

## Local Government Preparedness in Response to the Transition from Pandemic to Endemic: An Adaptive Governance Perspective in Surabaya Municipality

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Received: 20 February 2023; Revised: 10 May 2023; Accepted: 12 June 2023

**Abstract:** According to the declaration of the WHO about the pandemic, COVID-19 is pathogenic in humans. Leaders around the world have implemented strategies to prevent the transmission of this outbreak. The Indonesian government also encountered a similar problem, with the first case of COVID-19 in Indonesia announced around March 2020. Soon after, the number of cases increased dramatically over time. Months later, the Indonesian government distributed the vaccination program throughout the country, reaching more than 70% of the population. As the immune system strengthens, the government is planning a transition from pandemic to endemic based on the condition of each area. Adaptive governance is needed during this transition, and according to that, the local government plays an important role in dealing with the endemic. Further research has been conducted in Surabaya, one of the largest cities in Indonesia with a heterogeneous population. This study used Soft System Methodology to create a model of bureaucracy between local governments in Surabaya, and the results showed that in the relationship between local governments, the mayor of Surabaya Municipality has to be the main commander, with the regional disaster management agency as the leading sector. However, the results showed that adaptive governance in Surabaya has been effectively implemented. This study is expected to be one of the references in preparing for the transition from pandemic to endemic by using an adaptive governance perspective.

**Keywords:** Adaptive Governance; Transition; Local Governments

### How to Cite:

Winoto, S., Muluk, M. R. K., & Wahyudi, L. E. (2023). Local Government Preparedness in Response to the Transition from Pandemic to Endemic : An Adaptive Governance Perspective in Surabaya Municipality. *Journal of Governance*, 8(2), 295–311.  
<https://doi.org/http://dx.doi.org/10.31506/jog.v8i2.19218>



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## Introduction

The coronavirus outbreak has impacted all countries around the world. WHO has declared this outbreak a pandemic, which has spread globally since early 2020 (Arshad Ali et al., 2020). This virus is pathogenic to human respiration, and many people died in the early phases of the outbreak. Galbadage et al. (2020) stated that this virus spreads using droplets, fomites and aerosols from human to human. The information provided reminds us to be aware by wearing masks, implementing social distancing, and frequently washing our hands to minimize the transmission of this outbreak, and this is a simple strategy for reducing COVID-19 in every country.

To deal with this pandemic, governments in each country also issued policies to reduce its dissemination. In the same case, Indonesia, as a developing country, also faced the same situation. The first infected case was announced at the beginning of February 2020. Soon after, the president of Indonesia issued a press release urging this virus to be eliminated. On the other hand, most nations have a low level of public trust.

This circumstance necessitates the implementation of some strategies. In a more detailed examination, the strategies adjust to the condition of the nation. During the early phases of COVID-19 in Indonesia, the government implemented large restrictions all over the area. Yet, the government also needs to occupy the facilities and infrastructure to boost and support the health sector. Another strategy is that the Indonesian government promotes the vaccination program for immunity in Indonesia.

In the months after, the Indonesian government committed to distributing vaccinations all over the country. In addition, the vaccination rates have

surpassed 70%, and the ministry of health stated that COVID-19 has passed the pandemic phase and is becoming endemic. In the first quarter of 2020, the Indonesian government declared an easing of restrictions. According to Biancolella et al. (2022), the transition plan of a pandemic towards the emergence of an endemic caused a case degradation. The outbreak could turn into an endemic triggered by most of the nations that have formed herd immunity despite being vaccinated. However, the local government must be involved in the distribution. According to Ismail (2020), local governments in Indonesia have a role in the formation of some policies. Even in practice, local government policies must still be considered and must not conflict with the rules set by the central government (Kusumaputra & Retnowati, 2020). Moreover, Winoto (2021) stated that the policies for handling this pandemic are based on the concept of "top-down", in which the central government takes full control of handling the outbreak. However, this pandemic has pushed the government to adapt to new policies. In this context, "adapt" is a term that represents strategies around the world, which means being capable of dealing with a new situation.

Governments need to implement the term adaptive to create responsive and stable policies. The essence of adaptive governance refers to institutional arrangements to respond to and satisfy demand in a changing environment (Hatfield-Dodds et al., 2007). This refers to evolution as the fundamental meaning of adaptive governance. Moreover, Janssen and Voort (2016) stated that adaptive governance is a stable, responsive, and accountable government. In a more detailed examination, Norman (2019) described that adaptive governance is key to examining each

problem, especially social, economic, and others. In Indonesia, adaptive governance has frequently been implemented well. To prepare for the transition from pandemic to endemic, the local government plays a significant role in reducing the outbreak, especially during the transition from pandemic to pandemic. To respond to the transition, the local government has to prepare an adaptive policy. Therefore, the main objective of this study is to show that an adaptive governance approach can be adapted to respond to the transition from the pandemic to the endemic.

### **COVID-19 Outbreak**

WHO has declared the COVID-19 outbreak a global pandemic. WHO also stated that this outbreak has emerged as a respiratory disease that is pathogenic to humans (Torales et al., 2020). This disease can be transmitted from human to human by droplets, fomites, and aerosols (Jayaweera et al., 2020; Azimi et al., 2021). Similarly, Galbadage et al. (2020) discovered that droplets, fomites, and aerosols can be easily transmitted from human to human. To prevent the transmission of this disease, government leaders around the world implemented large restrictions, but this strategy has various responses; however, the effectiveness of this strategy depends on individual commitment and can determine the risk perception of the disease (Seabra et al., 2020).

### **The Strategy of the Indonesian Government**

The Indonesian government reported the first cases of COVID-19 around March 2020. Following this occurrence, there has been an increase in the number of COVID-19 cases in Indonesia. To reduce the transmission of COVID-19 in Indonesia, the government

announced a basic strategy, which included encouraging the use of masks in public places, rapid diagnostics, self-isolation, implementing physical distancing, and others (Sutomo et al., 2021; Amalia & Sa'adah, 2021). Not long after, the government imposed large-scale social restrictions (PSBB) to reduce the transmission (according to SK Kemenkes RI No. HK.01.07/MENKES/239/2020) (Mulyana, et al., 2020), but in order to achieve this objective, the government also required transportation in the area (Azikin et al., 2021). The government imposed the large restriction as a preventative measure against transmission and in response to Presidential Decree No. 7 on COVID-19. This decree was then followed by the Decree of the Minister of Health, which served as the basic guidance to handle the COVID-19 case all over the country (Muhyiddin & Nugroho, 2021).

Months later, the government distributed a vaccine to immunize Indonesian citizens, which was carried out in early January 2021 (Arsyad et al., 2021). As the vaccination program has been successfully distributed in all areas of Indonesia, the government also issued guidance to handle COVID-19, also written in the Instructions of the Minister of Home Affairs (INMENDAGRI) No. 1 and No. 2 of 2022, to implement the restriction depending on new cases in each area. INMENDAGRI No. 1 addressed the situation of COVID-19 cases in Java and Bali Island, whereas INMENDAGRI No. 2 addressed the situation of COVID-19 cases outside Java and Bali Island. According to INMENDGARI No. 1 of 2022, Surabaya is the area in the level 1 category. The level 1 category is the area that has distributed vaccine programs at a percentage of 70% for vaccine stage 1 and 60% for vaccine stage 2, in which the level 1 category has to carry out educational units that can be

conducted face-to-face or via distance learning, the maximum capacity of the activity is 75%, the market can operate with 100% activity, and others.

### Adaptive Governance

Adaptivity is often equated with agility, but they are not the same. Both agility and adaptive governance focus on responding to and dealing with uncertainty and changes in the environment (Janssen & Van der Voort, 2020). Adaptiveness is the ability to assume social responsibility according to certain relative social norms (Ismaya, 2021) and respond to the environment as expected by specific cultural and age groups (Sattler in Balqis, 2021). Adaptability can help a person or organization complete the expected work in various situations (Safitri, 2022; Alamirah et al., 2022).

Adaptive is a way of being stable, responsive, and accountable. In terms of government bureaucracy, adaptive could be a way to be more adaptable and a key to examining each problem, especially social, economic, and others (Norman et al. 2020). Theories on adaptive governance speak of "fitting" with changing and new environments and "learning" as the core of governance efforts (Janssen & Van der Voort, 2020). In addition, Cosens et al. (2019) stated that adaptive governance can manage the resilience of the government. Moreover, according to Hatfield-Dodds et al. (2007), adaptive governance is the concept for easily managing systems that provide environmental assets and ecosystem services using institutional theory. Decisions taken on adaptive governance are inclusive decisions that include the opinions of various experts and take into account the possibilities that will occur (Ramadhan et al., 2022).

### Method

This study used a qualitative method using *Soft System Methodology* (SSM) to obtain a comprehensive overview. This method was used to arrange thoughts in a complex problem and makes it possible to change into a human activity system through the processes of root definition and conceptual modelling (Hanafizadeh & Ghamkhari, 2019). SSM sees everything that happens as a human activity system because a series of human activities can be called a system where each of these activities is interconnected and forms a bond (Kusumaningrum et al., 2019). Soft system methodology assumes that each individual will see the world differently. Different world views certainly lead to a varied understanding and evaluation of any situation, which in turn leads to different ideas for positive action. Ideas do not always contradict each other (generally, there is likely to be some overlap), but they may differ enough to make a difference in serious problems when deciding on an action (Sandfreni & Adikara, 2020). Soft system methodology consists of seven stages of the process (Novani et al., 2014). SSM was chosen to investigate holistic problems from every aspect.

Due to financial constraints, the researcher used four stages of SSM in this study, including in-depth interviews, observation, discussion, and documentation. The interview was carried out in Surabaya Municipality between August and October 2022, and information was gathered from some identified informants, including the urban development planning board (BAPPEKO), the regional disaster management agency (BPBD), the health office (Dinas Kesehatan), and the social service (Dinas Sosial). The data was displayed in a rich picture. In addition, an explanation in

detail of the relationship between local government organizations from pandemic to endemic was presented.

### **Result And Discussion**

WHO announced the Corona virus in February 2020. This disease originally came from Wuhan and quickly became pathogenic in humans. This outbreak is known as the COVID-19 pandemic and has been spreading globally (Arshad Ali et al., 2020). The transmission of this outbreak has emerged in Indonesia, and up until now, the government has been attempting to eradicate it. The Indonesian government applied a top-down approach to this outbreak, with the central government taking full control in order to reduce the transmission while the local governments followed the central government's policies. Surabaya, one of the most densely populated cities in Indonesia, has its own governance system based on central government policies to prevent transmission. Surabaya is a city in Indonesia that contributes the most to the number of positive COVID-19 patients. This happens because Surabaya is the second-largest metropolitan area in Indonesia (Virania et al., 2021; Putra & Soedirham, 2021).

In response to the outbreak, Surabaya's mayor issued a Mayoral Decree assigning local government instruments to jointly deal with the outbreak and deeming the regional disaster management agency (BPBD) the leading sector in controlling the transmission. This paper analyzed the circumstances of each local government and its preparedness for the transition from pandemic to endemic.

### **Regional Disaster Management Agency (BPBD)**

The regional disaster management agency (BPBD) is one of the local

governments that analyzes and evaluates disaster policies. BPBD is a non-departmental government institution that carries out disaster management tasks in both provincial and district/city areas based on policies stipulated by the National Disaster Management Agency (Muslim et al., 2021; Syarifah et al., 2020).

In Surabaya, BPBD is the leading sector for controlling transmission. In the initial phase of COVID-19, the BPBD leadership gave an instruction to act in accordance with the existing decree in order to establish a clear system. The activities carried out by the BPBD have gone through discussions and meetings involving all levels and officials of the BPBD, resulting in a single command. The activities carried out by the BPBD also paid attention to the flow of regulations between local governments in order to ensure harmony in the implementation of activities related to the COVID-19 pandemic. In every mall in Surabaya Municipality, BPBD attempted to play a different role by collaborating with the Indonesian National Armed Forces (TNI) and police to carry out sweeping, strict monitoring of the implementation of health protocols and routine cooperation in controlling society.

BPBD, as the leading sector, has an approach that they used to reduce COVID-19 transmission in Surabaya, namely the COVID-19 Task Force, which consists of the provincial task force, the municipal task force, and the neighborhood (RT) task force, which is in direct proximity to the community and whose job is to provide accurate information and productive communication to the community (Rezeki et al., 2020; Oktariani et al., 2020). BPBD has joined the community to work hand in hand in dealing with COVID-19.

Activities carried out by the BPBD are in accordance with Mayor Regulation

No. 28 of 2020 concerning Guidelines for the New Normal Order in the 2019 Corona Virus Disease (COVID-19) Pandemic Conditions in Surabaya Municipality and Mayor Regulation No. 67 of 2020 concerning Implementation of Health Protocols in the Context of Prevention and Breaking the Chain of Transmission of COVID-19 in Surabaya Municipality. In responding to the plan for transitioning from a pandemic to an endemic, the BPDB seems to be adhering to the established health protocols so that the preparations for dealing with the endemic are carried out in the same manner as dealing with a pandemic.

### **Urban Development Planning Board (BAPPEKO)**

The impact of the pandemic is the main problem and issue confronting a number of cities in Indonesia, including Surabaya. The urban development planning board of Surabaya Municipality, as a local government institution, is responsible for coordinating cooperation among existing local governments; this is related to the duties and authorities regarding the urban development planning board. Bappeko acts as coordinator of the regional planning apparatus and plays an important role in carrying out development according to his leadership, assisting regional heads in determining development planning policies (Yusnita, 2020).

Bappeko Surabaya focused on recovering the regional economy, which was formerly -4.8%, to become 4% and eventually 6% in 2022. In addition, collaboration with academia, hospitals, and the private sector was used in an effort to improve and regulate solutions to the problems faced. Bappeko frequently sent staff to support activities carried out by other local governments related to COVID-

19, such as assisting the health office in registering people who have received vaccinations, assisting BPBD in carrying out sweepings, and assisting people affected by COVID-19 in obtaining suitable medical and food rations.

Activities carried out by Bappeko, of course, always adhered to the direction of the mayor as outlined in the existing circular letter. In this case, Bappeko reviewed the circular letter and integrated the policy into the planning form and the existing budget. One of the concerns of Bappeko is the construction of three hospitals to improve public health services.

The impact of the pandemic on the economic and health sectors has become one of the main focuses of Bappeko in improving health services along with the existing economic recovery, including mass vaccinations, hospital services up to 24 hours, and equal distribution of hospital construction in all corners of Surabaya. Other efforts made to restore existing economic activities include promoting the *E-poker* application, which is a local application aimed at improving the quality and quantity of MSMEs in Surabaya Municipality so that economic circulation becomes smoother.

### **Health Office (DINKES)**

A pandemic is a condition in which disease spreads globally, but the government has recently begun discussing easing existing protocols, indicating the presence of a pandemic transitioning to an endemic. The health office, as one of the regional institutions involved in health activities, plays a very important role in overcoming existing pandemic problems. The health office is tasked with formulating policies, implementing policies in the health sector, carrying out evaluations and reporting in the health sector, carrying out the administration of the Health Service,

and carrying out other functions related to health affairs, for example, to urge the public to always maintain environmental health and find good things that can prevent disease (Riyanto, 2019; Anggita, 2021).

The role of the health office in Surabaya Municipality is to be the main executor in dealing with COVID-19 patients. As a government agency, the Surabaya Municipality Health Office always adheres to Technical Instructions, Regulations of the Minister of Health, and Regulations of the Minister of Home Affairs (Permendagri), which contain information related to COVID-19, so that in dealing with the transition from a pandemic to an endemic, the health office continues to refer to and wait for orders from the central government.

The health office is, of course, collaborating with various local governments through the WhatsApp group, which contains various members and representatives from local governments in Surabaya Municipality, in one form of effort to reduce the transmission of the COVID-19 disease, one of which is frequently collaborating with the BPBD to carry out sweepings and raids to socialize related to vaccination. The health office has also been improving coordination with hospitals and public health centers in the local area, which requires hospitals and public health centers in the local area to provide 24-hour health services. The collaboration was considered effective in lowering the rate of transmission of the existing COVID-19 disease. So far, Surabaya Municipality is at level 1, indicating that there have been no reported deaths from pandemic cases. This cannot be separated from the collaborative role carried out by local governments in inviting and supervising the community to

frequently implement existing health protocols.

In order to reduce COVID-19 cases, the health office often conducted cross-sector socialization and training conducted by various local governments, which took place at the sub-district office, village office, and national police chief's office. The socialization that was often carried out was about vaccinations and health immunizations, which are important in maintaining stamina in the body's state. Socialization and the efforts made certainly faced challenges, one of which was management in the early phases of the case. This could be due to the unfamiliarity of staff and employees regarding this disease, but this problem could be solved due to the existence of a single command system and a review of existing technical guidelines.

### **Social Service (DINSOS)**

The main task of Social Service is to record and provide assistance to people who need social welfare services (Munawir et al., 2021; Wirasakti, 2020; Hamdala & Esabella, 2020). Surabaya Municipality Social Service is actively involved in addressing the problems and impacts caused by the COVID-19 pandemic. Along with the state of Surabaya Municipality, which has entered level 1 in 2022 with zero cases and zero deaths and is transitioning from a pandemic to an endemic, the social service has a primary priority, which is to recover the municipality's economy. Surabaya Municipality's economic recovery is carried out by organizing frequent capital aid and training programs for those in need. One of the trainings provided was for female online motorcycle taxi drivers to help them increase their daily income. The training conducted was also a form of collaboration between the social service and the manpower office.

Efforts made by the social service include providing capital aid to the community by recording those impacted by COVID and providing assistance in the form of grocery store business capital; generally, capital is provided in the form of finished products. In addition, the health office consistently provides training and capital through various platforms in order to assist people impacted by COVID and to strengthen the regional economy. In general, socialization was carried out by gathering data at the neighborhood (RT) level, then at the sub-district level, and finally at the regency level. The data was collected in a transparent manner, so that the assistance programs provided were right on target. During the data collection process, the social service frequently disseminated information regarding the PMKS program or people with social welfare problems, making it easier for the public to obtain information regarding available assistance.

The social service also urged the state civil apparatus (ASN) to use the *E-pekan* application as part of its efforts to strengthen and recover the economy of

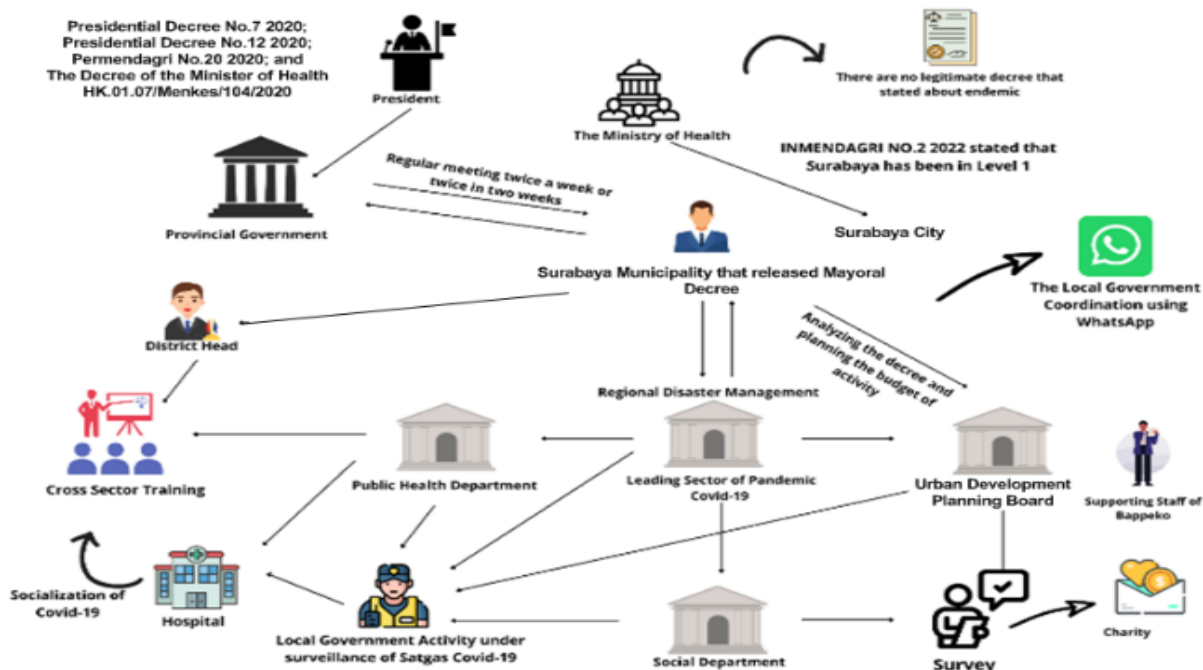
Surabaya Municipality. This local application contains a list of MSMEs in Surabaya Municipality, making it easier for the government to record the people's economy. ASN monthly expenses are recorded in the *E-Peken* application with a total that varies depending on the position of the staff; generally, the higher the position, the higher the monthly expenses recorded through the *E-Peken* application.

### Complete Picture

The Surabaya Municipality government's response regarding the plan on the transition from pandemic to endemic certainly created an image in which the letter regarding a pandemic has not been released yet, but in response to this, the Surabaya Municipality government continues to implement strict health protocols, prepare health services, and learn from experience during COVID-19 in 2020. Moreover, this study provides a picture that illustrates the relationship between the existing local government's parties, and the picture is shown in Figure 1 as follows:



**Figure 1.** A Complete Picture of the Relationship of Local Governments in Surabaya Municipality



Source: Author (2022)

The results of the study showed that there is a relationship between local governments in Surabaya Municipality in dealing with problems regarding the COVID-19 pandemic. Presidential Decree No. 7 of 2020, along with Presidential Decree No. 12 of 2020, became the basis for the issuance of Permendagri No. 20 of 2020 and the Decree of the Minister of Health HK.01.07/Menkes/104/2020 regarding Corona Virus Disease. This policy serves as the basis for all Indonesian local governments to carry out management efforts to prevent the transmission of the COVID-19 case. In addition, the Mayor of Surabaya issued a Mayor Regulation (Perwali) as a response from the municipality government in dealing with the COVID-19 case, namely Perwali No. 28 of 2020.

The Mayor's Circular Letter designated the regional disaster management agency (BPBD) as the leading

sector for handling COVID-19. The Surabaya Municipality's BPBD plays an important role in monitoring the community and the rate of transmission of COVID-19. The BPBD formed a COVID-19 Task Force, which ranges from the municipal level to the smallest unit at the neighborhood (RT) level. The formation of the COVID-19 Task Force is based on mandates from the Chairperson of the BPBD. Moreover, various activities carried out by the BPBD are based on meetings and the approval of all members. BPBD also collaborates with various local governments in Surabaya Municipality, including the urban development planning board (Bappeko), the health office, and the social service. The BPBD also assists with the preparation of the necessary ambulances and emergency tents. Until recently, the supplies provided by the BPBD were stored and cared for as a

measure of precaution in case of a further wave.

The urban development planning board has the duty and authority to review and plan activities by incorporating them into a budget. In this case, Bappeko coordinated all local government activities, and this institution sent staff to assist other local government activities in dealing with the COVID-19 pandemic. For example, Bappeko assigned staff to record data on vaccinated people and collaborated with the health office. Bappeko also collaborated with BPBD in supervising and conducting raids related to tightening health protocols. In addition, Bappeko assisted in gathering data on people affected by COVID-19 to get capital aid from the social service. Bappeko continued to review the circulars issued by the mayor and incorporated them into planning and budgeting, in which case Bappeko also involved academics in dealing with the COVID-19 case.

The efforts made cannot be separated from the role of the health office as the main executor in dealing with this problem. The health office used the *Peduli Lindungi* application to track the movements of people who have been confirmed by COVID in order to protect the community from infection with the existing virus. Responding to patients who have been confirmed to have COVID-19, the health office urged medical centers and hospitals throughout the Surabaya Municipality area to treat patients as best they can and keep service hours open for up to 24 hours. In addition, the health office has also prepared mass vaccinations and cross-sectoral training to increase the ability and sensitivity of the public to the dangers of this disease. In response to the various activities carried out by the health office, it continues to refer to the technical guidelines for the COVID-19 pandemic, the

Regulations of the Minister of Health, the Regulations of the Minister of Home Affairs, and the Mayor Regulations.

The impact of COVID-19 felt by various sectors has also encouraged the social service to keep moving and assist the people of Surabaya Municipality in their recovery. The social service recorded affected communities starting at the neighborhood (RT), sub-district, and regency levels and provided capital aid and training to affected communities. The training was generally provided in the form of improving skills in collaboration with the manpower office; meanwhile, the capital aid provided was in the form of finished products that could be marketed, allowing impacted people to increase their daily income. The social service seems to be involved in utilizing the *E-pekan* application to increase people's income, which in the local application contains the MSME trading process and encourages all ASNs to shop through the application every month.

The description above shows the relationship between local governments, in which BPBD is the leading sector, Bappeko is in charge of coordinating, reviewing, and planning existing activities, the health office is the main executor who is in direct contact with COVID-19 patients, and the social service is responsible for the effort to improve and recover the regional economy. The relationship between these local governments is governed by the mayor, who serves as the main commander for implementing activities that, according to the BPBD plan and evaluation, were carried out once every month during a pandemic and began to loosen up as Surabaya has entered Level 1. As stated in INMENDAGRI No. 1 of 2022, the Surabaya local government implemented the restriction based on INMENDAGRI No. 1 of

2022, which stated that educational units can be conducted face-to-face or via distance learning, the activity has a maximum capacity of 75%, the market can operate with 100% activity, and others. According to the health service, coordination was carried out through WhatsApp groups, which include representatives from each local government, but until now there has been no official circular from the central government regarding the transition from pandemic to endemic. Meanwhile, the steps taken by the Surabaya Municipal Government in response to the transition

from pandemic to endemic are to continue implementing strict health protocols and prevent the emergence of an increase in new cases.

**Local Government Strategy in Surabaya**

The model could be formed after determining the root definition, while the root definition is part of the Human Activity System (HAS), which is used to answer the research questions. The PQR technique was used to determine what was done (P), how to do it (Q), and why it was done as a goal (R), resulting in the root definition in this study as follows

**Table 1. The Root Definition**

Question: How is the mechanism of local government participation in response to the transition from pandemic to endemic in Surabaya Municipality?	Root Definition: Strengthening local government participation in Surabaya Municipality by mainstreaming the transition from a pandemic to an endemic (P), carrying out socialization regarding the handling of the COVID-19 case in the City of Surabaya (Q), and meeting and protecting against transmission from the COVID-19 case (R).
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Source: Author (2022)

The use of the PQR technique was transformation, weltanschauung (world view), owners, and environment. to compare with the CATWOE analysis, which includes customers, actors,

**Table 2. CATWOE Analyst**

<b>Customers</b> <b>Actors</b>	Local Government and Citizens of Surabaya Municipality <ol style="list-style-type: none"> <li>1. Urban Development Planning Board (BAPPEKO) As a government agency in charge of evaluating and planning budgets and activities related to COVID-19.</li> <li>2. Regional Disaster Management Agency (BPBD) As the leading sector in handling COVID-19 in Surabaya Municipality and has a task force unit which is engaged in crowd control in Surabaya Municipality.</li> <li>3. Health office (DINKES) As one of the institutions responsible for being the main executor in handling the COVID-19 problem.</li> <li>4. Social service (DINSOS) As a government agency responsible for gathering data and providing capital aid to the community.</li> </ol>
<b>Transformation</b>	In terms of the transition from a pandemic to an endemic, it seems there is no official circular, but this activity is centered on the BPBD as the leading sector tasked with controlling and dealing with problems related to COVID-

**Worldview**

19. In terms of this transition, the BPBD stated that there was no significant change in handling the transition from pandemic to endemic.

The mayor is the main commander in driving the activities carried out while handling the COVID-19 case.

**Owners**

- a. The Mayor of Surabaya Municipality
- b. Regional disaster management agency (BPBD).
- c. Urban development planning board (BAPPEKO).
- d. Public office (Dinkes).
- e. Social service (Dinsos).

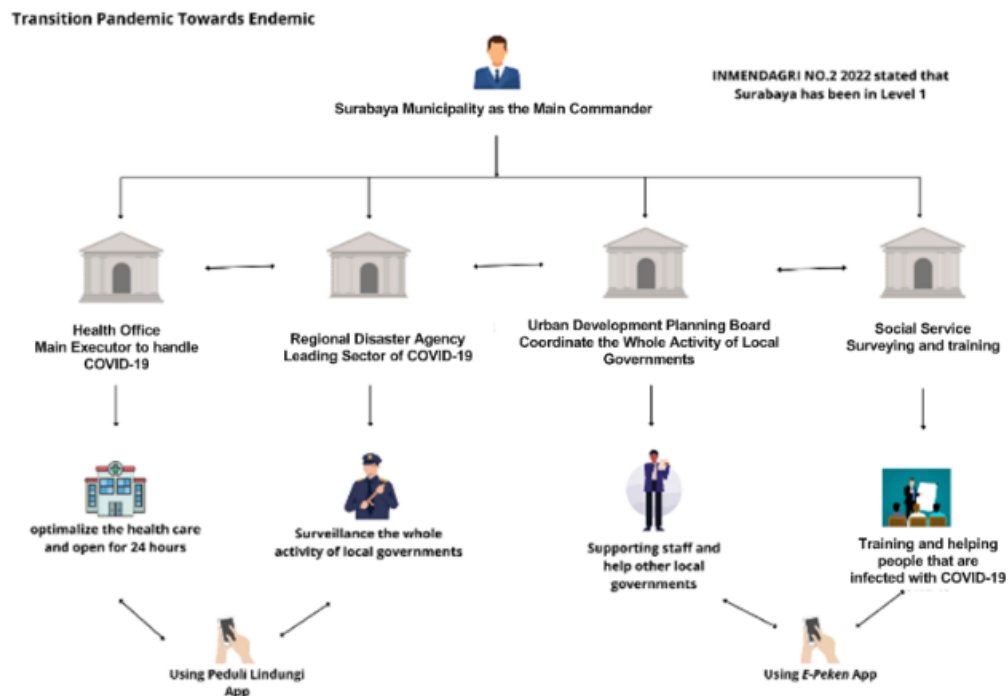
**Environmental Constraints**

- 1. Socialization related to training conducted by the health office encountered problems because the training involved cross-sectors. Therefore, clear regulations were needed.
- 2. The regulations for the transition from pandemic to endemic are still not very clear, so the protocol used is the same as the protocol for a pandemic.

Source: Author (2022)

The next stage was to determine a model related to the transition from a pandemic to an endemic in Surabaya Municipality. The model was formed based

on the analysis that has been carried out, so the model obtained is presented as follows:



**Figure 2.** A Model of Local Government Preparedness in Response to the Transition from Pandemic to Endemic  
Source: Author (2022)

The model image above shows the systematics carried out by the Surabaya Municipal Government in suppressing the transmission of the COVID-19 pandemic, which is handled by the Mayor as the main commander who decides on various policies related to the COVID-19 pandemic. In dealing with a pandemic, the Mayor of Surabaya has supporting systems which assist in coordinating the flow of implementing policies related to pandemics, including the urban development planning board, the regional disaster management agency, the health service, and the social service. The coordination carried out by each local government was to coordinate with each other via WhatsApp and conduct meetings with the mayor and the province once a week or twice a week, while each local government cooperated in handling the COVID-19 case, in which each local government has its own respective focuses and goals while continuing to collaborate. Meanwhile, the Surabaya Municipal Government utilizes the *E-pekan* application to increase the economic growth of Surabaya Municipality, which contains data on MSMEs in Surabaya Municipality. In addition, to facilitate community supervision, the Surabaya Municipal Government often monitors the use of the *Peduli Lindungi* application.

### Conclusion

According to the research conducted, adaptive governance is one of the appropriate government policy implementations during the transition from pandemic to endemic. However, there is no legitimate decree about endemic management. The local governments in Surabaya have implemented the adaptive governance system to face the pandemic, in which the regional disaster management agency

(BPBD) is the leading sector to monitor the whole activity to reduce the transmission, while the urban development planning board (BAPPEKO) is the agency to coordinate the local governments, the health office (DINKES) is the main executor to prevent COVID-19, and the social service (DINSOS) has an important role to survey and train people affected by the COVID-19 pandemic. To face the pandemic, the local governments in Surabaya have coordinated to reduce transmission. The mayor of Surabaya Municipality has the whole power to control the activity as the main commander. Surabaya, as a heterogeneous city, has successfully reduced transmission using adaptive governance.

### Acknowledgement

We acknowledge the support from LPPM Universitas Brawijaya for the grants program. We also want to thanks, in particular to CPDS or Center Policy and Development Studies for the support.

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