

The Emergent Role of Local Government on Covid-19 Outbreak In Indonesia: A New State-Society Perspective

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Abstract: *This article is conducted to describe and analyze the local government in handling the Covid-19 outbreak. The spread of the coronavirus (Covid-19) has caused various problems in Indonesia. In addition to health issues, Covid-19 has caused economic, social, cultural, security problems, even in the government field. The problem that arises in the field of government that is related to government administration, especially regarding the relations between the central government and regional governments in dealing with the situation of the spread of Covid-19 is associated with decentralized health affairs. The situation of the central government's lack of responsiveness in responding to Covid-19 that has entered Indonesia, which is marked by the emergence of a lot of confusing news, both from the central government and regional governments, has led to various negative actions, chaos even distrust of the community. With these conditions, local governments have an important role in dealing with the Covid-19 outbreak. The raising question will be how are the policies of the regional government in handling this epidemic, but still in line with the instructions of the central government. Local governments and communities have a very vital role in minimizing and handling the spread of the Covid-19 outbreak compared to the central government. There are some shreds of evidence from regions with the red zones areas.*

Keywords: *covid-19 outbreak; local government role; society; policies.*

Introduction

In late December 2019, an outbreak of baffling pneumonia portrayed by fever, dry cough, and fatigue, and infrequent gastrointestinal indications occurred in a seafood wholesale wet market, the Huanan Seafood Wholesale Market, in Wuhan, Hubei, China (Huang et al., 2020). The entire world is battling against the

coronavirus pandemic. Confronting another infection, irresistible ailment specialists just as government authorities gear up to execute measures to control and relieve its damage (Wu, Chen, & Chan, 2019). This pandemic continues as there are no special vaccines and drugs yet. Some researchers predict, after the first

wave of transmission of the coronavirus has passed, there will still be further waves (WHO, 2020).

In the Covid-19 cases in Indonesia, since President Joko Widodo's announcement on March 2, 2020, the positive patients with Covid-19 have increasing day by day (Malau, 2020). From a universal point of view, the numbers are still low, particularly comparative with Indonesia's populace (Pierre, 2020). However, it is presently comprehended this is expected to under-testing. Indonesia has the most minimal pace of Covid-19 testing. Based on data from the (Wahyu, 2020) Indonesia has health facility limits for limiting the number of positive Covid-19 patients in Indonesia including for the Covid-19 rapid test. Besides, medical devices are only concentrated in Java, of the total hospitals, 936 units are in Java (51%), while outside Java only 891 units (49%). The number of ventilators in Java reached 4,942 units, while outside of Java only 892 units (Research and Development by Kompas, 2020). Thus, the genuine absolute number of cases is obscure, yet it is protected to expect that it is a lot higher than the official numbers show.

The Central Government of Indonesia has put together a task force to deal with the coronavirus, which is led directly by the Head of the National Disaster Management Agency (covid19.go.id, 2020). However, there is still resistance in society, mostly in terms of government openness regarding data related to the spread of the coronavirus in Indonesia. Indeed, this policy will have another impact, but let us reflect on how people do not panic, while people do not know the exact location of the spread of

the coronavirus (Yahya, 2020). They are only able to guess and describe speculation. Providing a sense of security is a duty of the government. The diversity of national and international media coverage of the development of the coronavirus has become public consumption, which needs to be unclear to provide a representative and effective headline (Safitri, 2020). It is not uncommon for the public to wait for valid information from the government so that the public does not speculate, and worsening suspicion, government openness will create a sense of security, comfort and overcome community ignorance.

Since the Covid-19 outbreak began in early March, the government has tried to implement several of policies to reduce corona positive numbers in Indonesia including social distancing, calls for activities outside the home, conducting rapid tests of Covid-19 prioritized in red zone areas, large-scale social restrictions, until the ban on returning home (Heriani, 2020). There are many pros and cons to the policies taken by the central government. Some regions decide to take policies on their own such as lockdown their regions because of the perceived slow pace of the central government in making policies. Many are disappointed with the slow response of the central government to deal with the Covid-19 outbreak. This is shown by throwing resentment at social media. For example, the emergence of the hashtags #NegaraAbaikanRakyat which started trending at 12.00 WIB on April 1, 2020, then reached 78,000 tweets at 15.00 WIB (Pranita, 2020). The hashtag #NegaraSantuyRakyatAmbyar also

(Mazzucato, 2012). It composes discussions and behaviors to inquire about the arrangement and political difficulties (Jenkins-Smith et al, 2018). Whirling around all approach choices and their execution is policy networks (Marsh and Rhodes 1992; Jenkins-Smith et al. 2018), by and large characterized as elements trying to impact approach, their connections, and related results. Arrangement systems incorporate ideological groups, open offices, chose workplaces, intrigue gatherings, non-government associations, the scholarly community, think tanks, and some more (Dörny & Decoville, 2016; Jordana et al, 2012; Harris et al, 2017; Parsons, 2018). These elements identify with one another through an assortment of ties significant in policymaking, for example, data and asset trades, coordinated effort, trust, and partner/adversary relations (Peters et al, 2017; Lubienski, 2018; Fawcett & Daugbjerg, 2012). Policy networks respond and add to the moving of consideration regarding strategy issues and changing of government plans. The COVID-19 pandemic implies an abrupt and intense move in what issues arrangement systems focus on and, thusly, changes in the motivation of numerous administration dynamic settings, for example, councils and parliaments. Prior policy networks condition strategy and cultural reactions. Many of the reactions saw in COVID-19 mirror the vulnerabilities and qualities of earlier approach systems, just as emanant connections (Bodin et al. 2019).

Changes in the significance of approach systems' kin and associations, relations, and resources once settled, policy networks have been demonstrated

to be moderately steady (in any event in hierarchical portrayal), with regularized examples of connections (Jenkins-Smith et al. 2018). A portion of these arrangement systems has been modified in the wake of the COVID-19 reaction. This incorporates making a few relations pointless and others fundamental, raising the centrality of certain substances, (for example, open specialists and specialists), and pushing different elements to the fringe, (for example, ideological groups and affiliations). For instance, in federalist nations, tending to the COVID-19 pandemic anxieties the interchange among national and subnational specialists. In the USA, this is clear with New York Governor Cuomo's political ascent in his continuous tussles with President Trump over the gravity of New York's circumstance and the job (or deficiency in that department) of the central government in supporting the state's alleviation endeavors (Enton, 2020). In Switzerland, a few cantons have bypassed focal choices by taking stricter measures than those presented by the national government.

Policy Success and Failure

The policy is frequently used to comprehend strategy assessment in progressively ordinary rhythms of approach cycles, solid proof bases, and evaluative methods. Be that as it may, COVID-19 has impelled it out of these ordinary rhythms by forcing extraordinary criticalness, vagueness, and worth clashes. Bits of knowledge from the writing on strategy achievement and disappointment with its augmentation to the emergency the executive space (McConnell, 2011) give a valuable

ought to be apportioned and building up various methods of portrayal and responsibility' (Marc, 2013; Gillman, 2018; Varda, 2011; Qiaoan, R. (2020). The attention is not on specific institutional structures yet rather on the relations and social elements of state and society foundations. Neither the state nor common society is viewed as acting in seclusion (Mitchell, 1991; Lin, 2021; Joseph, 2020; Chu, 2018). Or maybe, the state determines its authenticity through its collaboration with residents and a composed and dynamic common society.

The Citizenship Development Research Center (2020) perspectives a resident as 'somebody with rights, goals and obligations to others in the network and the state. This infers a relationship among residents, and between the state and every one of those living inside its outskirts' (Benequista, 2010; Botelho, 2014; Naik, 2020; Wolford, 2016). Citizenship presents different advantages, including the option to appreciate a nationality; to cast a ballot, hold office and take an interest in political procedures; to get to instruction, wellbeing and different merchandise; to get to the work advertise past the casual area; to claim organizations, land and different types of property; and to the security of habitation and opportunity of development.

The idea of political settlement can enormously affect state-society relations (Crow, 2018). In numerous delicate and struggle-influenced states, relations depend on the support and the absence of responsibility. The unmistakable quality of casual organizations and connections and informal procedures bring about divergences between formal frameworks and rules and real practice (Pouligny, B.,

2010). Political elites, who profit by supporting and pay from characteristic asset rents and crimes, regularly have minimal impetus to connect with residents and to fabricate compelling open position (Rowland, N., and Smith, C., 2014). The convergence of intensity in a couple of elites additionally constrains the cooperation of residents from open life. In certain circumstances, residents might be avoided from open life through state restraint and brutality. These outcomes in a heritage of negative and feeble state-society relations. Endeavors to advance a comprehensive political settlement can reshape relations and add to political and social change.

A significant part of the spotlight in the state has been on building the limit of focal state organizations (Marc, 2013). Consideration should likewise be paid to supporting common society and resident commitment to such an extent that they can consider the state responsible and make it receptive to society (Seller, 2010). Where contributor arrangement and subsidizing have been aimed at both state and common society foundations, these mediations have frequently been compartmentalized dependent on a customary state-common society partition (Negoita, 2019). Procedures and strategies are required that attention on the collaboration among establishments and residents at all phases of war-to-harmony progress, from harmony dealings and usage of understandings to post-strife peacebuilding (Benequista, 2010; Habermas, 2015). The challenge is to build peace coalitions that stretch on a level horizontally and vertically between various degrees of society.

and its people. As mention by Boven’s and Hart (1998) that useful approach for Covid-19 is the assessment of the extent of success or failure it is causes and implications for future crisis decisions. The role of local government is very important and central in dealing with Covid-19 outbreak in Indonesia because the regions understand well about the condition of their territory (Rahma, 2020).

The local government becomes an important role because the policy from the center is lowered and must be translated as well as possible for each region which incidentally has different cultural and customary conditions. Since Indonesia has 34 provinces and around 17,000 islands, it certainly cannot be generalized. The success or failure to suppress the positive patient numbers of Covid-19 is determined by the local government which can translate and even innovates the Central Government's rules. In this discussion some of the local governments

taken for the case study are some of the red zones, namely DKI Jakarta, North Sumatera, South Sumatera, East Java, West Java, Central Java, Yogyakarta, South Sulawesi, and West Papua. As we can see in the table below:

As Covid-19 appears, pandemics are complex social and behavioral challenges and not fair technocratic issues. Government staff and citizens are grappling with the danger of contracting the contamination or managing with individual misfortune. Compelling coordination instruments between national and local governments are basic. We have to be reinforced nearby frameworks and construct the capacity of nearby authorities to oversee the arrangement reaction (from wellbeing to the economy to social security). Investment in local government will be key to successful recovery and long-term resilience.

Table 1.
Local Government Policies Action in Dealing with Covid-19

Region	Mitigation	Social Distancing	Budget Refocusing and reallocation	Rapid Test	LSSR/PSBB	Providing website
DKI Jakarta	✓	✓	✓	✓	✓	✓
North Sumatera	✓	✓	✓	-	-	✓
South Sumatera	-	✓	-	✓	-	-
West Java	✓	✓	✓	✓	✓	✓
East Java	✓	✓-	✓	✓	-	✓
Central Java	✓	✓	✓	✓	✓	✓
Yogyakarta	✓	✓	✓	✓	-	✓
South Sulawesi	-	✓	-	-	-	✓
West Papua	-	✓	✓	-	-	-

Source: Author

percentage of 51%. Regional head or governor of West Java, the effort to fight Covid-19 is divided into three layers or three strongholds. Specifically, prevention, tracking, and care. Do not let Covid-19 jump right through the fortress one, two to three strongholds which resulted in a definite cannot handle by the hospital. In addition to applying the concept of three layers, Ridwan Kamil also explained the five principles he adhered to in handling the Covid-19 case in West Java. First responsive, if you can hurry, don't need to wait. Second, transparent (website) *Pikobar* pikobar.jabarprov.go.id is part of transparency. Third, scientifically, every day there is an expert panel, statisticians, doctors giving input to the West Java government, large-scale provincial social restrictions are one of the inputs from the experts. Fourth, collaborative, inviting youth clubs, Family Welfare Empowerment, making public kitchens and others. The fifth innovative, industry utilized, Biopharma made its PCR (polymerase chain reaction).

East Java, social distancing policy seems not to be fully implemented in East Java. Until the positive announcement of Covid-19 in Indonesia reached thousands there were still many people who underestimated the outbreak (Kominfo, 2020). Therefore, the Governor of West Java implements several matters related to the handling of Covid-19 including: The first policy is transportation. She appealed to the Regent/Mayor to provide hand washing facilities with soap and to provide a health checkpoint equipped with a thermal gun and mask for those found to have symptoms of cough, runny nose and fever. The facility must be equipped at each terminal, airport, station or port

under its authority; Secondly in the term of education, she emphasized that the implementation of teaching and learning activities at junior and high school in East Java was carried out at the homes of each student by giving assignments to be assessed upon entering school. Especially for vocational high school and high school class XII who will take the national exam for vocational schools from March 16-19, 2020, high schools from March 30-April 2 2020 will continue to be carried out according to schedule with due regard to various prescribed health procedures. The education unit was also asked to postpone the implementation of student exchange activities both abroad and into the country, including study tour activities; Third in the health sector, the governor urges the Regent/Mayor to instruct the Health Service, *Puskesmas* (public health center to monitor people who come from affected countries/regions because they are People at Risk. Also, health workers are also asked to track patients who are positive and increase counseling on Covid-19 prevention to the community. 44 referral hospitals have been determined are also asked to immediately arrange additional facilities for handling patients with Covid-19 in the form of isolation rooms, personal protective equipment, medicines and consumables, and health workers; Fourth in the field of government, she emphasized the State Civil Apparatus in the East Java Provincial Government to improve hygiene and prepare handwashing facilities with soap. East Java itself has a website to monitor and update Covid-19, namely <http://infocovid19.jatimprov.go.id>.

Central Java, applying traditional methods, one of which is done by giving

collected from the results of mutual assistance, especially from the private sector, both in the form of CSR and other assistance. The fifth step is law enforcement in encouraging community discipline in social distancing, physical distancing and healthy living. The sixth step is community discipline supported by the Government's firmness and the fulfillment of the people's needs of life. Commission A of the DIY DPRD has asked the Yogyakarta Regional Government to firmly emphasize the importance of social restrictions, so that it grows disciplined in implementing the protocol to prevent the spread of Covid-19. The seventh step of course all these steps must be accompanied by prayer, asking God. Besides, Yogyakarta itself also has a website to update information about Covid-19 through <https://corona.jogjaprov.go.id>.

South Sulawesi, which has strategic steps including the first, escorting and facilitating the return of around 8,000 participants of the *Ijtima* World Asia Zone in Gowa Regency as a step to prevent the spread of the coronavirus in South Sulawesi; The appointment of 9 hospitals as a referral hospital for coronavirus patients in South Sulawesi, namely RSUP dr. Wahidin Sudirohusodo, Sayang Rakyat regional general hospital, Dadi area special hospital, Tk Hospital. II Pelamonia, Andi Makkasar regional general hospital, Sinjai regional general hospital, and Lakipadada regional general hospital; Tightening human entrance to South Sulawesi and ensuring the dissemination of coronavirus prevention; Establishment of Command Post and Media Center for South Sulawesi Covid-19 Task Force for the Acceleration of Handling which is chaired directly by

the Governor of South Sulawesi; Distribution of 1 container of medical devices consisting of 200,000 masks and 2,500 complete personal protective equipment for medical personnel in charge of treating coronavirus patients; Rationalizing and refocusing the budget especially on non-priority 2020 members and allocated for handling the coronavirus and its effects; Regarding the large-scale social restriction policy, the government said that before it emerged, the South Sulawesi Provincial Government had implemented some forms of limitation to prevent coronavirus, including dismissing schools, working from home, physical distancing, and social distancing. The South Sulawesi Government also has its website to monitor and update Covid-19, namely through <https://covid19.sulselprov.go.id>.

West Papua, the West Papua Government made initial anticipation of the danger of the coronavirus (COVID-19). Therefore, the West Papua provincial government has held a coordination meeting to make several policies aimed at tackling the Corona case, as an effective measure to prevent its spread. Implementing physical distancing, allocating a budget for Covid-19 prevention, providing free health care. Papua itself does not have a website to update information related to Covid-19.

Cases Analysis

As mention by Weible, C.M., Nohrstedt, D., Cairney, P. et al. (2020) that policy react and contribute to the shifting of attention to policy issues and changing of government agendas the Covid-19 pandemic signifies a sudden and drastic shift in what issues policy networks pay

Second, social distancing or physical distancing even the large-scale of social distancing carried out by the local government seems to have not succeeded in stopping the spread of Covid-19 in Indonesia. More regions were affected by the Covid-19 outbreak. For example, in East Java, the implementation of social distancing is ignored by people so there are still many people roaming the streets, shops are still open and there are no restrictions on each other. Then in Yogyakarta itself, the flow of returning home more and more. The problem that occurs is because social distancing is only a mere appeal, so there is no binding law if people violate to travel or not keep a distance.

Third, budget reallocation and budget refocusing are instructions from the central government. The intended budget reallocation policy is to postpone physical allocation, postpone/reduce grant spending that has not yet been signed on the Regional Grant Agreement Manuscript, postpone the allocation to the village government and replace it in the form of a social safety net, and to rationalize the direct expenditure of the Regional Apparatus. The regional budget is focused on handling Covid-19, including providing adequate health facilities and prioritizing subsidies for people affected by the economy. Of all the local governments sampled in this discussion, they have not been able to fully re-budget and refocus, namely South Sumatra and South Sulawesi. Some of the reasons are because the budget of each region is different, depending on regional income so for those with small regional income this will be a significant problem causing a budget deficit in the next year if it is not

accompanied by central transfers to the regions.

The fourth is a rapid test, according to the central government instruction rapid tests are carried out for areas that have been designated red zones by the central government. Therefore, the areas taken as samples in this paper have passed the Covid-19 rapid test, however DKI Jakarta, South Sumatra, West Java, East Java, Central Java, and Yogyakarta. This was done to quickly find out whether positive people were corona or not, which region was the most so it helped to make policies on handling Covid-19 in the region. There are two main reasons why it is important to test audiences or diagnose them individually, as well as knowing how widespread the coronavirus is. The test apparently can help health services make plans, including setting up intensive nurse units. Testing can also provide information to policymakers about the steps to maintain distance alias physical distancing. For example, if many people are known to have contracted the coronavirus, then regional quarantine or Large-Scale Social Restrictions in Jakarta need to be applied. Meanwhile, if there is no extensive testing, it means that many people must isolate themselves without reason, including health workers. The problem of rapid tests in Indonesia is the uneven distribution of rapid test equipment throughout the region.

Then, the provision of real-time information is provided on Covid-19's website. Areas that have been declared red zones have a website to update all information related to Covid-19, only West Sumatra and Papua do not have a website. Not a bit of information about the coronavirus that is spread through

culture makes it difficult for people to apply social distancing. Social relations through a pattern of friendship between family and friends, making social distancing cannot be run strictly and difficult to discipline. Strict social discipline and discipline can only be applied if there is a clear and clear policy. In every region such as East Java, social distancing cannot be carried out properly because people still underestimate the Covid-19 problem.

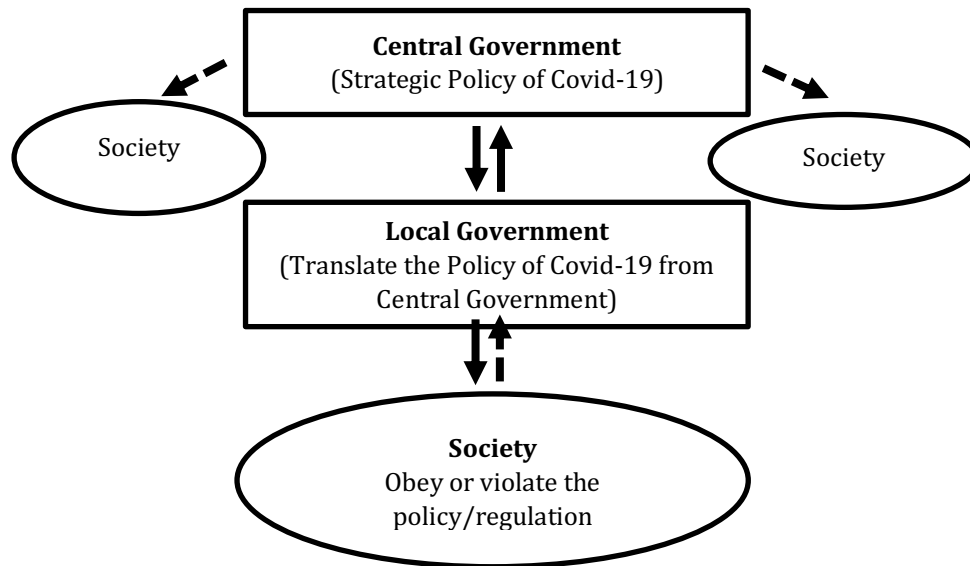
Secondly, the low level of public literacy about covid-19, is understandable because covid-19 comes and spreads in a very fast time and becomes suddenly a complex condition when faced with. Covid-19 began to appear in Wuhan, China in December 2019, and then spread to various countries, including Indonesia. In this very fast and complex distribution situation, public education about Covid-19 is not easy to do. Actually, with the development of information technology that is very massive at this time, public education to improve their literacy about covid-19 is not too difficult to do. The problem is that all parties, including the government, are stuttering in responding to the development of Co-19 which is too fast, so that no one focuses on educating them to improve literacy in the community.

Third, lack of discipline in the implementation of government policies in handling Covid-19. Social distancing and stay at home approaches sometimes can not only be expected in the community to participate voluntarily. Therefore, more stringent government policies are needed to ensure that social distancing goes well. The absence of a ban on horizontal social mobility for the community, both within cities and between regions, makes social interaction between individuals in the community ongoing, which makes Covid-19 dissemination easy. In several countries, a radical policy in preventing Covid-19 is implemented, which is a lockdown. With the lockdown, social interaction is strictly limited so that social distancing can run well.

Fourth, the compulsion of the community to violate the social distancing approach. Since, there is no policy of limiting horizontal social mobility, and informal sector workers must continue to work to fulfill their daily needs, social interaction is still ongoing and social distancing is not easy to implement.

If we look at the policies carried out by the central government, regional governments, to the participation of the people in Indonesia in handling Covid-19, it can be concluded as shown below.

Figure 2.
Model Proposed Relationship of the Central Government, Local Government and the Community in Handling Covid-19 in Indonesia



Source: Author, 2020.

According to the picture above, the government needs to dynamically coordinate the handling of the Covid-19 outbreak. In the current emergency, coordination with rigid regulations can no longer be applied. If all the elements have the same spirit of cooperation, then it can be done. For example, governors, regents, or mayors can submit proposals and initiatives to the minister and president regarding the control of this coronavirus outbreak. Flexible and dynamic coordination is needed in the current crisis conditions. For example, when there is a spike in both Monitoring Persons and Monitoring Patients who need quarantine is not only addressed by the health sector. However, it requires coordination with various parties as is done in Yogyakarta in collaboration with training centers, Hajj dormitories, and halls located in regencies or cities in Yogyakarta.

Also, coordination and communication are one of the important

keys in accelerating the handling of Covid-19, therefore the Task Force functions as a coordinator that can involve all technical ministries which can also be supported by all stakeholders and existing non-governmental organizations. partners are very important for the community to support every step taken by the task force, because with good cooperation between the task force and the community it will be able to complete a clear transmission 19. Then, the local government accelerates the policy of synchronizing population data to then take steps to fulfill the basic rights of total citizenship to maintain the economic security and life of citizens, for example by starting to think about and implement Universal Basic Income policies, especially for vulnerable groups.

Conclusion

The spread of Covid-19 in Indonesia cannot be underestimated. Central and local government policies

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