

# Governing the Covid-19 Pandemic Through Centripetal Governance in Panggungharjo Village Bantul Regency, Special Region of Yogyakarta

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**Abstract.** The outbreak of coronavirus disease (Covid-19) has significantly infected Indonesia. Rapid and innovative responses from the government are imperative. There are four models of governance to choose from by the government to deal with it. Each model offers a different level of authority and democratic inclusion. The government has employed the decentralized model, but it fails to stop the pandemic. The second model, centripetal governance, is considered more effective. It mobilizes high political authorities and a robust democratic inclusion. Does this research attempt to find out how the centripetal model copes with Covid-19 in Panggungharjo Village? This research uses an explanative qualitative method. The results of this study show that Panggungharjo Village uses centripetal governance. It involves high political authorities of the village head into the Covid-19 Task Force and brings forth a robust democratic inclusion among the villagers to stop the pandemic.

**Keywords:** Governing, The Covid-19 Pandemic, Model of Governance, Centripetal Governance

## 1 Introduction

The Coronavirus, often referred to as Covid-19, which is endemic around the world, including Indonesia, has had a significant impact on people's lives and the administration of the village government. Nailul Mona's [1] a study found that the coronavirus is a pandemic that spreads easily [1]. The contagious spread of the corona virus requires government governance to create more systematic and targeted prevention of the transmission of the virus. Pandemic governance by government is necessary not only to reduce the transmission of the spread of the virus, but also to reduce and minimize the reach of the virus to the entire community.

A study by Susilo et al. [2] stated that currently Covid-19 spreads easily between humans and has become the main source of transmission so its spread is becoming more aggressive. Transmission of SARS-CoV-2 from symptomatic patients occurs through droplets released during coughing or sneezing [2]. This more aggressive spread of the virus requires systematic handling and multi-stakeholder cooperation to ensure life safety for all citizens, especially residents in villages.

A study by Mudhoffir [3] shows that governance led by various parties, including those led by NGOs, has a powerful influence in minimizing disasters. The relationships established by

different actors to save the environment, on the one hand, can help reduce the occurrence of more significant disasters. On the other hand, the limited capacity of actors can create new, more extensive problems. serious or create a chain of parasites in the relationships and collaborations built by the different actors [3].

A study conducted by WHO (2020) shows various transmission models carried out by the Corona Virus, including; (1) occurs through contact. Transmission of SARS-CoV-2 can occur through direct contact, indirect contact, or close contact with an infected person through secretions such as saliva and respiratory tract secretions or respiratory droplets released when an infected person coughs sneezes, talks, or sings; (2) Transmission by air. Airborne transmission is defined as the spread of an infectious agent caused by the spread of droplet nuclei (aerosols) that remain infectious while suspended in the air and moving over long distances; (3) transmission by droplet. Respiratory tract secretions or droplets released by an infected person can contaminate surfaces and objects, resulting in the formation of fomites (contaminated surfaces) [4]. Village government governance plays a vital role in reducing the spread of Covid-19; village government governance is needed. Therefore, the questions posed in this study are; (1) How is the governance of the village government in tackling Covid-19 in Panggungharjo village, Bantul Regency, Yogyakarta Special Region? What is the governance model in?

## 2 Literature Review

Fukuyama [5] study on: "What is Governance?" criticized the government's poor governance in dealing with crises and other social problems. Fukuyama pointed four points, namely: (1) Procedural actions that further strengthen the government bureaucracy in dealing with situations. (2) Supporting human resources with more capacity. (3) Focus on the results to be achieved. (4) Enhancing the autonomy of the government bureaucracy [5]. Jacob Chikuhwa [6] conducted the same study, who said that the government's low political authority caused the governance crisis due to conflict and poverty. The government's weak political power causes the government to be unable to overcome war and poverty [6]. In his study, Zartman [7] said that the governance crisis was caused by the fragmentation of civil society formed after colonialism. After the fall of Idi Amin Dada's centralized regime in Uganda 1979-1981 and Ghana, the governance crisis was caused by the inability of the government to manage the country due to the prolonged economic crisis [7].

According to Zartman [7], the governance crisis in Africa is caused by; (1) the waning of the central government's power due to the protracted elite conflict; (2) loss of central government power due to widespread civil society fragmentation conflicts; (3) the existence of government malfunctions caused by mistakes in making policies; (4) the government in power acts more defensively than taking the right policy [7]. John Gerring and Strom C. Thacker, in; "A Centripetal Theory of Democratic Governance" [8], sees that the choice of the governance model is the most appropriate strategy to overcome the governance crisis. Gerring and Thacker [8] mapped out four governance models used by the government in dealing with problems. The four governance models consist of; (1) the anarchy model; (2) the centralized model; (3) the decentralized model and; (4) the centripetal model. As depicted in the following diagram, these four models are distinguished from political authority and democratic inclusion. For details, see the fig. 1.

Model Governance John Gerring dan Strom C. Thacker Inclusion Democracy

Inclusion Democracy	Authority Politic		
	Model Governance	Plus (-)	Minus (+)
	(-)	Anarchy	Centralist
(+)	Decentralist	Centripetal	

Fig. 1. Models of Governance in two dimension

The Anarchy model is characterized by low political authority and democratic inclusion. A high political power depicts the centralized model with low democratic inclusion. The decentralized model is characterized by a common political control with high democratic inclusion. The centripetal model is characterized by increased political authority and high democratic inclusion. To identify and explain the governance model, we describe its characteristics in the form of the following diagrams:

### 2.1 Anarchy Model

The anarchy model is a governance model applied to the natural conditions of homo homini lupus humans, post-colonial countries and countries trapped in conflict. This model is characterized by a low political authority with standard democratic inclusion. Our study of various kinds of the literature shows that the main characteristics of the anarchy model are shown in the following diagram.

**Table 1. Anarchy Governance Model**

Anarchy	Political authority	Democratic inclusion
	(-) weak	(-) weak
characteristics	<ol style="list-style-type: none"> <li>1. Ineffective and inefficient government</li> <li>2. A sick bureaucracy</li> <li>3. Have low authority</li> <li>4. Ethnic and protracted conflict</li> <li>5. Laws and regulations that don't work</li> <li>6. Weak leadership</li> <li>7. Widespread and rampant corruption</li> </ol>	<ol style="list-style-type: none"> <li>1. Fragmented and unconsolidated society</li> <li>2. There is an informal state that operates the interests of each group</li> <li>3. People with low education and easy conflict</li> <li>4. Do not have a democratic political culture</li> <li>5. Government run by an informal state.</li> </ol>

(John Gerring dan Strom C. Thacker [8], pages 1-26)

### 2.2 Centralistic Governance Model

The centralistic model is often used by authoritarian governments, as happened in Indonesia under the New Order government. This model has also been applied by countries in Latin America that have governments resulting from military coups in the 1970s. The centralized model has the characteristics of high political authority with a solid monopolistic power of the state in repressing society. This model has low democratic inclusion. Our review of various pieces of the literature shows that the centralized model has the characteristics described in the following diagram.

**Table 2. Centralistic governance model**

Centralistic	Political authority	Democratic inclusion
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Model	(+) Strong	(-) weak
Characteristics	<ol style="list-style-type: none"> <li>1. Centralized government</li> <li>2. Regional autonomy is limited</li> <li>3. Dominant country</li> <li>4. The state intervenes in the non-state sector</li> <li>5. Effective government through coercion and repression</li> <li>6. The government favors punishment over carrots</li> <li>7. Very high political restrictions</li> <li>8. Civil society is dictated</li> </ol>	<ol style="list-style-type: none"> <li>1. Community participation is castrated</li> <li>2. The state depoliticizes society</li> <li>3. The voice, access and control of citizens in the management of government are controlled and suppressed through the monopoly violence of the state</li> <li>4. Citizens are entangled in state corporatism</li> <li>5. Clientelism and oligarchic networks are used to strengthen the structure of state coercion and violence</li> <li>6. Etc.</li> </ol>

(Extracted from various literatures)

### 2.3 Decentralized Governance Model

The decentralization model is a model that is practiced in Western European countries such as France and the Netherlands. This model was put into practice in Indonesia after the 1998 political reforms and was strengthened by Law No.22/1999 on Regional Government. This model is characterized by low inclusion of political authority but high inclusion of democracy. The following diagram illustrates the characteristics of the decentralized model.

**Table 3.** Decentralized model of governance opportunity and an opportunity to seize political and economic resources

Decentralized Model	Political authority	Democratic inclusion
	(-) Weak	(+) strong
Characteristics	<ol style="list-style-type: none"> <li>1. Ineffective government</li> <li>2. There is a divided government</li> <li>3. Conflict and mistrust in government</li> <li>4. State functions weakened due to ineffective law enforcement and government</li> <li>5. Many actors compete for political and economic resources that cause political chaos</li> <li>6. Government instructions and interventions give rise to stateless persons (citizens believe that there is no citizen-state without citizenship) at the local level.</li> </ol>	<ol style="list-style-type: none"> <li>1. Strong political participation</li> <li>2. Community voice, access and control in high government administration</li> <li>3. Pluralist political protest</li> <li>4. Refuse and there is no room for a hegemonic state</li> <li>5. The community is present in every government activity</li> <li>6. Government guided by the public interest</li> <li>7. People dare to resist state repression and coercion</li> <li>8. The community has the capacity to carry out the work of the state</li> <li>9. The government of the state passes to the government of society</li> </ol>

Decentralized Model	Political authority (-) Weak	Democratic inclusion (+) strong
	7. The emergence of a “political bureaucracy” that sees power as an opportunity and an opportunity to seize political and economic resources	10. State corporatism is countered by public corporatism (bureaucracies are included in organizations formed by citizens).

(Extracted from various literatures)

## 2.4 Centripetal Governance Model

The centripetal governance model is a model that is practiced in Scandinavian countries like Norway, Belgium and Sweden. These three countries have the best governance in the world. The centripetal governance model is characterized by high political authority also supported by vital democratic inclusion. The following diagram illustrates the characteristics of the centripetal governance model that we derive from various literature.

**Table 4.** Centripetal governance Model

Centripetal Model	Political authority (+) Strong	Democratic inclusion (+) Strong
Characteristics	<ol style="list-style-type: none"> <li>1. The government has strong political authority based on the sovereignty of the people</li> <li>2. Have a power of conclusion</li> <li>3. Have supreme authority</li> <li>4. Have a strong government</li> <li>5. The government has political responsibility both legally and morally</li> <li>6. Territorial sovereignty in unitary form</li> <li>7. Legislative power is unicameral or congruent or asymmetrical</li> <li>8. Strong, centralized and limited political parties</li> </ol>	<ol style="list-style-type: none"> <li>1. Strong political participation</li> <li>2. Community voice, access and control in high government administration</li> <li>3. Pluralist political protest</li> <li>4. Refuse and there is no room for a hegemonic state</li> <li>5. The community is present in every government activity</li> <li>6. Government guided by the public interest</li> <li>7. People dare to resist state repression and coercion</li> <li>8. The community has the capacity to carry out the work of the state</li> <li>9. The government of the state passes to the government of society</li> <li>10. State corporatism is countered by public corporatism (bureaucracies are included in organizations formed by citizens).</li> </ol>

(Extracted from various literatures)

## 3 Method

Our study focuses on; “Governance of the village government of Panggunharjo to overcome Covid-19 through centripetal government” seen from: (1)The procedures and bureaucracy of the village government in the fight against Covid-19. (2) Cooperation with the

village government, BPD and the community in the battle against Covid-19. (3) Actors or teams are handling Covid-19 in the village of Panggungharjo. (4) Covid-19 management programs or policies in the village of Panggungharjo. (5) Governance model used by the village government to fight the covid-19 pandemic. To produce a more precise and reliable study objective, we used an explanatory qualitative research method, collecting data through observations, document reviews, and interviews. We used the snowball technique for the discussion, where informants were taken based on the recommendations of the first person interviewed. In total, there were eight resource people, where interviews were conducted face to face and via google meet, as the PPKM policy made it difficult for us to meet informants directly. The results of our research are presented below.

## 4 Result and Finding

### 4.1 Covid-19 Cases in Panggungharjo village

Panggungharjo Village is one of the villages with the highest number of positive Covid-19 cases. As of June 15, 2021, 840 people tested positive for Covid-19 in Panggungharjo Village, 750 recovered, and 24 people. For clarity related to the data and development of Covid-19 in Panggungharjo Village, it can be seen in the following graphic info. Fig. 2.: Location of Covid-19 Patient Isolation in Panggungharjo Village.



Fig. 2. Location of Isolation of Covid-19 Patients in Panggungharjo Village

Fig. 2. describes the distribution of Covid-19 cases in Panggungharjo Village. The village government made this infographic to provide a quick response and service action that the village government could take. See Fig. 3.



Fig. 3. Distribution of Covid-19 zones in the village of Panggungharjo

#### 4.2 Governance in the management of Covid-19 in the village of Panggungharjo

The handling of Covid-19 in Panggungharjo village began with the initiation of the village government. The village government quickly initiated the establishment; Panggungharjo Task Force Responds to Covid-19 (PTC). Initially, the initiation came from the village government, especially from the village head Wahyudi Anggoro. These ideas and initiatives were consolidated by involving village officials, BPD and LPMD, which began with discussions on changes to the APBDes to ensure a budget that could use in the fight against Covid-19. Consolidation of ideas results in information; "Panggungharjo Task Force Responds to Covid-19". This Task Force is a Joint Movement of the residents of Panggungharjo Village in tackling Covid-19 through efforts to prevent, handle, and overcome the impact of the Covid-19 virus in Health, Social and Economic aspects. The steps taken by the Panggungharjo Village Task Force Team are: (1) The village government issues a health protocol that the community must comply with within their activities, including the boarding house protocol. At the hamlet level, several hamlet heads make their respective protocols according to the conditions in the hamlet. (2) The role of the Village Government and the Village Head is to present the state at the Village level. (3) Disaster mitigation is carried out considering that Panggungharjo Village is on the outskirts of Yogyakarta and the high mobility of the community due to the difficulty of controlling people in and out of Panggungharjo Village. (4) The village records the condition of its citizens through a google form that can be filled out directly by the community online. (5) We are building communication and cooperation with all parties.

The steps taken by the Panggungharjo Team in overcoming the impact of Covid-19 include: (1) They prioritized preventive and curative measures and clinical impact by carrying out activities to reduce the risk of Covid-19, so panic or victims do not occur. (2) The economic impact is carried out utilizing all families domiciled in the Panggungharjo Village area to obtain impact reduction facilities through the link provided from the village to get necessities. (3) Social

impact is carried out by providing awareness to the public so as not to isolate or create a social stigma against people who experience symptoms or are affected by Covid-19.

To ensure that the governance of the Covid-19 response goes well, the village government has also initiated changes to the APBDes. The discussion on the APBDes amendment involved the BPD, LPMD, the village secretary and some village staff. The meeting agreed to make changes to the 2019/2020 and 2020/2021 budgets that focus more on efforts to prevent and handle Covid-19. The mutual agreement then decided to allocate around 30 million rupiahs to deal with Covid-19, especially for emergency conditions. The Panggungharjo Siaga Covid-19 Team, led directly by the village head Wahyudi Anggoro with tasks including: (1) Collect data on confirmed cases of Covid-19. (2) Collecting data on residents in close contact with other residents who have been authorised to have COVID-19. (3) Disinfecting the homes of patients affected by Covid-19. (4) Coordinate with various parties such as Puskesmas, volunteers, BPBD, PMI and the Bantul Health Office.

#### **4.3 Cooperation of the Village Government, BPD and the Community in Combating Covid-19**

The policy in responding to Covid-19 Panggungharjo village started from the idea of the village chief. Realizing this idea, the village chief invited the BPD to cooperate and embrace the BPD to take strategic action to overcome Covid-19. After the joint meeting between the BPD and the village government, the following steps have been taken (1) It is necessary to collect data on residents positive for Covid-19 by declaring themselves at the specialized hospital that takes care of Covid-19 and sensitizing the families of Covid-19 patients to self-isolate at their respective homes for 14 days the supervision of the village administration assisted by President RT and the inhabitants; (2) The village government provides necessities and materials to patients and their families during the period of self- isolation; (3) Collect data on residents who have close contact with patients and their families of Covid-19 patients. (4) Identify the basic needs of patients and residents who self- isolate for 14 days and receive necessities.

In the following collaboration, the village government and the BPD made budget changes, referring to the Perpub regarding the treatment of Covid-19 Number 678 of 2020. This collaboration is mainly constituted by the rise of the cases number of covid- 19 in the Panggungharjo village. Cumulatively, until April 2021, there were around 765 positive cases of COVID-19 in Panggungharjovillage, which cost approximately 800 million rupees from the budget released by the village government. The community has pros and cons, namely that those who received a budget item of around 200 million must be disappointed with the change. But little by little, the community finally accepted the decision for the good of humanity ". The formation of the Covid-19 Task Force, which the village chief parked, was only to help residents suffering from Covid-19. The Covid-19 working group has carried out, among others: (1) Distribution of rashes to inhabitants whose positions have been determined; (2) Perform the overturning of the corpses. (3) Disinfection. (4) Provide communication support by forming Panggungharo Covid Management Working Group and Guyup Stage Volunteer Group.

#### **4.4 Actors or Teams Handling Covid-19 in Panggungharjo Village**

Covid-19 first appeared in Panggungharjo Village, affecting a husband who then spread to his wife and children, which in the end, the government decided to lock down Karangnongko Hamlet. The Covid-19 Panggungharjo Response Team was formed to handle this case, which was later known as the Task Force. According to Bimo Wicaksono, who serves as Head of Packaging at Panggungharjo Village, the initiative to form a task force came from the Village



Head, supported by Village Staff, BPD and Volunteers. This task force consists of; (1) Clinical Task Force; (2) Economic Task Force; and (3) the Volunteer Task Force. Each of these Task Forces has the following tasks; (1) clinical task force; Carry out data collection confirmed Covid-19; Collecting data on close contacts and Collecting data on ODP and PDP (people in transit & patients under monitoring); (2) Economic Task Force with activities including; providing groceries to people affected by Covid-19; (3) Volunteer Task Force with the task of providing facilities and infrastructure assistance such as cars for transportation facilities, building relationships with health workers (Puskesmas) for identification/tracking of confirmed cases of Covid-19; (4) Volunteers for FPRB (Disaster Risk Reduction Forum) with tasks, among others; provide assistance in funerals; Doing disinfection spraying to the patient's house, and provide assistance to sufferers of probabilities.

#### **4.5 Village Government Programs in Overcoming Covid-19**

The village government is running various programs to deal with Covid-19 in the village of Panggungharjo. Village government programs are prepared with community and village institutions after discussions on changes to APBDs. Programs carried out; (1) provide and operate the shelter in the hamlet area of Krapyak Kulon, precisely the former Rs. Patmasuri; (2) meet the basic needs of patients and their families who self-isolate for 14 days; (3) recommend to RT that residents with Covid-19 be assisted, including receiving help from residents around their families affected by Covid-19; (5) Present basic food packages of 2,500 packages, before modifications to the APBDES are carried out using village funds as part of the disaster response; (6) Debate of the APBDES; (7) focus on the BLT to help those who have lost their jobs and income; (8) recommend the operation of the Panggungharjo Village website to display government policy information.

According to Rozaq, who is president of the LPMD of Panggungharjo village, the village government programs to deal with Covid-19 include: (1) Coordinating with the BPD chief, LPMD chief, village government staff; (2) lead discussions on budget changes; (3) Establishment of the Covid-19 working group at village level up to hamlet level; (4) Coordinate with intersectoral elements, namely Sewon II Health Center, Babinsa and Babinkamtibmas. These programs were taken before the central government regulation on the response to Covid-19.

There are three things that the village government manages with the working group and the cross-sectoral elements, namely; (1) perform clinical manipulations or medical aspects, i.e. if they receive a report from the Puskesmas regarding a confirmed case of covid-19, the working group with the Sewon II health center surveillance team follows up and educating families for themselves-isolating and sending confirmed patients to the shelter; (3) Disinfect the patient's home and surrounding homes by the task force team and volunteers; (4) The economic aspect is the provision of logistical assistance (sembako) to families who self-isolate at home for 14 days. Other activities are the availability of essential food items managed by Bumdes through the village market by collecting and distributing processed industrial products for food supply; (5) Collect data on people who lost their jobs or gave up their proposed job to get help from the central government through village government; (6) Formation of the FPRB working group and volunteers (Disaster Risk Reduction Forum) coordinated by (Jogoboyo) whose members are made up of RT, Hamlet, community leaders, village government staff to help with distribution logistics, communication by making requests via google forms and communication by radio surveillance, disinfection and assistance in the repatriation of corpses due to COVID-19.

#### 4.6 Governance Model for Covid-19 Handling in Panggungharjo Village

This research precisely succeeded in finding that the governance model in handling Covid-19 in Panggungharjo Village is centripetal. This model can be described as shown in the table 5.

**Table 5.** Centripetal Governance Model for Coping with Covid-19 in Panggungharjo Village

<b>Centripetal Governance Model</b>	<b>Description of the Centripetal Governance Model</b>
Political authority	<ol style="list-style-type: none"><li>1. The village government makes quick and efficient decisions</li><li>2. The village government has the initiative and does not wait for orders from the supra-village</li><li>3. The village government feels like a representative of the state present in the village</li><li>4. Decision making to deal with Covid-19 is carried out quickly through training of the Covid-19 Panggungharjo response team</li><li>5. The village government has strong legitimacy in the implementation of Covid-19 prevention policies through the 2020 APDBes amendment policy</li><li>6. The village community trusts the village government to have the capacity to deal with Covid-19 through collaboration with various parties.</li></ol>
Democratic inclusion	<ol style="list-style-type: none"><li>1. Strong support from the village community in the training of the Covid-19 Panggungharjo intervention team</li><li>2. Community participation in supporting the government-led Covid-19 prevention program with involvement in providing food aid to residents affected by Covid-19</li><li>3. Good cooperation between the community and the village government in the management of Covid-19</li><li>4. Community support through mutual cooperation for joint movements of environmental cleaning and disinfection.</li></ol>

#### 5 Conclusion and Recommendation

To sum up, the village government can deal with the Covid-19 pandemic. Thanks to the centripetal governance model, the village government can exercise its political authority without waiting for instructions from its hierarchical superior. After that, Politics should always be accompanied by vital democratic inclusion. Village governments use various ways to encourage democratic inclusion, including opening up space for community participation in policymaking. Community participation in policymaking does not reduce or minimize the political authority of the government. Instead, it supports the government's political power so that decisions are made faster and more effectively.

Our recommendation based on the results of this study is that there is a need to apply a centripetal governance model at all levels of government. The centripetal governance model not only makes the government's political authority more efficient and effective but is also supported by democratic inclusion, which strengthens the government's political authority. Decision-

making is done by opening up a more comprehensive public participation space so that decisions made by the government are not only effective and efficient but also accepted by the community.

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