were affected both healthily and economically (Rasminto et al., 2022; Saputra & Salma, 2020).

The turbulent COVID-19 situation creates space and decision-making. The lack of information and conflicting values create conditions for collaborative governance to be a solution in the context of different preferences between knowledge orientation or value orientation. Each country has different choices, backgrounds, and policies but still bases the process of making and implementing its policies on collaborative governance according to their respective preferences.

### **Third Layer: Policy Style and Administrative Culture**

The last layer is the macro condition at the country level. Observations on macro conditions can help policy makers to make decisions based on an environment that is conducive enough to use collaborative governance (Emerson & Nabatchi, 2015). Lahat and

Sher-Hadar (2021) mention that most studies on collaborative governance are context-specific and focus on its features and mechanisms but have not considered the effects of national contexts on the potential for empowering collaborative governance. This is actually in line with the driver and system context elements in the Collaborative Governance Regimes theory from Emerson and Nabatchi. In this layer, the dimensions used by Voorberg et al. (2017) seems appropriate to describe the situation. The first dimension refers to the scale of involvement of various actors in the policy process, which of course will differ in countries with authoritarian or democratic styles. The second dimension is the legal model and governance culture which is seen in a number of traditions which in fact already have a condition of minimal state involvement so that public values are indeed given room to grow by a country. The institutional and historical features of public administration are also understood to have an influence on the implementation of collaborative governance. Countries that have traditionally collaborated with social actors and have pluralistic characteristics tend to be more comfortable implementing collaborative governance.

The collaborative governance statement presented by Choi (2020) through the collaborative governance framework in the Public Health Emergency Response System in South Korea as shown in Figure 2.

South Korea—as well as China, Taiwan, and a number of other East Asian countries—had experience with SARS outbreaks in 2002 and H1N1 in 2009. In both outbreaks, poor conditions were mainly due to incompetent governments. In some countries, this is exacerbated by the lack of transparency and very few diagnostic tools for conducting tests. This then did not happen in South Korea. Based on experience in dealing with outbreaks, the public administration has also experienced adjustments and adaptations to support the acceleration of handling COVID-19. The Korea Centers for Disease Control and Prevention (KCDC) are at the forefront of handling this outbreak and are given space to access GPS information, financial data, and cellular activity data for tracing purposes. This is not the case in many countries due to privacy settings, lack of devices, lack of staff capable of performing these activities, and the like. Cellphone Tracking is also by CECC in Taiwan which allows early detection, including self-quarantine arrangements. So that things like people who are exposed to SARS-CoV-2 but have no symptoms can be active in the community and make it possible to transmit the virus to people who are more vulnerable, can be reduced.



Figure 2. Collaborative Governance in Handling COVID-19 in South Korea adapted from Choi (2020)

Policies at the macro level also in Taiwan, using the government's operating budget, have been able to drastically increase the production capacity of masks. For acceleration, the government even sent soldiers to the factory to help the production process. Coordination by

the Taiwan Pharmacy Association, especially for the distribution process and this is able to prevent the black market (Huang, 2020).

In a different way, the public administration factor also helps collaborative governance in Wuhan. It has been explained previously that China chose a total lockdown option which made the mobility of the population really restricted but created a new urgency, namely meeting the needs of the people. The concept of a total lockdown may have a different meaning in a country that adheres to democratic principles that tend to be free. In China, under the communist government, the lockdown was implemented without any resistance from the public so that what came to the fore later was the collaboration. As an illustration, for densely populated residential areas, the government cooperates with the management of existing properties, appoints and cooperates with the local person in charge, and empowers volunteers (Li et al., 2022). The food supply helps to sustain the lockdown so that protection is formed for the community.

In Indonesia, Khasanah and Purwaningsih (2021) highlight the low implementation of collaborative governance in decision-making in health emergencies, for example in determining the administratively long PSBB status. The implementation of the PSBB is also seen as a form of testing a new policy because the regulation is different from the actual provisions that have been drafted in the law regarding the emergency condition of the outbreak and the need for quarantine.

The concept of policy also looks different in the Czech Republic and Slovakia. In these two European countries, Klimovsky et al. (2021) stated that local governments, communities, and professional organizations were not fully viewed as partners in the top-down approach developed by the government. This was then exacerbated by bad behavior from local leaders. In the Czech Republic, for example, when the state is heavily campaigning on the use of masks and restrictions on mobility, Health Minister Prymula was found by the media in a pub that was officially declared closed. The minister was also seen without wearing a mask. The deputy prime minister of Slovakia has also been caught in the media while traveling regularly to and from the UK for family reasons without being tested and quarantined. The head of the Slovak Parliament was also involved in a car accident during the lockdown period while traveling with a person who was quite famous in his country.

The collaborative governance process basically depends on the public administration system run by a country. Based on the literature referred to in this study, there are different dynamics between countries. Collaborative governance is doing quite well in South Korea, Taiwan, and China in their respective perspectives. The three countries tend to have experience handling outbreaks or epidemics so that in a fairly short time there have been administrative adjustments that have also accelerated the handling of the pandemic. The conditions are not the same in Indonesia, the Czech Republic, and Slovakia. Policies related to PSBB in Indonesia are present as an alternative to the quarantine scheme that has actually been regulated by law. PSBB itself was then also in discussions regarding the authority of the central and regional governments considering that in normal conditions, health is one of the affairs that has been handed over by the central government to local governments in the Regional Government Law. In the Czech Republic and Slovakia, relations between actors are not smooth because of the top-down scheme developed by the public administrations in both countries. This unfavorable relationship is quite disturbing the handling process because in fact the local government and health facilities are at the forefront of handling the COVID-19 pandemic in the country.

## Conclusion

The threefold perspective contains three main elements, namely values, policy structure, and context. Public values that grow from social contexts become elements that are articulated in collaborative governance platforms. In handling COVID-19, the government may be able to encourage public values as happened in Taiwan, but the government is also obliged to collaborate with actors outside the government to be able to more optimally work on public values that intersect with the value system that has been formed in society. —such as religion—to obtain benefits in the form of community compliance in implementing health protocols as an effort to reduce the transmission of the SARS-CoV-2 virus. The turbulence of COVID-19 creates the need for decision-making. The lack of information and conflicting values



create conditions for collaborative governance to be a solution in the context of different preferences between knowledge orientation or value orientation. Each country has different choices, backgrounds, and policies but still bases the process of making and implementing policies on collaborative governance according to their respective preferences. Within the folds of policy style and administrative culture, each country has its own dynamics. A number of countries with sufficient experience in handling outbreaks are able to make administrative adjustments more quickly, which helps speed up the response to the outbreak itself.

The threefold perspective of Lahat and Sher-Hadar (2021) has open spaces to be developed into more constructive research. For this reason, it is recommended for other researchers to be able to use this perspective in research on other collaborative governance, both specifically on handling the impact of the COVID-19 pandemic and on other matters related to public administration, especially on matters that have a close relationship with values. -public value.

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