

HEALTH SERVICES VIEWED FROM NETWORK GOVERNANCE PERSPECTIVE IN KOLAKA REGENCY, SOUTHEAST SULAWESI

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ABSTRACT. The complexity of problems in health services, especially the handling of Corona Virus Disease 2019 (COVID-19) requires government strategies and policies. Involving stakeholders through a network governance approach is a government policy in overcoming the spread of COVID-19. The purpose of this study is to provide an overview of local government policies and an explanation of network governance in health services, especially in the handling of COVID-19. The research was conducted in 2022 in Kolaka Regency, Southeast Sulawesi Province. This study uses a qualitative-descriptive research method. Research data was obtained through observation, literature study, interviews and official government websites and the mass media regarding the handling of COVID-19. The results of the study show that the local government policy of Kolaka Regency in handling COVID-19 is by forming a Task Force which involves multi-stakeholders, namely elements of the local government, elements of universities, TNI/Polri, State-owned enterprises (PT Antam and BRI Kolaka), BUMD (Perusda Kolaka, Bank Bahtheramas and BPD Kolaka) Private Companies (PT Vale and PT Ceria, and Bank Mandiri), Professional Organizations (IDI Kolaka Regency, Indonesian National Nurses Association of Kolaka Regency, Association of Indonesian Environmental Health Experts, Indonesian Pharmacists Association of Kolaka Regency, and PWI of Kolaka Regency), religion organizations (MUI Kolaka, Gepsultra Klasisi Kolaka), social organizations (RAPI Kolaka, Association of Indonesian Hotels and Restaurants (PHRI) and PMI. The elements involved in the Task Force describe the network governance model. The network governance approach is the right model in public service. This perspective assumes that the actors involved are interdependent, exchange resources and have a clear framework. The focus of the network governance approach which lies on the coordination mechanism is apparently not sufficient in unifying the vision and mission of the actors. However, it must be supported by strong leadership and commitment from each actor.

Keywords: covid-19; health; network governance; pandemic; public service

PELAYANAN KESEHATAN DARI PERSPEKTIF *NETWORK GOVERNANCE* DI KABUPATEN KOLAKA SULAWESI TENGGARA

ABSTRAK. Kompleksitasnya permasalahan dalam pelayanan kesehatan terutama penanganan Corona Virus Disease 2019 (COVID-19) membutuhkan strategi dan kebijakan pemerintah. Pelibatan stakeholders melalui pendekatan *network governance* merupakan kebijakan pemerintah dalam mengatasi penyebaran COVID-19. Tujuan penelitian ini adalah memberikan gambaran kebijakan pemerintah daerah dan penjelasan *network governance* dalam pelayanan kesehatan khususnya penanganan COVID-19. Penelitian dilaksanakan pada tahun 2022 di Kabupaten Kolaka Provinsi Sulawesi Tenggara. Penelitian ini menggunakan metode penelitian kualitatif-deskriptif. Data penelitian diperoleh melalui observasi, studi pustaka, interview dan situs resmi pemerintah dan media massa terkait dengan penanganan COVID-19. Hasil penelitian menunjukkan kebijakan pemerintah daerah Kabupaten Kolaka dalam penanganan COVID-19 dengan membentuk Gugus Tugas yang melibatkan multipihak yakni unsur pemerintah daerah, unsur perguruan tinggi, TNI/Polri, BUMN (PT Antam dan BRI Kolaka), BUMD (Perusda Kolaka, Bank Bahtheramas dan BPD Kolaka) Perusahaan Swasta (PT Vale dan PT Ceria, dan Bank Mandiri), Organisasi Profesi (IDI Kabupaten Kolaka, Perhimpunan Perawat Nasional Indonesia Kabupaten Kolaka, Perhimpunan Ahli Kesehatan Lingkungan Indonesia, Ikatan Apoteker Indonesia Kabupaten Kolaka, dan PWI Kabupaten Kolaka), Organisasi Keagamaan (MUI Kolaka, Gepsultra Klasisi Kolaka), organisasi kemasyarakatan (RAPI Kolaka, Perhimpunan Hotel dan Restoran Indonesia (PHRI) dan PMI. Unsur-unsur yang terlibat dalam Gugus Tugas menggambarkan model *network governance*. Pendekatan *network governance* merupakan model yang tepat dalam pelayanan publik. Perspektif ini mengasumsikan aktor-aktor yang terlibat saling ketergantungan, bertukar sumber daya dan memiliki kerangka kerja yang jelas. Fokus pendekatan *network governance* yang terletak pada mekanisme koordinasi ternyata tidak cukup dalam menyatukan visi dan misi para aktor. Tetapi harus didukung faktor kepemimpinan dan komitmen yang kuat dari masing-masing aktor.

Kata kunci: covid-19; kesehatan; *network governance*; pandemi; pelayanan publik

INTRODUCTION

Health is an important aspect in human life. Therefore, all citizens have the right to receive

health services. Therefore, Walt & Gilson (Sarihati & Santosa, 2021) explain that the development of health services in a country is inseparable from the social, economic, and political structures that

exist in the country, where these systems greatly affect the existence of the basic rights of every citizen in the health sector.

In Indonesia, the importance of health for citizens is guaranteed in the 1945 Constitution article 28H paragraph (1) which states that everyone has the right to live in physical and spiritual prosperity, to have a place to live, and to get a good and healthy environment and has the right to receive health services (Perundang-Undangan Undang-Undang Dasar Negara Republik Indonesia Tahun 1945). Then Law Number 39 of 1999, concerning Human Rights article 9 paragraph (3) emphasized that everyone has the right to a good and healthy environment (Undang-Undang No. 39 Tahun 1999).

On this basis, the government is obliged to fulfill the right to health and health services for the community. The government's obligation is stipulated in Law Number 36 of 2009 concerning Health article 14 paragraph (1) that the government is responsible for planning, organizing, organizing, fostering and supervising the implementation of health efforts that are equitable and affordable to the community. This obligation is specifically for public services including responsibility for the availability of the environment, order, health facilities both physical and social for the community, availability of resources and responsibility for the availability of access to information, education, and health service facilities to improve and maintain the highest degree of health height (UU Nomor 36 Tahun 2009)

To guarantee public access to health services, the government has implemented efforts to provide health services to the community. One way is to encourage the active role of the community and build partnerships with stakeholders in an effort to improve health services. This is done because health is not only a problem for the health sector itself but a problem for all parties.

The concept of cooperation in governance will change the way organizations or institutions work through a network basis. Through a network approach, all the actors involved will form collaborations to solve the problems faced by exchanging resources. In the view of Agranoff, Agranoff & McGuire (Kapucu, 2014) network involves a number of actors who are not only connected to one another, but also interdependent. In fact, according to Kettl, Koliba et al. Networks can combine human resources to participate in collaborative problem solving activities (Kapucu, 2014).

Combining resources between actors based on participatory approaches, collective action and policy making is known as network governance. In public administration literature it is called network management. Network governance can create collective action and mutual support between actors to utilize network resources more efficiently and effectively. Network governance can also improve inter- and intra-governmental relations because it can increase team spirit by prioritizing the principles of accountability and coordination. According to Trah (Namara et al., 2016) network governance is expected to change local governance by stimulating the local economy to grow, compete and create jobs, and make better use of local resources.

Furthermore, network governance has benefits in capacity building and exchange of resources, ideas and even the actors involved can innovate to carry out activities. Even according to Rhodes (Subhan, 2016) the main argument of the network governance approach is that good governance will be achieved if it is supported by a network. The assumption based on this perspective is that the quality of government transparency will increase if the network supports constructive governance. Likewise, government transparency will be difficult to materialize if network governance is still poor (Subhan, 2016).

The concept of cooperation between stakeholders promoted by the government in health development, one of which is the handling of Corona Virus Disease 2019 (COVID 19). Decree Number 7 of 2020 concerning the Task Force for the Acceleration of Handling Corona Virus Disease 2019 (COVID-19) article 3 paragraph (b) explained that the task force aims to accelerate the handling of COVID-19 through synergy between ministries/agencies and local governments. Furthermore, in article 12, the executor of the Task Force for the Acceleration of Handling COVID-19 in carrying out their duties can involve and/or coordinate with ministries/non-ministerial government agencies, government agencies both central and regional, private sector, and other parties deemed necessary (Keputusan Presiden Republik Indonesia Nomor 9 Tahun 2020). The COVID-19 pandemic has had an impact on all economic sectors, one of which is the SME sector. According to Flassy & Snanfi (2022), the impact of Covid-19 has reduced people's income due to several businesses going under.

However, cooperation between stakeholders still shows problems. Problems

in building network governance are addressed through research results (Mahadiansar et al., 2021) with the title *Network Governance of Tourism Sector During in Covid-19 Pademic: Case Bintang Regency, Indonesia*. The results of his research show that management and leadership to strengthen network governance in the development of sustainable tourism in Bintan Regency have not involved all relevant stakeholders. This is caused by differences in focus and interests among stakeholders.

Further research was carried out by Bite et al., (2019) with the title *Network Governance Approach: Collaboration Practices between NGOs and Local Governments in Rural Areas in Latvia*. This study answers the model of government and non-government relations in rural Lithuania and emphasizes that the network governance approach is a collaborative practice in implementing new ideas in regional development. But the collaborative relationship between local government and non-government is only based on personal acquaintances and personal relationships and emphasizes the importance of involving citizens and NGO activists in regional development.

Problems in building network governance also occur in health services in Kolaka Regency, especially in handling COVID-19. Based on the results of a preliminary study conducted, the handling of COVID-19 in Kolaka Regency was carried out by forming a task force involving private institutions and community organizations. The involvement of several institutions is outlined in Kolaka Regent Decree Number 188.45/125/2020 concerning the Formation of a Task Force for the Acceleration of Handling Corona Virus Disease 2019 (Keputusan Bupati Kolaka Tentang Gugus Tugas Percepatan Penanganan Corona Virus Disease 2019 (COVID-19), 2020). The results of the initial study found that coordination which is the basis for building collaboration between actors in handling COVID-19 has not gone well. This condition has an impact on the lack of functioning of the respective institutions involved in handling COVID-19.

While the practice of collaboration through inter-organizational networks is very important, in an effort to unify the scope, vision and mission in achieving common goals based on commitment and mutual trust. This is in view from Mothetho (2017) network governance is based on trust and interdependence between the government and the private sector. Network governance experts argue that the government should play a guiding

role in service delivery, rather than being actively involved.

Schout and Jordan (Mothetho, 2017) distinguish two models of network governance: one model that requires active direction by the government or other central government agency, and one model that focuses on network governance as a self-organizing system. Furthermore Mothetho (2017) explained that network governance is seen as a model of governance in the future to improve services. Network governance seeks to transform governance from conventional democratic governance to stakeholder governance and partnership coordination. This means that the state is no longer seen as the sole agent for formulating and implementing policies, however, the state will direct the partnership process with other actors to influence the policies being implemented.

Therefore, Sorensen and Torfing (Ouden, 2015) present three main characteristics of network governance. First, network governance is characterized by autonomous but interdependent actors. This is the main key because the driving force underlying the formation of networks is that all actors realize that they cannot solve problems alone, but need each other. Second, network governance is collaboration between actors that occurs in a structure that is formed independently. When actors first come together, there is no structure within which the interaction takes place, but as they interact with one another, they will gradually develop the structure that underlies the interaction. Third, network governance is the ability to work in overcoming complex social problems. The actors join together with common concerns and through joint coordination the actors try to work towards a solution.

Based on the description of research results and preliminary studies on network governance above, it shows that there are complex problems in building inter-organizational networks including the blurring of inter-sectoral cooperation boundaries, network forms and the nature of network relationships and difficulties in building common perceptions. The difficulty in building consensus is due to the lack of coordination between the respective actors, while coordination is a key success factor in building actor networks. Meanwhile, according to Rogers and Whetten; Scharpf (Klijn & Koppenjan, 2012) network management is an effort to form and change the network structure for better coordination.

This is what underlies the study of health services from the perspective of network

governance because the governance network is a pattern of administering government relying on partnerships. The governance network is described as a combination of organizations where policy actors interact to create products that emphasize aspects of inter-organizational coordination, mutual contribution, and resource interdependence. These reciprocal relationships are built on trust and motivated by the need to obtain resources from other organizations. So that the results of this study can become information for local governments in building networks with other organizations through a network governance approach.

This study aims to describe the policies of the Kolaka Regency local government in health services. Then provide an explanation of network governance in health services, especially services in handling COVID-19. The urgency of this research is to produce a framework through the roles and duties of each governance actor as a guide in building cooperative relationships and coordination to maintain inter-organizational networks.

This research is very important in the study of public administration because the network issue emphasizes the importance of the role of social actors in governance. Government, which so far has been a super power and superior institution, is no longer seen as a single actor in public services. For example, the research by Sabaruddin (2017) in Kolaka Regency, Southeast Sulawesi Province, since 2003 the pattern of public service management with a collaborative approach of government, private, and community began to be developed through the prosperous community development movement program (GERBANGMASTRA). One of the developments carried out is the construction of the Sangia Nibandera airport infrastructure. The development does not fully use the regional budget (APBD) or the national budget (APBN). However, it is carried out through "airport surgery" activities by empowering three governance actors (government, private, and community). Financial limitations are one of the factors that the government builds collaboration with the business world and the community.

METHOD

This research was conducted with a qualitative approach. The type of research used is descriptive. In terms of data collection, it is done through observation, literature study,

and interviews. The focus of observation is on the level of involvement of actors in handling COVID-19. Data related to research was also obtained through the government's official website and the mass media regarding the handling of COVID-19. The research resource persons are representatives of government, private, and community elements who are members of the Task Force for Accelerating the Handling of COVID-19. Furthermore, the data that has been collected is analyzed interactively to be able to understand and get conclusions in the research based on the interactive model according to Miles and Huberman (2014). The components of data analysis include data condensation, data presentation, and conclusions drawing. In the data condensation stage, researchers carried out the process of selecting, focusing, simplifying, abstracting, and transforming data obtained from written field notes, interview transcripts, documents, and empirical materials. In the data presentation stage, researchers organize, unify, and conclude information. The presentation of data here also helps in understanding the context of the research because it conducts a more in-depth analysis so that readers understand the results of the research. Concluding here is carried out by researchers from the beginning of researchers collecting data such as looking for understanding that does not have a pattern, noting the regularity of explanations, and causal flow, which in the final stage concludes the overall data obtained by researchers.

RESULTS AND DISCUSSION

Health Service Policy In Handling COVID-19

The condition of the COVID-19 pandemic in Indonesia has forced the government to issue various policies to handle it. The COVID-19 pandemic has an impact on all sectors and to overcome these negative impacts, of course, is not only the responsibility of the government but requires the involvement of all parties. Some of the policies of the Indonesian government to deal with the COVID-19 pandemic problem include Government Regulation Number 21 of 2020 concerning Large-Scale Social Restrictions in the context of accelerating the handling of COVID-19, Presidential Decree Number 7 of 2020 concerning the Task Force for the Acceleration of Handling COVID-19, Presidential Decree Number 11 of 2020 concerning the establishment of a COVID-19 Public Health Emergency.

In Kolaka District, to respond to a public health emergency due to the COVID-19 pandemic, is to build institutional networks or relationships in Kolaka District. Institutional relations and actor networks show the limitations of local government in solving problems so that it requires an inter-organizational network approach to act, exchange resources, information in solving public problems.

This inter-organizational network approach is known as the concept of network governance. Network Governance is a governance model that refers to the horizontal nature and equality in negotiating regulations that regulate joint relations by more than one actor who is interdependent with one another and has the ability to be self-organizing or self-governing in realizing common public goals. To be able to achieve the ultimate goal of the network, it is important to ensure a network can run well. and this requires good relations between network participants.

These organizational institutions and individuals are united in one institution called the Task Force for the Acceleration of Handling COVID-19. The formation of this Task Force

was through Kolaka Regent Decree Number 188.45/125/2020.

In the decree, the actors involved were elements of the local government, elements of higher education institutions, the TNI/Polri, State-Owned Enterprises (PT Antam and BRI Kolaka), Regional-Owned Enterprises (Perusda Kolaka, Bank Bahteramas and BPD Kolaka) Private Companies (PT Vale and PT Ceria, and Bank Mandiri), Professional Organizations (IDI Kolaka Regency, Indonesian National Nurses Association Kolaka Regency, Association of Indonesian Environmental Health Experts, Association of Indonesian Pharmacists in Kolaka Regency, and PWI Kolaka Regency), Religious Organizations: Majelis Ulama Indonesia Kolaka (MUI) Kolaka and Gepsultra Klasisi Kolaka), community organizations: RAPI Kolaka, Indonesian Hotel and Restaurant Association (PHRI), and Indonesian Red Cross Kolaka Regency.

These organizational institutions and individuals are united in one institution called the Task Force for the Acceleration of Handling COVID-19. The formation of this Task Force was through Kolaka Regent Decree Number 188.45/125/2020.

Table I. Details of the Tasks of Each Actor in Handling COVID-19

Position	Institutional/Organizational	Task
Prevention and Handling Task Force	<ul style="list-style-type: none"> • Public health Office • Antam Private Hospital and RSB Harifah • IDI in Kolaka Regency • Indonesian National Nurses Association in Kolaka Regency • Association of Indonesian Midwives for Kolaka Regency • Association of Indonesian Environmental Health Experts (HAKLI) Kolaka Regency • Association of Indonesian Epidemiologists (PAE) Kolaka Regency • Indonesian Pharmacist Association (IAI) Kolaka Regency • PMI Kolaka Regency 	<ul style="list-style-type: none"> • Carrying out prevention efforts in the area as a whole and coordinated between agencies • Carrying out overall and coordinated handling efforts in the regions between agencies
Logistics Task Force	<ul style="list-style-type: none"> • BPBD of Kolaka Regency • Bapenda (Regional Revenue Agency) • Food Security Agency • Plantation and Animal Husbandry Agency • Food Crops and Horticulture Agency • The Regional Secretariat's Economic Division of Kolaka Regency • ASDP of Kolaka Regency • BAPPEDA of Kolaka Regency • BPBD Emergency and Logistics Sector of Kolaka Regency • Equipment and General Section of the Health Service of Kolaka Regency 	<ul style="list-style-type: none"> • Providing logistical support for procurement of emergency equipment in the regions

Operations Task Force	<ul style="list-style-type: none"> • BPBD of Kolaka Regency • Polres of Kolaka • Police and Fire Department of Kolaka Regency • Department of Transportation • Kodim 1412 of Kolaka • Disease Prevention and Control Division at the Health Office • Syahbandar of Kolaka Regency • Sangia Nibandera Airport of Kolaka Regency • ASDP of Kolaka Regency • POST of SAR Kolaka • Regional Organizations of Kolaka Regency 	Carry out prevention, treatment and recovery in the area
Preparation Task Force and Use of Medical Devices	<ul style="list-style-type: none"> • Public health Office • BLUD RSBG of Kolaka • IDI of Kolaka Regency • Department of Procurement of Goods and Services in Regional Secretariat of Kolaka Regency 	Providing emergency equipment logistics in the area
Task Force of Accountability and Oversight	<ul style="list-style-type: none"> • Regional Inspector of Kolaka Regency • State Attorney of Kolaka • Head of Supervision of Polres of Kolaka • Manpower and Transmigration Office of Kolaka Regency • Legal Section of Regional Secretariat of Kolaka • Head of Sangia Nibandera Airport 	Reporting on the implementation of administration and performance
Public Relations Task Force	<ul style="list-style-type: none"> • Ministry of Communication and Informatics of Kolaka Regency • Office of the Ministry of Religion of Kolaka Regency • The Regional Secretariat of the Regional Secretariat of Welfare. Of Kolaka • IDI of Kolaka Regency • MUI of Kolaka Regency • BPM GEPSULTRA of Klasis Kolaka • PWI of Kolaka Regency • RAPI of Kolaka Regency • PHRI of Kolaka Regency 	<ul style="list-style-type: none"> • Public Communications • Agenda Setting • Communication Strategy • Media monitoring • Spokesman
Task Force of Disaster Management Operations Control Center	<ul style="list-style-type: none"> • BKPSDM of Kolaka Regency • Secretary BPBD of Kolaka Regency • Industry and trade of Kolaka Regency • Tourism of Kolaka Regency • Public Works and Spatial Planning of Kolaka Regency • Communication and information service • Pers Kodim 1412 Kolaka 	<ul style="list-style-type: none"> • Data collection and management • Development and operation of information, communication and electronic systems • Reporting

Task Force for Security and Law Enforcement (GAKUM)	<ul style="list-style-type: none"> • Deputy Chief of the Resort Police of Kolaka • KASDIM 1412 of Kolaka • Civil Service Police and Fire Department of Kolaka Regency • Legal Division of Regional Secretariat of Kolaka Regency • Regional Secretariat of Government of Kolaka Regency • Legal Aid and Human Rights of Regional Secretariat of Kolaka Regency • Section for the Preparation of Regulations and Legislation of the Secretariat of Kolaka Regency 	Carrying out security and law enforcement in the region as a whole and coordinated between agencies
Task Force of Data Planning, Experts and Analysis	<ul style="list-style-type: none"> • BPBD of Kolaka Regency • Department of Education and Culture of Kolaka Regency • USN Kolaka • IAI-AI Mawaddah Warahmah Kolaka • BAPPEDA • Maritime Affairs and Fisheries Service • Library and Archive Departement • Civil Registry Service 	<ul style="list-style-type: none"> • Data collection • Analysis • Study • Policy Briefs • Regional protocols • Planning, and • Achievement reports
Task Force of Basic Services Recovery	<ul style="list-style-type: none"> • Social Departement • PMI of Kolaka Regency • BALIBANG (research and development agency) Kolaka • PT ANTAM Plc • PERUSDA Kolaka • PT VALE • PT CERIA • BPD Kolaka • BRI Kolaka • Bank Mandiri of Kolaka • Bank Bahteramas 	Carry out recovery efforts and basic services in the regions as a whole and coordinated between agencies
Task Force of Administration	<ul style="list-style-type: none"> • BKPSDM of Kolaka Regency • Department of Health • Civil Service Police and Fire Department • Department of the Environment • Office of Communication and Information • General Section of Regional Secretariat of Kolaka Regency 	Administrative Administration
Task Force of Regional Resource Potential Preparation	<ul style="list-style-type: none"> • BKAD of Kolaka Regency • Department of Investment and PTSP of Kolaka Regency • BKPSDM of Kolaka Regency • Social department • Research And Development Agency of Kolaka Regency • Agency for National Unity and Politics 	Carry out the mobilization and direction of the potential of regional resources
Task Force of Financing	<ul style="list-style-type: none"> • BAPPEDA • BKAD of Kolaka Regency • BPBD of Kolaka Regency • Public health Office • Local Government Budget Team of Kolaka Regency 	<ul style="list-style-type: none"> • Financial accountability report • Sources of funding

Source: Processed by researchers (2022)

Based on the table above, it can be seen that each organization or institution has its own duties and authorities. The actors involved in handling COVID-19 are interdependent on resources and contribute based on the resources they have based on what resources are needed by the network to achieve common goals, for example, as done by PT Ceria Nugraha Indotama. In accelerating the handling of Covid 19, this company provided personal protective equipment (PPE) and medical devices in the form of oxygen concentrators and rapid antigen tools (Yusran, 2021). The form of commitment to handling Covid 19 was also addressed by PT Antam Tbk UPBN Southeast Sulawesi. PT Antam distributes personal safety equipment (PPE), Rapid Tests, Handsanitizers, Surgical Masks, Cover All Shirts, sports facilities and infrastructure assistance for patients with OTG status during the isolation period (Suparman, 2020).

This is in accordance with the view of Trah (Namara et al., 2016) that network governance can build awareness of collective action and mutual support, by utilizing the power of network resources more efficiently and effectively. Network governance is expected to transform the administration of regional government by encouraging the regional economy to grow, compete and create jobs, and make better use of regional resources. Furthermore, Namara et al. (2015) explained that network governance can improve internal and external government relations because it can increase the spirit of cooperation, shared responsibility, and coordination.

Health Services Viewed From a Network Governance Perspective

According to Lewis (Courtney, 2017) network governance is a popular concept in public administration that explains changes in the relationship between the state and society, where institutions are no longer single in controlling public assets and services, but have specific roles within a broader framework of actor cooperation.

The important thing in network governance is the agreement between actors regarding the goals and objectives of the network itself. The concept of network governance encourages participatory democracy because decision making involves many actors. Therefore, in this concept, coordination is an important factor in determining the success of the network.

Furthermore, this concept is used to explain shifts in centralized hierarchical authority and market systems in public service administration

Bevir and Richards (Courtney, 2017). This shift away from traditional governance models has led to the engagement of a wider range of partners in service delivery, including companies, not-for-profit organizations, and communities..

The partnership pattern involving multi-sectors is an approach in building quality public services. Law Number 25 of 2009 concerning Public Services mandates that public services are a series of activities in the context of fulfilling service needs in accordance with statutory regulations for every citizen and resident for goods, services and/or administrative services provided by public service providers.

Based on this, the government is required not only to organize governance but also to be responsible for meeting the needs of the community. In an effort to improve the quality of public services, of course, the government's seriousness is needed in improving services, one of which is through cross-sectoral collaboration through a network governance approach model. The network governance model is the Kolaka Regency government's approach in responding to the demands of health services in handling COVID-19.

The network governance perspective is the right model for handling COVID-19. Because health problems are not the full responsibility of the health department in guaranteeing public health. Health problems, however, are the responsibility of cross-sectors and/or between actors. Through network governance allows the exchange of ideas and resources. This encourages community organizations and the private sector to contribute in solving problems in the health sector, especially in handling COVID-19.

In view of Klijn & Koppenjan (2012) network in public service is an inter-organizational service approach and policy implementation. According to Rogers & Whetten (Klijn & Koppenjan, 2012) this approach originates from organizational theory which adopts an inter-organizational perspective. Hjerm & Porter (Klijn & Koppenjan, 2012) argued that this perspective assumes that organizations need resources from other organizations for their survival and therefore need to interact with various organizations. The main concern in this perspective is the delivery of more complex services. The focus of the approach lies on coordination mechanisms and the creation of concrete products and results. To apply the network governance approach in handling COVID-19 refers to theory Klijn & Koppenjan (2012) that is:

Actors, interdependency and frames

Interdependence is a major factor in maintaining the network. Then the actors involved in the network have strategies and views in dealing with problems. For example, the handling of COVID 19 in Kolaka Regency was formed and implemented in a network of actors. Network actors voluntarily offer resources to participate in handling COVID 19. Relations between actors in handling COVID 19 are carried out by forming a task force to accelerate the handling of Corona Virus Disease 2019 (COVID 19). The actors involved in the Task Force are elements of local government, elements of State-owned enterprises, the private sector, professional organizations, community organizations, and elements of universities (UU RI Nomor 25 Tahun 2009).

Interdependence between chords is intended to solve problems in public services. As stated by Rhodes; Agranoff and McGuire (Wang & Ran, 2022) explain, a network is a structure of interdependence that involves many actors to solve problems or achieve collective goals that cannot be achieved by one actor (Wang & Ran, 2022). Then the network describes a situation when political or administrative actors need interaction with other actors to obtain resources, gain political support, and overcome problems that are beyond the reach of one actor.

Regarding health services in handling COVID 19, the actors involved in the network have their respective authorities and responsibilities. The actor's framework is set forth in the district head's decree and becomes a commitment for the actor to implement it. Details of the duties of each of these actors have been described in table I above. Based on the table, it can be seen that each actor has duties, authorities and interdependence of resources. Actors contribute based on what resources are needed by the network to achieve common goals.

The implication of this interdependence and clear framework is that the handling of COVID-19 is carried out through the capabilities of the actors in which there is agreement on how to achieve the goals of the policy for handling COVID-19. The actors work by prioritizing social mechanisms to maintain the sustainability of providing resources and reducing costs in activities service.

Network excellence as a form of organization is an important instrument to support government tasks in service delivery. Through the network, the organizations involved

will build coordination in carrying out a number of tasks such as building support, negotiating and building consensus in solving public problems. Therefore, network governance encourages democratic participation, exchange of ideas and innovation in service delivery because network governance views service delivery as a shared responsibility between the governments, the private sector.

Interactions and complexity

As a consequence of interdependence between actors, various perceptions and strategies are used in building interactions and negotiations in handling COVID-19. The complexity of the COVID-19 problem requires actors to implement appropriate strategies and patterns of handling, including the form of resource support provided.

The complexity of COVID 19, the approach to resolution and handling must be built within a clear framework not based on rules and procedures. In accordance with what was conveyed by Sorensen & Torfling (Knox & Arshed, 2022) that network governance is not an institution that is based on fixed rules, norms, and procedures, but is in the form of a relative framework, where actions between institutions are negotiated, there are opportunities to make joint decisions, and coordinated action.

In terms of handling COVID 19 in Kolaka Regency, the Task Force as a network governance organization prioritizes open communication. in solving the problem of COVID-19 handling services, because the actors believe that they will not be able to work alone or act as a single actor. Therefore, according to Howes et al., (2015) governance carries the idea of building partnerships between and across sectors to create greater collaboration in addressing complex problems.

This pattern of interaction is carried out by holding a coordination meeting at least once a month. It could even be two to three times a month if there is an increase in COVID cases. This meeting is to discuss the role of each actor including the steps to be taken in handling the spread of COVID 19 in the community. The interaction between these actors is in the form of negotiation. Which is based on trust.

In network governance theory, interdependence and interaction between organizations is very important for effective coordination (Klijn & Koppenjan, 2012). Therefore, maintaining relationships in the network is an important part of managing and coordinating an activity (Knox & Arshed, 2022).

Institutional features

Institutional features describe patterns of interaction that produce institutional relationships between actors. This institutional relationship will lead to the emergence of regulations governing organizational behavior in the network. In this study, we will look at the regulations that form the basis for institutions or organizations in network governance for handling Covid-19 in Kolaka Regency.

The pattern of interaction between actors in handling the spread of COVID-19 in Kolaka Regency emphasizes commitment to the responsibilities and roles assigned. The pattern of interaction between actors in the network is not based on rules that form the basis for building patterns of relations between actors. All actors involved put forward a strong commitment and are supported by the assertiveness of the Kolaka Regent as head of the task force. This commitment is related to the same way of thinking that health problems cannot only be solved by health institutions but must involve several institutions. According Provan and Kenis (Zainal & Muhammad, 2021) state that the form of the network in government administration depends on the exclusive organization of the network, where commitment is an important aspect that cannot be separated from the network. The commitment of the network of government agencies in shaping the form of work networks in establishing relationships between local government administrators requires commitment from each network in order to achieve goals.

In addition to the commitment of the actors, the aspect of transparency. This transparency aspect has an impact on institutions or organizations that are members of the Task Force to participate in handling COVID-19 in Kolaka Regency. Actors participate in government programs because they are involved from the start and this aspect is the main gateway for building networks in the stages of handling COVID-19 down to the village and sub-district levels. So that with the active role of village officials it is hoped that they can stop the transmission of COVID-19.

The task force at the village and sub-district levels updated residents' developments including educating the public regarding the use of masks when outside the home and the habit of washing hands. All communities together with the government are committed so that the spread and transmission of COVID-19 can be overcome.

Network Management

The complexity of processes in a network requires guidance and management of interactions. This is usually referred to as network management. This activity aims to facilitate interaction, explore content and organize interactions between actors. The interaction management intended in this study is how the network facilitates institutions or organizations that are members of the COVID-19 Task Force to sit together and have dialogue in order to achieve goals which are carried out in the form of meetings or joint gatherings.

The meeting attended by members of the Task Force resulted in a number of points which became mutually agreed and then would be followed up as a basis or guideline for the members of the Task Force in acting. Coordination meetings are held to evaluate control efforts and receive input from stakeholders in handling COVID-19 and to build a common vision between actors so that it is hoped that the prevention and control of COVID-19 will be maximized.

The research findings illustrate that network management through the management of interactions between institutions or organizations which is carried out through coordination meetings of members of the COVID-19 Task Force is not carried out routinely, is not scheduled and does not involve all actors involved in the Task Force. Coordination meetings are only held when there are urgent and important issues. Coordination meetings like this should be held routinely, scheduled and involve all actors to evaluate how far the COVID-19 handling and prevention programs are being implemented and what are the obstacles. So that the government can develop policies for handling COVID 19 as a basis for responding to problems related to health services.

This is in accordance with the view of Klijn (Mothetho, 2017) network governance emphasizes the importance of cooperation between the government and various stakeholders, by utilizing available resources and coordinating in the provision of integrated services.

Based on the results of the above research, show that network governance in handling COVID-19 occurs for reasons of limited resources owned by the government while the demand for health services in handling Covid-19 is getting higher. The limited capacity of the government, of course, cannot only rely on the government so it is very important to build a structure of cooperation between organizations.

Therefore, network governance is the right choice in responding to public problems.

Then, the problem of blurring the boundaries of cooperation between sectors which is an obstacle in building inter-organizational networks, specifically in Kolaka Regency, Southeast Sulawesi Province, was carried out by issuing Kolaka Regent Decree Number 188.45/125/2020 concerning the Establishment of the Task Force for the Acceleration of Handling COVID-19.

This decision is a policy tool that provides information to network organizations or institutions. This policy tool is also used as a framework for network organizations because the decision outlines the roles or duties of each organization. The roles or tasks between organizations are intended to explain the limits of authority of each party in working together to solve COVID-19 problems.

However, the research findings show that the continuity of network governance is strongly influenced by leadership factors and strong commitment from each organization. The intended leadership factor is the assertiveness of the Kolaka Regent in encouraging all organizations to be collectively involved in the prevention and handling of COVID-19. This condition is different from the research results of Mahadiansar et al (2021) where the leadership factor has not been able to build a common vision and mission among stakeholders in the development of sustainable tourism in Bintan Regency.

Then another finding, network governance in handling Covid-19 emphasizes the commitment of the actors. Each actor has the same desire regarding the desired solution to solving public health problems. However, due to the relatively autonomous position of the actors and their complexity in making decisions in handling COVID-19, the implementation of the roles and functions of each actor is less than optimal. Moreover, the horizontal coordination mechanism between governance actors which is the main part of the network structure is not running well due to the lack of communication between actors. As a result, some organizations are not actively involved in activities related to the prevention and handling of COVID-19.

Based on the above conditions, the construction of network governance in health services in Kolaka Regency is described as follows:



Figure 1. Actor-Network Construction in Handling COVID-19 in Kolaka Regency

From Figure 1, it can be described that the Regent as the head of the region acts as the main actor in forming the Task Force team in formulating health service policies in preventing and handling Covid-19. The Regent then assigned the Health Office as the leading sector accompanied by regional apparatus organizations (OPD). The health office then builds communication relationships with various other actors such as universities, the business world, community organizations, law enforcement, and the mass media. Organizations that are members of the Task Force work according to the roles that have been agreed upon.

CONCLUSION

The limited resources of the Kolaka Regency government in health services are carried out by building a network between organizations. The institutionalization of the network is through a policy tool to form a Task Force Team for the Acceleration of Handling COVID-19. Leadership, commitment, and coordination are the main elements of the network governance structure in health services, especially the prevention and handling of COVID-19. Regulations are not strong enough as a tool to build inter-organizational cooperation. Thus, the recommendation for further research is the extent to which leadership, commitment, and coordination factors can influence success and networks in solving public problems.

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