



Community Participation, Motivation, and Capacity as the Principle in Collaborative Governance-Based Covid-19 Prevention and Management in Banyuanyar, Surakarta Indonesia

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Abstract. Transmission and impact of Omicron variant are more vulnerable than those of other Covid-19 variants; thus people should apply an appropriate health management. The objective of research is to analyze community participation, motivation, and capacity in Banyuanyar Surakarta Indonesia in preventing and managing Covid-19 using Ansell and Gash's collaborative governance theory. This explorative research used purposive sampling. Data collection was carried out through observation, in-depth interview, and Focus Group Discussion (FGD) with community member, Covid-19 patient and former Covid-19 patient in Banyuanyar Surakarta, chief of neighborhood association (RT), Jogo Tonggo Team of Banyuanyar and Staff of Banyuanyar Village, Surakarta City's Health Office and Corona Virus Disease 2019 Handling Task Force of Surakarta City being supporting informant. To validate data, data source triangulation technique was used, while data analysis was carried out using an interactive model of analysis. The result of research showed that for the Covid-19 prevention and management, particularly in Banyuanyar region of Surakarta, people have consensus, contribute to, share valid and accurate information related to Covid-19, participate in various ideas, thoughts, effort, and fund. In addition, people trust in each other, according to the authority they have. It represents the principle of collaborative governance between stakeholders at local level; thus people keep healthy and are avoided from Covid-19 infection.

Keywords: Community Participation · Motivation · Capacity · Collaborative Governance · Covid-19

1 Introduction

Coronavirus Disease-19 (Covid-19) case increases in the presence of new variant, Omicron. Considering World Health Organization Covid-19 Dashboard's data, 425,006,306 people are positive Covid-19, 5,906,126 die, 68,228,148 are still in positive active status

(still in sick condition), and 350,872,032 have been cured per Monday 21/2/2022. The Monitoring of Indonesian Covid-19 Case conducted by Crisis Center of RI's Ministry of Health, and Covid-19 Management Acceleration Task Force, shows that corona virus has infected 5,213,526 people, with 146,398 deaths, 536,645 people still under treatment (positive active), and 4,530,483 cured per Monday 21/2/2022. Based on Covid-19 Dashboard Data of Surakarta, 33,581 people have been infected with corona virus in Surakarta per Sunday 20/2/2022, with 1107 deaths, 3085 still positive active, and 25,873 people cured. Meanwhile, in Banyuanyar Banjarsari Surakarta, there are 865 confirmed cases, with 747 people cured, 79 under isolation, 6 under treatment, and 33 died.

Omicron variant affects the patients more significantly, as it causes mild symptom so that patients are infected Omicron almost unconsciously [1, 2]. In dealing with this phenomenon, Indonesian Government along with its people has optimized at least 2 doses of vaccination. A common attempt has been taken through socializing the implementation of health of protocol in many sectors, both formal and non formal. However, the attempt has been inhibited in the presence of hoax often circulating within society. Hoax appearing is related to the danger of vaccine, hesitation about Omicron virus and etc., leading people to follow Covid-19 prevention and handling procedure hesitantly. It also change people's perception on the risk of Covid-19 transmission making the large-scale covid-19 prevention unachieved [3, 4].

The dissemination of hoax within society can be seen from the change of community behavior pattern from complying into no longer complying with health protocol implementation. This phenomenon grows more intensely when the policy government is weaker. People's incomppliance with health protocol can be found in public places in Surakarta like in market, supermarket, mall, and food court. To deal with this problem, a review should be made on the risk communication pattern implemented by the government. This review is intended to find out the effectiveness of the communication of Covid-19 risk to the public, so that some solution can be found related to the change of strategy or risk communication facility affecting the public more significantly [5, 6]. It can be accomplished through involving the participation of community leaders, including Covid-19 patients, former Covid-19 patients, head of Neighborhood Association (RT), *Jogo Tonggo* Task Force and Staff of Kelurahan, Health Office and Corona Virus Disease 2019 Handling Task Force.

The involvement of community leaders should be compensated with a survey to ensure the effectiveness of risk communication they have conducted. The effectiveness of community leader participation should be analyzed in relation to the community's conception on the communication of Covid-19. Important components delivered by the subjects are, among others, important message on the implementation of health protocol like social distancing, wearing mask, washing hand with soap, worship from home, completing nutrition need and sport; socializing policy about social restriction, worship activity restriction and government program; and optimizing communication channels such as online media, electronic and printed media, and offline media [7, 8]. Communication strategy is directed to achieve the conception of scientific explanation and not popularity-oriented. The problems later becoming the challenge in the process of optimizing risk communication is the misleading information delivered by the leaders to the community. It should be prevented to avoid misconception that can result in hoax

such as polemic about disinfection, mask use, and vaccination [9]. It is not an easy task and therefore needs collaboration and good managerial system among all subjects in Banyuanyar Surakarta Indonesia, to handle Covid-19 well. Therefore, collaborative governance between stakeholders is needed in Covid-19 handling.

Collaborative Governance is conducted with other parties in the attempt of resolving a public problem, including that in Covid-19 handling. Collaborative governance involves non-state stakeholders directly in the process of making a formal, consensus-oriented, deliberative policy, aiming to make or to implement public policy or to govern public program or asset. Some factors affect prior condition in a collaboration: stakeholders have collective interest and vision to be achieved, past cooperative history, mutual respect established in cooperation, each of stakeholders' confidence, imbalanced power, resource and knowledge [10].

The objective of research is to find out the effectiveness of Covid-19 prevention and handling conducted by Surakarta City Government along with religious leaders, community leaders, and local government leaders of Kelurahan Banyuanyar, Surakarta, Indonesia, and successful community participation, motivation, and capacity as the principle in the attempt of preventing and handling Covid-19. This success is highly affected by an ability of integrating evidence-based accessibility into openness and strategic communication.

2 Method

Considering the topic raised, this research used a qualitative research type with exploratory approach or strategy. This research prioritizes natural setting and method intended to interpret the phenomenon of successful community participation, motivation, and capacity as the principle in the attempt of preventing and handling Covid-19 in Banyuanyar Surakarta Indonesia. It indicates that this research was explored naturally using the approach studied, not spurred by time or social condition of community. Exploratory method helps the author get into others' perspective and attempt to understand why they do so, aiming to comprehending the world where the informants are [11].

This research used purposive sampling technique, involving key informant, main informant, and supporting informant [12]. The primary data of research was the one obtained from Covid-19 patients, former Covid-19 patients, head of Neighborhood Association Banyuanyar, *Jogo Tonggo* Task Force and Staff of Kelurahan Banyuanyar, Health Office of Surakarta City and Corona Virus Disease-2019 Handling Task Force of Surakarta City including religious leaders, community leaders, and local government leaders of Kelurahan Banyuanyar, Surakarta, Indonesia. Meanwhile, secondary data like rural monograph was obtained from the local village office and Covid-19 Data Dashboard of Surakarta City.

Data and information deriving from those observed and interviewed, and result of Focus Group Discussion with informants are primary data source. The data was recorded in written recording, like book or audio recorder, while secondary data source was written after the data was obtained. Data validation in this study was conducted using data source triangulation technique. Qualitative data analysis was conducted interactively,

continuously and completely encompassing reduction, data display, and conclusion drawing/verification [13].

3 Result and Discussion

The messages related to social distancing and mask use can be followed easily by the people, and so are CTPS (washing hand with soap) and appeal to do worship from home. However, people will find some difficulty in implementing the appeal related to health and nutrition maintenance. It is confirmed by the Head of Health Office of Surakarta City and Corona Virus Disease 2019 Handling Task Force of Surakarta City. Generally, the highest mobility of Banyuanyar citizens is mobility between Kelurahan, followed with mobility to downtown and mobility for tourism purpose. This mobility is affected by social and economic needs, so that it is inevitable. Particularly after the government launched new habit adaptation, the mobility to outside area increases. Viewed from the aspect of people's acceptance to Covid-19 survivor, positive survivors are more unacceptable than the survived person under supervision or those who died to be buried in their region. This is putatively because people feel worry to interact with the survivor clearly infected with Covid-19. Nevertheless, generally people still accept the Covid-19 survivors fairly.

Although the policy of restriction in some regions like Large-scale Social Restriction no longer applies, but Banyuanyar villager's behavior can give description related to people's knowledge on and compliance with the policy. People have good knowledge on the policy, including the policy of restricting activities in worship places, but the people's potential incompliance with the policy is very high. They said that they do not comply with the policy because they are hesitant with the restriction of region and worship place. In addition to regional restriction, the government also holds such grant programs as Direct Cash Assistance (BLT), Non-Cash Assistance, Labor-intensive, and other programs. These programs are considered as good and capable of relieving the people's burden. However, some problems arising related to the target of program, because many people said that the program is not right on target.

Media online is not too familiar to the people, compared with electronic and printed, and offline media. Although majority people can access communication vehicle (cellular phone) and internet (signal, data plan), the use or the ownership of application or the visit to online media related to Covid-19 is not as many as the number of internet/internet tool users. Those using application or visiting website feel that they can understand more easily the content of social media like facebook, twitter and instagram than that in digital application or Covid-19-related website. Online channel like covid.go.id (from Central Government), corona.jatengprov.go.id, covid.intip.surakarta.go.id and applications like *Peduli Lindungi* (care and protect) and *Bersatu Lawan Covid* (Uniting to fight against Corona) are very useful to the people. Meanwhile, electronic media like TV/Radio gets much more attention than printed media does in acquiring information on Covid-19. Nonetheless, the content of both is more understandable than digital application or website.

Banyuanyar people (villagers) attend actively the socialization activity held by medical workers and volunteers. They also fairly understand the content of socialization delivered by both of them. Attention should be paid to people's knowledge on terminologies

circulating. People understand old term (terminology circulating since Covid-19 invasion) more easily than new terminologies such as quarantine. Generally, people state that they know terms Person Under Supervision (ODP), Patient Under Supervision (PDP), New Normal, and Covid-19-related Death. However, they understand poorly the new terms like Traveler, Confirm, Confirmed Case, Close Contact, Probable and Discarded Cases.

In handling Covid-19, according to the Head of Kelurahan Banyuanyar (Lurah Banyuanyar), the government need help and well-established collaboration between stakeholders to handle Covid-19 more effectively. Therefore, local government also synergizes with some parties: Puskesmas (Public Health Center), referral Hospital, Health Office of Surakarta City, Covid-19 Handling Acceleration Task Force of Surakarta City, and all Banyuanyar people. It is implemented in relation to promoting, preventing, curative, and rehabilitative actions intended to Covid-19 patients. Collaboration is desirable in Covid-19 prevention and handling in Banyuanyar, recalling limited time, personnel, and governmental budget.

Collaborative governance in Covid-19 prevention and handling involves the related stakeholders like government, private, and community. It is confirmed by the Heads of Surakarta City's Health Office and Covid-19 Management Acceleration Task Force. They said that, there are some principles in the collaboration of Covid-19 prevention and handling: participation, common motivation and capacity for common action. People have consensus and prioritize the mutually approved goals, i.e. Covid-19 prevention and handling, particularly in Banyuanyar. They adapt to their own role in completing their task and meeting their expectation and sharing information on Covid-19 transparently [14–16]. Frequency of Communication can affect a wish to participate and commitment in establishing collaboration. In addition, participation should be done sustainably with mutual trust. Each of stakeholders, either individual or institution has their own capacity to do common (collective) action. They can participate in the term of idea, thought, effort, mind, money, and technical facility and infrastructure in preventing and handling Covid-19. It is desirable to make program and activity run sustainably [17].

The government of Kelurahan Banyuanyar initiates to give service to Banyuanyar people through establishing *Task Force* called *Jogo Tonggo* task force of Kelurahan Banyuanyar. Support Command Post is provided to overlap and to complement each other, like Covid-19 Human Resource (HR) and volunteers, and other supporting facilities such as supporting instruments and fleets like ambulance, including shelter provision, decontamination, corpse treatment, and condition creation. However, there is a limited quantity of supporting resource in Covid-19 handling in Banyuanyar, thereby inhibiting the Covid-19 case handling.

Sustainable collaboration and participation arise due to mutual trust and awareness of interdependency among the members of community. The importance of trust built in collaboration, considering the experience the Banyuanyar community has, is one of assets (capitals) to create well-running collaboration. This can indirectly generate collaboration established in order to be sustainable cooperation from time to time, just like a context indicating that a trust will later affect commitment in the collaborative Covid-19 prevention and handling [18]. In addition, Banyuanyar people have had emotional proximity making their confidence so high that neither procedural nor bureaucratic measure

is necessarily used in performing the collaboration undertaken. Even, in this collaboration there is no job division specifically organizing the role of respective individuals and institutions as usually done in the collaboration in general [19, 20].

Banyuanyar people state that communication between stakeholders and between people plays an important role in preventing and handling Covid-19, because its effectiveness is dependent on the capacity of sector involved to respond to the message immediately. A form of coordination performed by involving inter-institution collaboration is the establishment of Support Post. The function of Support Post is related to evacuation and funeral of Covid-19-related corpse requiring collaboration among stakeholders to make the Covid-19 handling run smoothly. Communication and coordination related to the Covid-19 pandemic handling at level local are accomplished through *Jogo Tonggo* Task Force of Banyuanyar or support post along with Regional Agency for Disaster Management (*Badan Penanggulangan Bencana Daerah*, thereafter called BPBD) of Surakarta City as the facilitator of Covid-19 preventing and handling activity, Puskesmas, Hospital, Health Office of Surakarta City, RT (neighborhood association), RW (citizen association), kelurahan (village) and Banyuanyar people. Generally, Banyuanyar people assume that communication between the stakeholders of Covid-19 prevention and handling is performed in non-formal way, through social media like WhatsApp group (WAG). Although communication is largely performed incidentally and in non formal way, no miscommunication occurs. Despite non-formal coordination pattern, BPBD as the holder of command keeps monitoring and evaluating all members of Support Post [21]. Participation in the Covid-19 handling requires information transparency between stakeholders to create information sustainability. In addition, it is important to provide public or organizational information transparency amid Covid-19 pandemic, including optimizing the people's right to public information, creating good governance and encouraging the community's active role in public policy. The *Jogo tonggo* Task Force functions to help the government participate actively particularly in emergency response phase today. It does the handling function not only related to technical handling but also functioning to provide genuine information through disseminating information to the public [6].

Some factors need special attention: internal information like the availability of ambulance fleet to perform Covid-19 related funeral and to pick up Covid-19 patients and to send them to Hospital; the dissemination of information related to the availability of personnel to bury the Covid-19 related corpse; the availability of shelter coordinated by BPBD and Referral Hospital. The dissemination of information is communicated through such media as whatsapp group. If there is a Covid-19 positive patient with severe symptoms, Social Office as the manager of government-owned shelter will confirm the placement of patients and if the government-owned hospital is not available, it will be reconfirmed to other shelters in Surakarta. Recalling the condition of Covid-19 pandemic development that has not subsided yet, all sectors should support each other to achieve the good management, for example, when a hospital needs ambulance fleet, coordination should be performed first with the team existing in BPBD. Each time an ambulance has been used to do funeral, the fleet should undertake Covid-19 protocol procedure by making it resting for 1×12 h before it can perform its task again later.

Another thing needing to be prepared is the availability of Self Protection Equipment (SPE) for each team to be on duty. The officers should follow the protocol requiring them to wear complete SPE with disposable waterproof long sleeve costume, non-sterile glove and glove covering costume cuff, and face protector or goggles to anticipate body liquid sprinkling, surgical mask, and shoes with shoes cover that can protect the officers from this dangerous virus exposure. To suffice the need for SPE and decontamination, BPBD as the facilitator of support post should file the application for the fulfillment of such need to government. Although collaboration in this support post does not include the fulfillment of financial need, the fulfillment of ready-to-use stuffs is accommodated directly by respective sectors in the form of physical objects. Thus, all sectors in this support post should support each other technically to enable the handling activity to run maximally and to achieve the collective goal [22, 23].

4 Conclusion

Collaborative governance is very desirable between individuals and institutions amid Covid-19 pandemic. Support Command Post in Banyuwangi establishes collaboration with a variety of Covid-19 pandemic handling institutions in Surakarta City. The support group has some functions: decontamination, condition creation, and Covid-19 corpse funeral. Communication and information dissemination performing well and smoothly between stakeholders will result in optimum collaboration. Some of them are accomplished through non-formal method such as *group* (WAG) of Support Command Post. Some needs distributed such as sharing information on ambulance for Covid-19 corpse funeral, the availability of hospital, and the development of Covid-19 positive case indicate good result with no miscommunication occurring in the implementation of response in the field. The implementation of Covid-19 pandemic handling, of course, demands the fulfillment of human and technical resource needs, such as the funeral of Covid-19 pandemic corpse, ambulance fleet, and SPE in implementing response in the field. Based on good collaboration and collaborative management, the Covid-19 prevention and handling can be said as performing effectively in Banyuwangi, Surakarta.

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