

Government and Private Sector Collaboration in Handling the Covid-19 Pandemic in Indonesia

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Abstract

The COVID-19 pandemic in 2021 still has not shown a significant decline. Even the President of the Republic of Indonesia stated that COVID-19 is factually still occurring by issuing Presidential Decree No. 24 of 2021 concerning Determination of the Factual Status of the Corona Virus Disease 2019 (COVID-19) Pandemic in Indonesia. Policy measures and cooperation are needed to face the ongoing pandemic's challenges, especially in the economic, social, and resource fields. This also means that collaboration between the government and the private sector is essential in handling the COVID-19 pandemic in Indonesia. In this collaboration, there are supporting factors and inhibiting factors. Supporting factors include shared motivation, leadership, and institutional procedures or provisions. Meanwhile, the inhibiting factors include policies issued by the government and the private sector, whose business and economic factors are predominantly affected by COVID-19. Government and private sector collaboration in handling COVID-19 can be carried out with several approaches: health security capacity, availability of health services, response management, PentaHelix and vaccination, promotive and preventive efforts, response actions, detective actions, and preventive actions.

Keywords

covid-19; collaboration; government and private



I. Introduction

At the end of 2019, the world was shocked by a new disease spreading very fast. The virus that attacks many people has resulted in many deaths—the WHO has designated the outbreak a Corona Virus Disease (COVID-19) pandemic. The COVID-19 Pandemic is an infectious disease caused by the Severe Acute Respiratory Syndrome Coronavirus 2 (SARS-2). The outbreak of this virus has an impact of a nation and Globally (Ningrum et al, 2020). The presence of Covid-19 as a pandemic certainly has an economic, social and psychological impact on society (Saleh and Mujahiddin, 2020). Covid 19 pandemic caused all efforts not to be as maximal as expected (Sihombing and Nasib, 2020).

Indonesia is indeed not immune from the threat of the COVID-19 Pandemic. The virus that attacks Indonesia is a real threat to the nation's safety. As a real threat, this Pandemic is considered a potential disaster as described in Law No. 24 of 2007 concerning Disaster Management. The spread of the COVID-19 Pandemic is a significant threat to the Indonesian people because it is in direct contact with various aspects of life, including health, national security, economy, politics, society, and culture. Indonesia has realized that health security, such as the COVID-19 Pandemic, is a real non-military threat whose impact can be equivalent to (or worse) compared to the military threat (war with) other countries.

Almost no country is ready to face the health crisis of the COVID-19 Pandemic, which can lead to an economic crisis and even national security. Various countries experienced inflation, an increase in deaths, and a new order of life. If this Pandemic's threat is handled responsively from the start, Indonesia will try its best to prepare. Although the current COVID-19 Pandemic can be considered declining, it does not mean that the threat to the nation and state has also disappeared.

In the context of defense and security, the Indonesian Government can be considered slow in carrying out securitization to make the COVID-19 Pandemic a security threat to the safety of the Indonesian population. Securitization can be interpreted as an extraordinary step that changes non-security issues and turns them into security issues. Securitization is an analytical framework developed by the Copenhagen School. Buzan, Waever, and de Wilde (Emmers, in Collins, 2016). Securitization for non-military threats such as the COVID-19 Pandemic is classified as a real threat in the defense white paper. The state defense system uses a multi-agency approach in dealing with these non-military threats, which mandates ministries and agencies outside the defense sector as the main and the defense ministry as a supporting element.

In mid-2021, the death rate from COVID-19 in Indonesia was the third highest after Italy and Brazil. Daily cases of COVID-19 in July 2021 were reported to have reached 54,517 cases (covid19.go.id). Maharani, T. (2021) explains that the number of active COVID-19 cases in Indonesia as of Monday (12/13/2021) reached 4,974 cases. The number of active cases decreased by 184 from the previous day, where active cases were patients who tested positive for COVID-19 and were undergoing treatment. This figure is obtained by subtracting the total number of positive cases of COVID-19 by the number of recoveries and deaths. Based on data, positive cases of COVID-19 in Indonesia have reached 4,259,249. Then, recovered cases of COVID-19 increased by 278, bringing the total to 4,110,327 cases. Thus, the death rate from COVID-19 is 143,948 people.

Furthermore, the COVID-19 Pandemic, which negatively impacts the health of a nation, also indirectly affects the availability of health facilities. In addition, the surge in the number of patients due to the Pandemic has also affected management policymaking by the Government, especially in agencies that provide health services. For example, hospitals need to take strategic steps in optimizing the flow of handling COVID-19 patients and mapping patients with mild, moderate, and severe conditions. Then, it is necessary to consider the human resources/staff involved, both in the medical and non-medical fields. Furthermore, it is also essential to review the availability of equipment in handling the Pandemic. Availability of breathing apparatus (ventilator), diagnostic aids, isolation beds, and personal protective equipment for health workers plays a vital role in disease control (Dewi, S.L. & Setyaningsih, H., 2020). Those components in disease control can be categorized into the structure (facilities), system (management policy), staff (human resources/personnel), and equipment. To support these components, a collaboration between the Government and the private sector in handling COVID-19 is essential.

In handling the COVID-19 Pandemic, the collaboration includes the process of togetherness, division of job descriptions, equality, and responsibilities between several actors whose activities have the same connectedness and goals. In practice, collaboration in the public sector will lead to goods and improvements in public services. Then, the actors in the collaboration are the Government, private sector, and civil society. Moreover, collaboration is a strategy for implementing good governance (Anggara, 2016: 209). Therefore, to carry out collaborations that contribute positively to the Government, the support of the private sector, and the participation of the community itself in dealing with

problems. It should also be taken into account, especially in the context of dealing with the COVID-19 Pandemic.

Putera, R.E. et al. (2020) also add that if the PentaHelix model is a form of multiculturalism in dealing with outbreaks, then handling this outbreak will make monitoring policies or government actions in dealing with COVID-19 better. The concept of collaborative governance includes the involvement of any institutions that are doing collaborative efforts and initiatives in the form of input from each stakeholder to define/set goals, assess results, cause change, and other efforts to achieve the collaboration goals. BAPPENAS (2021) explains in a study on handling COVID-19 in Indonesia that improving data management supported by trained human resources, adequate infrastructure, and capable technology needs to be carried out. This improvement requires openness to other systems outside the bureaucracy and must be accessible to the public at large.

The Government, the private sector, and the community are expected to collaborate in administering. Government to achieve the goals have been set, which in this case is the safety of the nation facing the threat of COVID-19. The Government can no longer act as a single actor but requires other actors due to its limited capacity. The Government can act as a motivator, regulator, facilitator, monitor, and evaluator. The private sector can innovate or collaborate with the Government in supporting development. Meanwhile, community contributions are needed through active participation, which can be done by supporting the realization and implementation of the Government's rules (Arisanti, N.M.D., & Suderna, I.W., 2020).

With such collaboration, the collaborating parties exchange ideas, move together, and have a symbiotic mutualism (mutual benefit) in dealing with the COVID-19 Pandemic. However, there are some potential obstacles, given that it is not easy to unite the specific strengths of different elements. Therefore, this paper will focus on observing the collaboration between the Government and the private sector in dealing with Indonesia's COVID-19 pandemic.

II. Review of Literature

2.1 Public Policy

There are many limitations or definitions of what public policy means in the political science literature. Each of these definitions gives a different emphasis. This difference arises because each expert has a different background. While on the other hand, the approaches and models used by experts will ultimately determine how the public policy will be defined (Winarno, 2007: 16). The definition of public policy put forward by Thomas R. Dye (1975, in Syafii (2001: 105) states that "public policy is whatever the government chooses to do, whether to do something or not to do (silence) something (whatever government chooses to do or not do). Not to do).

However, one thing that must be remembered in defining policy is that the definition of policy must still understand what the government does rather than what is proposed in action on a particular issue. The definition of public policy will be more appropriate if the definition also includes the direction of action or what is being done and is not solely related to the proposed action. Winarno suggests that a more precise definition of public policy is the definition put forward by James Anderson (1979, in Winarno 2007: 18), namely, "policy is a direction of action that has a purpose set by an actor or several actors in overcoming a problem or a problem. problem". This policy concept is appropriate because it focuses on what is done and not on what the government proposes or intends.

Based on the definitions and opinions of the experts above, it can be stated that public policies are specific actions taken by the government or government officials. Every policy made by the government must have a purpose so that public policy helps solve problems or problems that exist in people's lives. Public policy is necessary because the government's task as a public servant must formulate actions for the community.

2.2 Definition of Cooperation

Cooperation is a form of social interaction. According to Abdulsyani, cooperation is a form of social process in which certain activities achieve common goals by helping each other and understanding each other's activities (Abdulsyani, 1994). Cooperation is also an activity carried out jointly by various parties to achieve common goals (Purwadarminta, 1985).

As quoted by Abdulsyani, Roucek and Warren, said that cooperation means working together to achieve common goals. It is one of the most basic social processes. Usually, cooperation involves the division of tasks, where everyone does every job that is his responsibility for achieving common goals.

III. Research Method

Based on the explanation of the Research Background, the problem's complexity arises in handling COVID-19 in the field, both in terms of regulations, human resources, logistics, psychological, social, and economic impacts. In addition, the current collaboration between the government and the private sector cannot be considered going well. Indicators of this condition can be seen from the different interests or priorities of the government and private sectors in handling COVID-19. This research aims to see the urgency of collaboration between the government and the private sector to handle COVID-19 in Indonesia successfully. This paper also discusses the supporting and inhibiting factors in handling COVID-19 and forms of collaboration between the government and the private sector in handling COVID-19.

This research is casuistic, so it requires qualitative methods that can assist researchers in providing a detailed description of the phenomenon and encourage understanding of the substance of the collaboration between government and private sector in the handling of Covid-19 in Indonesia. Creswell (2014) defines qualitative methods as demonstrating a different approach to scholarly inquiry than quantitative research methods. Qualitative methods rely on text and image data and have unique steps in data analysis. Qualitative methods and draw on the diverse design. The research design used is quasi-qualitative with qualitative inductive data analysis.

3.1 Data collection technique

Data collection in this study was conducted through interviews, observation, and documentation. The interview technique used is in-depth interviews. An in-depth interview is a process of obtaining information for research purposes using questions and answers. In contrast, face to face between the interviewer and the informant or the person being interviewed. The interviewer and informant are involved in social life with or without using an interview guide. Relatively long (Burhan, 2020). Researchers are trying to create opportunities for direct observation of several governments and the private sector to know the strategy for handling the Covid-19 pandemic. Such observations serve as another source of evidence for a case study (Yin, 2015). Documents collected in conducting this research are in the form of data on acts of collaboration between government and private

sector, data from field surveys, titles of the collaboration, and the strategy of the collaboration that has taken place.

3.2 Object of research

The object of research is an issue or problem that is the main focus and target of researchers in researching the form of data sources and tools that help answer research. The object of this research is the government and private sector collaboration.

3.3 Data analysis technique

Researchers perform analysis techniques by reducing data, presenting data, and drawing conclusions or verification. The data obtained from interviews, the field, and the results of extracting documentation are large, complex, and complicated. Matthew dan Huberman (2014) describes this first of their three elements of qualitative data analysis as data reduction. "Data reduction refers to selecting, focusing, simplifying, abstracting, and transforming the data that appear in written up field notes or transcriptions." Data reduction is defined as the process of selecting, focusing on simplifying, abstracting, and transforming data that appears in field notes and transcriptions. Data reduction occurs continuously as long as a qualitative research-oriented project occurs. During data collection, the researcher reduced the summary and sorted answers related to the research problem into appropriate themes.

After the data is reduced, the next step is to present the data. The data in this study are presented in brief descriptions and tables arranged systematically to understand their meaning. The data presentation is done to see the overall picture of the answers that have been categorized. Then compare the answers between one informant and another. To prepare the interim report, the researcher made reflective notes for each informant. Researchers do data integration. At this stage, conceptual conclusions have not been made because it will hinder the acquisition and complete understanding of the reality of the study.

The final step is concluding and verifying. The researcher formulates the meaning of the research results by repeatedly reviewing the truth of the conclusions, especially their relevance and consistency to the title, objectives, and problem formulation. Conclusions are analyzed more specifically and precisely with relevant theories and supported by valid and consistent evidence from the results of data collection in the field.

IV. Result and Discussion

The COVID-19 pandemic has been responded to by all parties, from the government to the private sector. Both sectors have an essential role in ensuring that handling the COVID-19 pandemic is practical and on target. Collaboration between the government and private sectors is carried out to ensure that efforts to handle the COVID-19 pandemic run quickly and appropriately. Collaboration is the basic process of cooperation that gives birth to integrity, trust, and breakthroughs (Edward M Marshall, 1995). It is a state of togetherness, division of tasks, equality, and responsibility between several actors whose activities have the same connectedness and goals. Collaboration in the public sector will lead to goods and improvements in public services.

Public-private collaboration is an arrangement that regulates one or more public institutions to be directly involved with non-public stakeholders in a formal, consensus-oriented, and deliberate collective decision-making process to make or implement public policies or manage programs or public assets. In this context, the government and private

sector collaboration is carried out to handle the COVID-19 pandemic. At the practical level, the collaboration between the government and the private sector is not carried out quickly because there are supporting factors and inhibiting factors that make collaboration suboptimal. The factors are as follows:

4.1 Supporting and Inhibiting Factors in Collaborative in Handling COVID-19

Since the WHO declared COVID-19 a pandemic in most countries in the world, including Indonesia, the number of victims has continued to increase, causing many fatalities and enormous material losses, as well as having an impact on society, politics, and other aspects of social welfare. Various efforts have been made by the government to minimize the level of community losses, both material and non-material. The collaboration of the government, the private sector, and the community in the prevention and handling of COVID-19 is one of the main keys to achieving this goal. The government, the private sector, and the community play a role not only as objects but also as subjects in handling the COVID-19 pandemic.

1. Supporting Factors for Government and Private Collaboration in Handling the COVID-19 Pandemic

a) Shared Motivation

The shared motivation or goal in the collaboration between the government and the private sector is to reduce the number of losses from the COVID-19 pandemic. Huxham and Vangen in Emerson, Nabatchi, and Balogh (2012) state that shared motivation also strengthens and enhances the process of moving shared principles. Commitment to a collaborative process can remove barriers that often arise due to differences in the characteristics and interests of institutions. Commitment makes institutions interact and ultimately form a collective agreement.

b) Institutional Procedures and Agreements

Procedures and rules are established to manage interactions in the collaborative process, and they can be formal or informal. The quality of the agreement between the government and the private sector can be seen from the goals of collaboration and shared interests proposed. The commitment of the government and the private sector in handling COVID-19 is aimed at involving public opinion in determining the policies decided by the government. Through public discussions, inputs from the public in general and the private sector are accommodated to be processed and resolved properly by the government.

c) Leadership

Leadership plays an important role in collaboration, and this is essential in supporting the success of the government-private collaboration process. Leadership is important not only from the government but also from the private sector. This is because leaders will seek support for collaboration, initiate meetings, act as facilitators and mediators, represent collaborating parties, distribute knowledge and insights, and advocate the public. Leaders from both the private and government sectors play a central role in the collaboration process. These leaders become representatives and informants of agreements or knowledge gained during collaboration in handling the COVID-19 Pandemic.

2. Inhibiting Factors for Government and Private Collaboration in Handling the COVID-19 Pandemic

a) Inconsistent Government Policy

In the context of handling the COVID-19 pandemic, the government has issued several policies. The issuance of these policies is based on the dynamic

developments of COVID-19. The dynamics of this policy create an inconsistent image of the government in handling the COVID-19 pandemic. One example of inconsistency in government policies is the difference in rules between ministries in determining public transportation operations. In addition, the inconsistency is seen in the regulation prohibiting hometown visits during Eid, but it is completely allowed during the Christmas and new year holidays. Another example is the regulation regarding the implementation of Large-Scale Social Restrictions based on the Minister of Health Regulation of the Republic of Indonesia No. 9 of 2020 concerning Guidelines for Large-Scale Social Restrictions, which conflicts with the Enforcement of Restrictions on Community Activities based on the Instruction of the Minister of Home Affairs Number 1 of 2021. In the context of collaboration, this condition becomes an inhibiting factor, because the private sector sees that the government does not side with the private sector because they issue decisions that are constantly changing. For the private sector, this policy change is a difficult challenge in making adjustments.

b) Declining Economic/Business Sector

The COVID-19 pandemic has also had an impact on the socio-economic aspects of society. The most obvious socio-economic impact is the decline in income due to the policy of Large-Scale Social Restrictions for informal sector workers and layoffs (including being completely laid off, partially working, reduced wages, and so on) for formal sector workers (companies). The private sector is the sector that has suffered the most due to several provisions related to handling the COVID-19 pandemic. With these losses, many private sectors are forced to violate the rules set by the government. Therefore, both the government and the private sector need to hold discussions to determine some of the rules that have been made.

4.2 Collaboration Concept for Government and Private in Handling the COVID-19 Pandemic

Wibowo & Afriyani (2021) state that the government must be able to become a reference for useful information for the community in a situation full of uncertainty. There are four pillars of public communication related to COVID-19, they are: Public appeal to remain calm and alert, coordination with relevant agencies, providing access to information to the media, and mainstreaming handwashing with soap. Bonso, H. & Irwan (2021) further emphasizes that collaboration is working together to achieve a predetermined common goal. Collaboration is the most basic social process that usually involves the division of tasks, where each party involved does every job that is their responsibility for the achievement of a common goal. In accelerating the response to the COVID-19 pandemic, the government cannot work alone and requires cooperation involving various parties. Collaboration is a form of cooperation and interaction from several elements such as individuals, institutions, and parties involved directly and indirectly who receive the consequences and benefits.

One of the factors that determine success in overcoming and preventing the spread of COVID-19 is a strong and fast collaboration between the government and the private sector. Collaboration is an alternative way of responding to the COVID-19 pandemic by leveraging infrastructure, human resources, and processes from the private sector. Collaborative governance is a formal activity that involves joint activities, shared structures, and shared resources. Furthermore, collaborative governance emphasizes the importance of pre-existing good relationships between various actors for successful collaboration. Some of the collaboration sectors that can be implemented are as follows:

a. Health Security Capacity

The state's capacity in health security to reduce the threat of a crisis due to the COVID-19 pandemic needs to be increased. The main focus of activities is to improve preparedness, particularly the integrated surveillance system, data management with competent human resources, and human resource development for reference laboratories supported by strengthening local governments in policymaking.

b. Health Service Capacity

Health services in the COVID-19 pandemic use the principle of surge capacity. In contrast to a disaster situation, a pandemic situation requires the capacity of health services to manage outpatient and inpatient surge capacity as well as track patients in health facilities. Effective handling of surge capacity needs to involve other sectors and the private sector, as well as taking into account hazard vulnerability assessments (HVAs). Funds should be available for planning, training, research, equipment, logistics, monitoring, coordination, and the process of changing rules or regulations.

c. Response Management

Response management requires adequate risk communication capacity, accountable and transparent resource mobilization, and cross-sectoral institutional and coordination that makes people feel safe and protected by the state. Amid the uncertainty, the public hopes that the government will provide firm and accurate information since the beginning of the pandemic. Accurate information becomes a reference for the public to reject hoaxes and infodemics (information that cannot be verified, is often misleading, and spreads quickly through various media channels).

d. PentaHelix and Vaccination

The values of social harmony, solidarity, cooperation, and collaboration between citizens need to be strengthened so that education, socialization, and mitigation in behavior change can be accepted and applied by the community at large. The involvement of all elements of society (the PentaHelix collaboration between government, community, academics, entrepreneurs, and the media) needs to be optimized so that changes in behavior occur and new social and cultural norms can be adopted. The COVID-19 vaccination is a lesson for Indonesia where, in the future, it is necessary to develop a vaccination mechanism for highly infectious diseases.

e. Promotive and Preventive Efforts

Controlling COVID-19 requires health promotion efforts that target individuals, communities or organizations, and policymakers so that people can maintain their health and those of those around them with the support of the necessary infrastructure. It requires exemplary national figures (including government officials), academics/experts, community leaders, and religious leaders, as well as transparent information in health promotion.

f. Preventive Actions

Preventive actions here can include:

- 1) Public communication training on pandemic risks, including regulation and establishment of information centers supported by the government and the private sector, as well as community involvement by taking into account local wisdom from the national to the village level or neighborhood unit.
- 2) Strengthening capacity in risk communication for government officials and health workers in delivering information in a firm, accurate, and consistent manner.
- 3) Strengthening the role of mass media (digital and conventional) in disseminating accurate information in the community and increasing the ability to provide counter-information against the infodemic (hoax).

- 4) Ensuring maximum public access to comprehensive and reliable information from the government by utilizing news technology (digital and conventional).
 - 5) Strengthening crisis coordination involving various social capitals starting from the micro level, such as at the village level or neighborhood unit, to the wider community by strengthening the focus on handling the pandemic simultaneously (without egocentricity) by the relevant ministries/institutions/government agencies.
 - 6) Increasing COVID-19 vaccination capacity by issuing immunization policies that ensure all age groups have full access to various types of vaccines to accelerate the achievement of herd immunity combined with other health interventions, as well as providing adequate vaccination facilities and infrastructure.
- g. Detective Actions
- Detective actions here can include:
- 1) Strengthening the integrated surveillance system and reporting lab test results that are interoperable, real-time, coordinated between regions and between regional centers, cross-sectoral, and mandatory.
 - 2) Increasing laboratory capacity, both quantity (HR) and quality, logistical adequacy, and adequate infrastructure, as well as developing monitoring mechanisms.
 - 3) Strengthening the testing, tracing, and treatment (3T) recording system to quickly break the chain of COVID-19 spread and managing data in an information system that is accessible to the public at large.
- h. Responsive Efforts
- Responsive efforts can include:
- 1) Strengthening cross-sectoral coordination and risk communication by various parties as the main capital for effective response management.
 - 2) Human resource training and provision of adequate budget allocations without discriminating against private health facilities at the primary level (including training in case recording and reporting).
 - 3) Developing an early warning system as a tool for making decisions on procurement and distribution of pharmaceuticals, including vaccines and medical devices, quickly and responsibly for government and private health facilities.
 - 4) Building a liaison network for producers, donors, and users (community), as well as encouraging local philanthropy to help provide medical supplies and medical devices.
 - 5) Ensuring the capacity of health facilities, including in medical waste management, providing funding allocation and training for medical waste managers.
 - 6) Ensuring the continuity of essential health services by implementing health protocols and planning 3T monitoring and an effective referral system by public and private health facilities.

V. Conclusion

The complexity of the problem in handling the COVID-19 pandemic is very high. Collaborative efforts to resolve the various dimensions of the impact of COVID-19 need to be strengthened. One is establishing cooperation between the government and the private sector. Currently, the government, the private sector, and other parties are still focusing on handling the transmission and socio-economic impacts of the spread of COVID-19. The government cannot work alone. Public participation (collaboratively) is needed to support better and more effective handling of the COVID-19 pandemic. In its implementation, the collaboration between the government and the private sector is not easy.

There are supporting factors and inhibiting factors in carrying out this collaboration. The supporting factors include shared motivation, leadership elements, and institutional procedures or provisions. The inhibiting factors include policies issued by the government and the private sector, which are dominantly affected by COVID-19 from economic and business elements.

The collaboration between the government and the private sector in handling COVID-19 can be carried out with several approaches, including increasing health security capacity, availability of health services, response management, PentaHelix and vaccination, promotive and preventive efforts, responsive actions, detective actions, and preventive actions.

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