

Pentahelix Model-based Collaboration in the Implementation of Covid-19 Mitigation Policies

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ABSTRACT

This study purpose to review and analyze the implementation policy to prevent Pandemic Covid-19 through pentahelix collaboration, using previous research as a reference source which is then analyzed to find out the urgency and differentiation between the research. From the results of previous research analysis, it can facilitate the author in understanding the phenomena and problems that happening in the implementation of the Covid-19 policy, so that it can make analyzed more specifically the role of the pentahelix collaboration in the implementation of policies, so as to produce the problem solving that can be used in the future. This study uses literature study method, in the form of journal, books, and other supporting documents. In addition, the study also used data obtained from the website of the drone empiric academic which contains the results of social media analysis, which is then reprocessed to be analyzed and narrated. This study refers to pentahelix model theory. So through this method and theory, it can be known that the results of the research is a collaboration conducted by the five pentahelix elements (government, society, academia, media, and private sector) still not implemented to the maximum. This was due to a lack of understanding of the policies made by the government in prevent the Covid-19.

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1. INTRODUCTION

Corona Virus Disease-2019 or better known by the abbreviation Covid-19, has succeeded in affecting every part of human life (Rume and Islam, 2020). The spread of the Covid-19 virus was first indexed in Wuhan, China in December 2019, which was then dated March 11, 2020 *WHO (World Health Organization)* designating Covid-19 as *Pandemic Global* (Barua *et al.*, 2020). The countermeasures policy made by the government contains *social distancing*, *lockdown*, large-scale social restrictions (PSBB), use of masks and sanitizers (implementation of 3M) (Mushayabasa *et al.*, 2020).

The development of collaboration plays an important role in solving increasingly complex and dynamic problems (Schwartz and Yen 2017). Collaborative Governance according to Ansell and Gash (2007) is an arrangement that regulates public institutions by involving the role of non-government stakeholders directly in the decision-making process that is collective, formal, and consensus-oriented, as a form of public policy implementation. Collaboration *Pentahelix* is defined as cooperation between various elements of government, academia, industry, mass media, and society, as a model chosen by the Central Disaster Management Agency, in tackling various disasters, including the Covid-19 Pandemic (Sunuantari 2020). The implementation of government collaboration, which has a high carrying capacity for the public interest, also plays an important role (Gailing and Röhring, 2016). Therefore, the implementation of collaboration is needed *ex-ante evaluations* to find out the role of partners, trust in the collaboration, and *Credentials* The right partner (Vazquez chest *et al.*, 2020). Efforts to counter and prevent the spread of Covid-19 require collaboration between government institutions as policy makers and the community as policy recipients (Djalante *et al.*, 2020). In addition, the government also needs collaboration with mass media, the private sector, and academics.

The government has made a policy to combat Covid-19 contained in Government Regulation number 21 of 2020 concerning large-scale social restrictions, in order to accelerate the Covid-19 response. In reality, the Central Government tends to stutter in handling Pandemic conditions (Ramadan, theconversation.com). As a result, misinformation occurs and the public gets information from personal searches on media networks to find out the policies made by the government, as well as the dangers of the virus (Augustinian 2020). If collaboration is not carried out optimally, it can cause misinformation that is risky for the public, especially during the current health emergency, misinformation is fatal to public health (Barua *et al.* 2020).

According to the research of Vita Nur Latif, *et al* (2020), collaboration *Pentahelix* still needs further elaboration, because the implementation of Covid-19 mitigation policies is still not optimal with a minimal level of community compliance. According to Jacko Ryan (2020), the handling of Covid-19 has not been optimal, due to the lack of data owned by the government, especially in the role of political actors and government institutions that have not been maximized. According to Darmin Tuwu (2020), government policies in preventing Covid-19 are considered successful, but the *new normal* has not been successful due to a lack of information on the implementation mechanism. The essence of government collaboration is that there is involvement in the form of sociopolitics between individuals and organizations, which is considered an effective way for modern society to realize common goals (Liu and Xu, 2018).

Therefore, the Covid-19 mitigation policy has been correctly designed by the government, however, there are shortcomings in the implementation and implementation of collaboration from all elements of *Pentahelix*. Moreover, previous research has not yet analyzed *Pentahelix's* collaboration in the implementation of Covid-19 mitigation policies. So the urgency of this research lies in the implementation of policies through *the collaboration of Pentahelix* with the aim of optimizing policies made by the government in tackling Covid-19.

2. METHODS

In this writing, the researcher uses the Literature Study method, by collecting various literary materials, such as articles, journals, books, and various other sources to be analyzed so as to produce data as references in writing. (Sugiyono 2018) explained that Literature Studies is a theoretical study that is in the form of references, and correlates with changes and developments in social conditions or social phenomena that are being researched by the author. According to (Snyder 2019) Literature studies can be used as an analysis of previous research, then used as a comparison to produce data that the author has written. So the author chose the Literature Study method with the aim of facilitating the analysis of social problems that occur and helping to solve problems. In addition, in an effort to collect data, the author also uses data *Social media analysis* as a writing support, which is obtained from the web (academic.droneempit.id) as a data reference.

3. FINDINGS AND DISCUSSION

The Role of Pentahelix in the Implementation of Covid-19 Mitigation Policies

As a unitary country, cooperation or collaboration is needed in making policies (Chadijah 2020). According to data from the Covid-19 Task Force, as of April 29, 2021, there were 5,833 additional Covid-19 cases in 24 hours. This addition increased the total number of Covid-19 cases, reaching 1,662,868, from March 2020 to April 2021. If the total number of Covid-19 patients in Indonesia who have successfully recovered reaches 1,517,432. This figure looks balanced, but there is data on patients dying from Covid-19, which is increasing in number in April 2021, as many as 218 patients died. In total, the number of Covid-19 patients who have died since March 2020 has reached 45,334 people. The data recorded that as many as 66,295 people had the status of suspects.

The increasing spread of Covid-19 has caused various new problems, in the fields of economy, socio-culture, public security, and government administration problems (Chadijah 2020). Problems also occur in the implementation of policies that are not optimal. As a result, the implementation of the policy cannot suppress the number of Covid-19 Positives in Indonesia to the maximum (Pratikno 2020).

The government is trying to overcome Covid-19 through the establishment of Government Regulation number 21 of 2020 policy concerning large-scale social restrictions (PSBB) in order to accelerate the Covid-19 response. The regulation also has a derivative form stipulated by the Minister of Health in the Ministry of Health regulation Number 9 of 2020 concerning PSBB. The policy has a good scheme, by withdrawing from Law number 6 of 2018 concerning quarantine. However, the problem of information crisis is the main problem that makes the policy model cannot be thoroughly informed to the public.

In facing the dynamics in the social environment, collaboration is an alternative that the government must do in dealing with social problems to minimize failures (Made, Arisanti, and Suderana 2020). The essence of collaboration is a form of active participation directly from the elements concerned, especially the collaborative relationship in *Pentahelix* Model, between the government, academics, mass media, the private sector, and the public.

The Pentahelix collaboration has an important role to optimize the central government's policies that are still hesitant so that they are not optimal in responding to Covid-19 (Amrynudin and Katharina 2020). As the role of Pentahelix that has been analyzed by the author in collaborating to overcome Covid-19, can be qualified as follows.

Table 1. Analysis of the Role of Pentahelix in Covid-19 Mitigation

Elements	Role	Gap	Optimization Suggestions
Government	Making and establishing the policy of Government Regulation no. 21 of 2020, which is used as a reference for other regulatory pulls at the ministerial and regional levels in making rules regarding Covid-19 management.	The implementation is still an information crisis that causes the public to be unable to implement the rules optimally.	The implementation of socialization and providing continuous understanding to the public about the Covid-19 mitigation policy, so that the public does not misunderstand and is able to distinguish between one policy and another.
Medium Mass	Disseminating information about policies set by the government to help	There are still various media that explain information about Covid-19 mitigation	The media can interpret in advance the policies that have been set by the government, so that in its

	optimize the implementation of Covid-19 mitigation policies	policies from different perspectives, and are still not able to completely counteract the spread of hoaxes.	dissemination it can produce clear and accurate information.
Academy	Conducting an analysis of the policies that have been set by the government, and analyzing the effectiveness of Covid-19 mitigation from the implementation of these policies.	Academics still tend to have a minimal voice, so the criticism given to the implementation of Covid-19 mitigation policies is still not paid attention.	Academics can further intensify policy review or policy analysis events by inviting policy-making actors, so that the criticism can be more easily channeled.
Community	Comply with the rules that have been set by the government to prevent and overcome the spread of Covid-19.	Most people do not understand the policies set by the government because there is a lot of information that has different meanings spread widely in the community.	The public can add information from accurate reading sources, so that there is no misunderstanding of the Covid-19 mitigation policy, so that the public can also comply with the policy.
Private	Helping economic stability during the pandemic, while still implementing policy regulations that have been prepared by the government, especially on working conditions during the Covid-19 Pandemic.	Many private parties have terminated their employment, making economic conditions and economic stability increasingly decreasing.	The private sector is paying more attention to the implementation of work regulations during the Covid-19 Pandemic.

From the table above, it can be seen that *Pentahelix*'s role in the implementation of Covid-19 mitigation policies has not been implemented optimally. There are still shortcomings in the dissemination of information about policies and in their implementation. The cause of the weak *Pentahelix* collaboration between the five elements is caused by the information crisis and the unpreparedness of each element in facing the Covid-19 Pandemic.

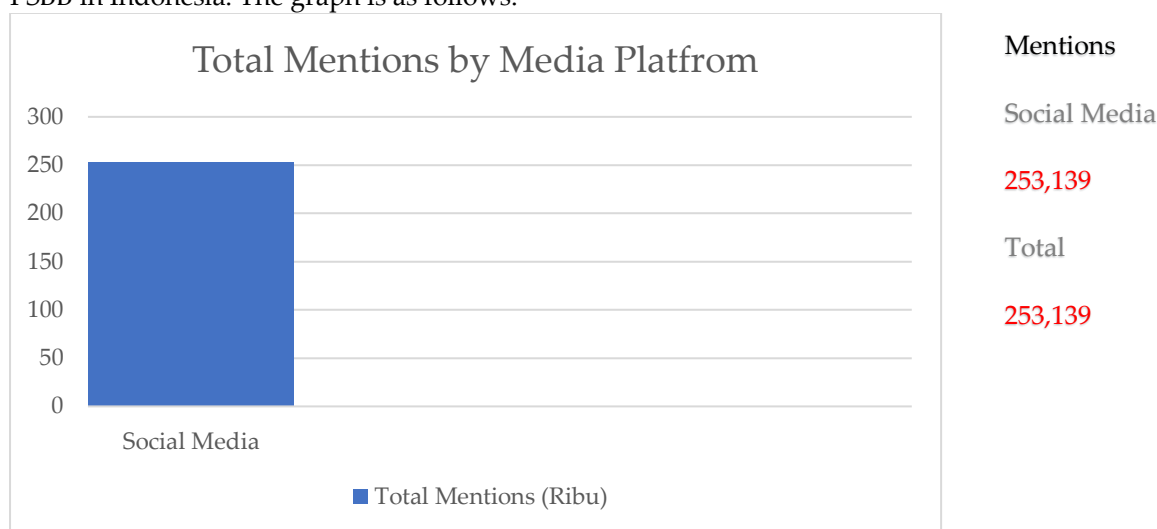
Analysis of the Implementation of Government Policies in Dealing with Covid-19

Problems during this pandemic arise from the government bureaucracy where the success of the implementation of policies in handling Covid-19 is determined by the bureaucracy, (Amrynudin and Katharina 2020) Weak communication and imbalances that occur in coordinating collaboration with the concept *Pentahelix* causing overlapping policy information, such as the implementation of regional isolation policies implemented by several regions, which were soon dismissed because they were considered disruptive and hindered the economy. (Wiryawan 2020) Then, a new policy emerged, namely the implementation of social distancing. This causes confusion in some elements *Pentahelix*, especially the community as the policy implementer. So that this causes people to disobey and tend to oppose policies of different scales.

In addition to weak communication and coordination, the government also does not provide clear directions in the efforts made to overcome Covid-19. As a result, the meaning of some government policies cannot be fully understood, as there is an analysis of policy implementation during Covid-19 which is still not optimal, using the results of social media analysis through the help of emprit academic (<https://dea.uui.ac.id/drones>), these policy points include:

PSBB Policy

The understanding of the PSBB policy has various meanings and various different applications in each region and the social environment of the community. Basically, the PSBB Policy does not completely close public access, but the PSBB is in the form of providing restrictions for the community in carrying out social activities by paying attention to health protocol rules. In this policy, there are still many public perspectives that are misunderstood and misunderstood regarding PSBB and Lockdown. The data of *the social media monitoring tool Drone Emprit Academic*, which contains a graph about the PSBB policy which became a public discussion at some time after the issue of the implementation of PSBB in Indonesia. The graph is as follows:



Source: Data of *the social media monitoring tool Drone Emprit Academic* by the Islamic University of Indonesia.

From the graph above, it can be analyzed that PSBB talks on *social media* twitter have increased rapidly, due to the implementation of the PSBB policy which is still not optimal. As the implementation of the PSBB policy is focused on certain provinces. In addition, the government's firmness on sanctions for policy violators is also considered to be lacking. So that the PSBB policy is still considered ineffective in Indonesia.

New Normal Policy

The *New Normal* policy also has different meanings for the community. Many think that the policy is an encouragement to resume activities as normal conditions. Of the thousands of tweets contained on twitter and successfully recorded through Drone Emprit Academic's big data, it shows that there are positive sentiments and negative sentiments from the public. As the negative sentiment is due to the distribution of information from the government regarding the *New Normal* policy has not been fully understood by the public. Negative sentiments from the public through social media twitter, about *the new normal policy* can also be interpreted as a form of public anxiety regarding the information crisis that occurred during the Covid-19 pandemic in Indonesia. From the two policy analyses implemented by the government during the Covid-19 pandemic, there are still various obstacles that are present from

internal factors, namely the inharmonious conditions of government communication. As a result, each element of *Pentahelix* cannot fully understand and have its own understanding of the policies made by the central government. So that the handling and control of Covid-19 becomes slower.

Thus, the steps that can be taken by the government in dealing with the current Covid-19 pandemic conditions are to improve communication to be more effective. These efforts must also be aligned with collaboration between *Pentahelix* elements in understanding a policy. So that each of these elements can later help optimize Covid-19 countermeasures. If communication and collaboration can be established properly, then the emphasis on positive Covid-19 cases and their countermeasures can also be carried out as much as possible.

4. CONCLUSION

Various problems arising from the Covid-19 pandemic that have touched all aspects of human life, require the community and the government to make various efforts to handle it. Not only regulations that have been set but also efforts in the form of collaborative actions that are expected to be able to provide solutions for many people. One of them is the *Pentahelix* element, which involves the government, academics, mass media, the private sector, and the community. Policy implementation using *Pentahelix* elements is considered to have an important role. The PSBB and New Normal policies are still considered to be less than optimal, so they require the participation of all circles in realizing targeted policies. In this case, it can be seen that the implementation of a policy requires the role of all elements, both the government, academics, the community, the private sector, and the media. This pandemic has provided a fairly clear picture of how the social system of the Indonesian nation is able to work. Improve communication between the government and the community or with other elements.

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