Emergency Policy from A Public Policy Perspective

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Abstract

Covid-19 has affected the policy-making strategy of every country in a critical situation. The Indonesian government also faced policy-making and implementation-related challenges during the pandemic. This study aimed to explore emergency policy from a public policy perspective in Indonesia. The study's purpose is grounded on the findings and research gaps in the literature to explore the unaddressed area in the literature. The study's motivation is to improve the policy-making strategy to avoid bad circumstances during a future pandemic. This study has used the narrative review method and explored the literature on public policy in Indonesia to determine the role of public policy in social services. This study concluded that public policy development was a major challenge for the Indonesian government during Covid-19. The findings of this study disclosed that public policy must have academic studies, public tests, and a socialization stage. The scope of this study is limited to government department policy making and implementation in Indonesia. Moreover, the literary contribution of this study enhanced the body of knowledge as the governance issues for policymakers were not discussed in the earlier studies. The practical implications and future directions would provide a way for the Indonesian government for improving the emergency policy from the perspective of government policy.

Introduction

The Covid-19 virus has thousands of human victims in 2020, including in Indonesia (Oktari et al., 2022; Salehudin et al., 2021). As a result, policymakers in wealthy nations develop a wide range of Covid-19 solutions using the appropriate policy formulation and strategy (Alaerts, 2020; Rohman et al., 2022). Health, social, economic, and educational issues are only a few of the challenges that the Covid-19 pandemic has brought about in society (Brewis, 2019; Salehudin et al., 2021; Wajdi et al., 2020). Inhibiting Covid-19 deployment by limiting society's activity leads to problems that threaten society's security (Oktari et al., 2021; Tandungan et al., 2021; Tedja, 2020; Yulianti et al., 2020). As a result of the emergence of these issues, the government must formulate policies to reduce downsides, ensure the safety of residents, and facilitate adaptation to the Covid-19 Pandemic period (Oktari et al., 2022; Sulistyawati et al., 2021; Yulianti et al., 2020). Covid-19 virus' flaws lead to an emergency scenario, which in turn leads to force majeure from a constitutional standpoint (Asmorowati et al., 2022). Figure 1 has statistics on Covid-19 cases in Jakarta, Indonesia.

Public policy stages, in Asmorowati et al. (2022) conclusion include defining the agenda for policies, influencing the perception of a stakeholder group that a phenomenon is a problem, limiting the scope of the problem, and enlisting support for the inclusion of the issue on the agenda of the government. Public policy phases also include the stages of policy formulation and legitimation, implementation, evaluation of

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implementation, performance, and impact (Amalia et al., 2022; Ayuningtyas et al., 2021; Fadhil et al., 2021). Stages of policy according to Soubly et al. (2021) policy acceleration must be based on the appropriate priority scale in light of the status and circumstances of the Covid-19 era. It means that, while keeping in mind other interests, society's health and safety take precedence (Herawati et al., 2011; Hoesein et al., 2021; Putra et al., 2020). Therefore, the impact of the Covid-19 Virus is not greater, policy stakeholders must be forced to make decisions quickly (Handayani et al., 2020; Herawati et al., 2011; Putra et al., 2020). Similar to this, a priority scale that specifies which steps should be taken or skipped is necessary for the policy development process to avoid delays in decision-making (Brooks et al., 2022; Jaya et al., 2022; Syukriani et al., 2022). The word "policy" is derived from the Latin word "politeia." Since the policy is linked to the government, it makes more sense to translate it as "knowledge" rather than policy (Astiarani et al., 2022; Ayuningtyas et al., 2021; Oktari et al., 2021; Sulistyawati et al., 2021). Azam et al. (2017) utilized the term "policy," which is used to describe the actions of a single actor or a group of actors within a given field of action.
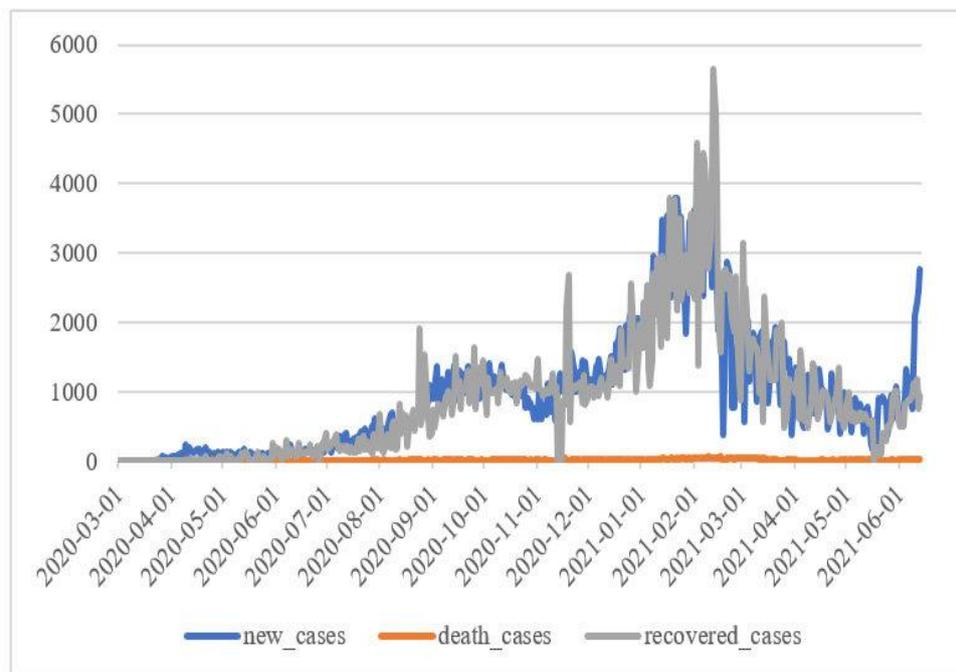

Figure 1. The Number of COVID-19 cases in Jakarta
Source: National Vaccination and Local Intervention Impacts on COVID-19 Cases

The prior literature disclosed a lot of studies are conducted on the government performance in Indonesia during covid-19 (Tandungan et al., 2021). Similarly, many scholars have discussed the governance issues in policy development in Indonesia (Logli, 2016; Pannen et al., 2019; Pratono, 2007; Sukasih et al., 2017). The studies also highlighted the relationship of sustainable business performance in covid-19 with government support (Haris, 2012; Kafle, 2012; Putri et al., 2022; Subiyakto et al., 2016;

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Sumaryati et al., 2020). There are also studies in the literature explaining the relationship between corruption increase and government failure during covid-19 in Indonesia (Azam et al., 2017). However, the earlier literature neglected the role of government policy for sustainable working and government performance in governance issues. Environmental degradation is also discussed in earlier literature in the context of Covid-19 (Fahmid et al., 2022; Kashif et al., 2020; Soubly et al., 2021). Hence, this study aimed to explore emergency policy from a public policy perspective in Indonesia. The study's purpose is grounded on the findings and research gaps in the literature to explore the unaddressed area in the literature.

This study analyzed the literature very carefully to understand the effect of government on policy in Indonesia. Furthermore, this study has aim to determine the impact of policy in the state of emergency because this gap regarding the emergency policy during covid-19 was not deliberated by earlier studies in the context of covid-19. In this way, the goal of this study is noteworthy and it would enhance the literature by providing the perspective of emergency policy in public policy and exploring the role of government in the medical sector during covid-19. Discussing this significant gap in the literature, this study highlights the important theoretical and practical implications for improving the body of literature regarding the research gap and provides practical implications for the appropriate working of government to develop policies in future disasters. The implications of this study are not limited to Indonesia but these implications can be generalized to improve the policy-making and its implementations with the public sector departments to deal with disasters and further challenges. Similarly, future research recommendations are also highlighted in this research.

Literature Review

Covid-19 has disturbed the governance in different countries and also exposed the public policy implementations (Alaerts, 2020; Rohman et al., 2022). In advanced countries, there is a critical role of public policy for the benefit of the community (Wajdi et al., 2020). The government is continuously improving policy to enhance the performance of the government according to the modern market requirements (Brewis, 2019; Oktari et al., 2021; Salehudin et al., 2021). Indeed, the state of emergency also influences public policy (Tandungan et al., 2021; Tedja, 2020; Yulianti et al., 2020). In case of an emergency, the government is responsible to handle any kind of misconception (Oktari et al., 2022). No doubt, developed countries have effective strategies to counter emergencies (Asmorowati et al., 2022; Rosser, 2016; Sulistyawati et al., 2021). However, in the case of ASEAN countries, the role of public policy and emergency policy seemed fair to comprehend the situation and control the emerging issues (Fadhil et al., 2021). The Indonesian government also faced critical challenges related to the policy during Covid-19 to control the situation (Wajdi et al., 2020). Every country has to develop an emergency policy that could save the country in the time of critical situations (Oktari et al., 2022).

The government of Thailand faced challenges in the economy and environmental sustainability along with medical emergencies in the country (Handayani et al., 2020). It was hard to counter these challenges without a special cell working on the policy development and monitoring all the works from a headquarter (Hoesein et al., 2021). The government of Indonesia established an emergency policy at the start of covid-19 and the focus was to control the circumstances (Soubly et al., 2021). The government has the responsibility to ensure the progress of work and the responsibility of the public sector departments to implement the policy for implementation of policy in an effective way (Amalia et al., 2022). Indonesian government followed the guidelines of the World Health Organization (WHO) and all the stakeholders collaborated to develop the policy for successful implementation (Sulistyawati et al., 2021). The medical emergency was also based on the strategic policy established for getting appropriate results for successful operations against all working of the government (Oktari et al., 2022).

The public sector organizations in Indonesia are required to focus more on sustainable working and improving the government machinery function (Sulistyawati et al., 2021). Indeed, the collaboration between the government and private stakeholders can facilitate the public in a better way by providing the appropriate services (Putra et al., 2020). The Indonesian government has to train the workforce to work in an emergency and make sure the performance of this workforce has enhanced the function of the government machinery (Amalia et al., 2022; Ayuningtyas et al., 2021). The health sector and economic sectors were the priority of the Indonesian government but the lockdown has damaged the plans and their proper implementations (Asmorowati et al., 2022).

Rosser (2016) defined policy as an activity with a purpose that is carried out by one or more actors to address an issue. Also, according to Brewis (2019), "Public policies are those produced by governmental agencies and authorities." Other experts have given different definitions of policy. Brewis (2019) also defined policy as "a static choice that is characterized by consistent and repetitive behavior of those who make and of those who adhere to such decisions." Rosser (2016) described the policy as "what the government decides to be done or not done." Even though there are different definitions of public policy, as was already noted, every policy requires either individual to serve as the planners, implementers, or actual targets of the policy. The nation's authority reads the public policy, and any problems that arise are the result of either inadequate apparatus competition or inappropriate agenda setting. Hoesein et al. (2021), on the other hand, claimed that there are five stages to the process of developing public policy. These include identifying needs, and doing so by using criteria like data analysis, sample, statistical data, cause and effect analysis simulation model, and prediction techniques. The second step is the preparation of a policy proposal that takes strategic concerns, broad

options, technology stability, and analysis of environmental impact into account.

Thirdly, adoption, which includes the budgeting technique used, the fusion of diverse political theories, and political feasibility research. Fourth, program implementation, which covers the organizational structure, scheduling model, justification of choice, choice of price, and scenario of the application. The use of experimental procedures, information systems, audits, and sudden evaluation are included in the assessment, which is the final step. Rohman et al. (2022) contends that the bureaucratic structure, sources, attitudes or habits, and communication all facilitate the implementation of policies. Sulistyawati et al. (2021) contends that the process of formulating policies can be seen as the beginning of the overall development of public policy. Public policy that is oriented on implementation and evaluation is a fantastic public policy design (Oktari et al., 2021). To put it another way, an effective formulation process can be applied to society.

The Indonesian administration must also concentrate on taking preventative measures to create efficient catastrophe management plans (Hoesein et al., 2021; Putra et al., 2020). Although potential tragedies are unknowable, it is now simple for any government to function more effectively by creating regulations for intellectual and physical services (Amalia et al., 2022). The Indonesian government must adopt effective policies and plans for ecological sustainability following the directives of advanced and sophisticated nations (Oktari et al., 2022). To get the greatest results in dealing with upcoming pandemics, the Indonesian government should enhance governance and create openness in the public sector agencies (Rosser, 2016). The Indonesian administration has to be well taught to handle these kinds of catastrophes with key tactics since these methods can assist the administration to create useful learning techniques (Ayuningtyas et al., 2021). Additionally, Indonesia should use the European plan development and execution to cooperate with efficient laws to protect the populace from natural challenges (Soubly et al., 2021). Similar to this, the ASEAN members should cooperate more closely to strengthen the formulation and adoption of humanitarian programs (Ayuningtyas et al., 2021).

Research Methodology

Every research has a methodology to find the outcomes, similarly, this study has used a narrative review method that is important for qualitative studies. This approach is already used in multiple other studies conducted on public policy in different countries. This qualitative approach is important to review the earlier literature and analyze the significant studies to determine the results appropriately. This study has explored the literature on public policy in Indonesia to determine the role of public policy in social services. Furthermore, the literature published in post-covid-19 time is also used in this study to explore the research gap in

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(Amalia et al., 2022; Asmorowati et al., 2022; Oktari et al., 2022; Rohman et al., 2022). The research gap is based on the significant identification by the earlier studies to explore this area of knowledge. In this way, this study has used the published literature related to health policy, education policy, corruption policy, and importantly the medical policy in Indonesia. The purpose of this study was to comprehend the earlier literature with rationality. In this regard, the noteworthy studies were analyzed and the secondary data was used to determine the findings of this study with evidence. In this regard, the research method is valid for this study as the narrative review method is also employed in multiple earlier studies.

Results

According to the finding of this study, the public policy success implementation rate in 2020 was satisfactory as compared to the situation of the early outbreak of the pandemic. The findings of this study revealed that government policies have a different ratio of success according to a critical situation. Since the focus of the government was to improve the health sector to provide more medical facilities to the public, therefore the health policy in Indonesia got successful at 72%. This is critical to understand that the government successfully working on the health policy due to medical emergencies in the country. Indeed, the purpose of health policy in any country is to improve the living standard of the public, but in covid-19 this situation was critical. Moreover, the education policy was also affected in its implementation and it declined to 88% due to the pandemic outbreak. Moreover, the medical policy of hospitals developed by both stakeholders was also affected as the numbers of patients were admitted to the hospitals to get the medical facility. In this regard, the success rate of medical policy was decreased to 56% and there were bad services in government-affiliated hospitals. Also, the economic policy of the country was affected and it declined to 54%. Lastly, the government policy for other social services was also affected and declined to 61% in the country. The results of these policies are presented in Table 1.

Table 1. Public Policy Success in 2020

No	Emergency Policies	Success Rate
1	Health Policy	72%
2	Education Policy	88%
3	Medical Policy	56%
4	Economic Policy	54%
5	Governance Policy	61%

Furthermore, this study's findings indicate that, in contrast to the case of an early pandemic outbreak, the success rate of the execution of public policies in 2021 was satisfactory. The results of this study showed that, depending on the urgency of the crisis, different government policies have variable success rates. Since the government's priority was to enhance the health sector so that additional medical facilities could be made available to the general public, Indonesia's health strategy was 69% successful. It is

crucial to comprehend that the government has been working successfully on health policy as a result of the national medical emergency. The goal of health policy in every nation is to raise the standard of living for the populace, but in covid-19, this issue was particularly pressing. Additionally, the implementation of the education policy was impacted, falling to 78% as a result of the epidemic. Moreover, when more patients were admitted to hospitals to get medical care, the medical policy of the hospital setting by both stakeholders was also impacted. In this regard, the success rate of medical insurance fell to 61%, and government-affiliated institutions provided subpar care. Additionally, the nation's economic strategy suffered, falling to 58%. Finally, the country's government policy for other social services was also impacted and fell to 73%. Table 2 displays the outcomes of various policies.

Table 2. Public Policy Success in 2021

No	Emergency Policies	Success Rate
1	Health Policy	69%
2	Education Policy	78%
3	Medical Policy	61%
4	Economic Policy	58%
5	Governance Policy	73%

Discussion and Conclusion

The findings of this study disclosed that public policy must have academic studies, public tests, and a socialization stage. Because academically dan facts have real proof that the Covid-19 pandemic spread out around the world. Therefore, the academic studies stage is not needed anymore, so the public test and socialization stage. Since if academic studies, public tests, and socialization stages are done will cause policy delay, and consequent there will be more victims in numerous numbers. Therefore, in the name of the nation, the government has to take appropriate decisions to anticipate the deployment of the Covid-19 virus (Rohman et al., 2022). Behind the appropriate decision implicate another policy. Also, require to adapt to government policy in solving the Covid-19 pandemic as soon as possible (Oktari et al., 2022). For instance, directly implicate lockdown policy, traffic policy on public roads, education policy, health policy, economic and trade policy, international relation policy, monetary policy, defense and security policy, and other policies. The government formed a task cluster to solve the spread of the Covid-19 virus through presidential decree number 7 of 2020.

Task cluster was formed to minimalize victims and material drawbacks, which give an impact on every aspect of human life, such as social welfare, economy, and education (Tedja, 2020). On other hand, through presidential decree number 7 of 2020 government can solve the problem quickly, precisely, focused, integrated, and synergistically. Also, to facilitate response between ministries/agencies and local government Even though government requires to give policy quickly, overlapping policies are not

hoped (Wajdi et al., 2020). Phenomena that are happening currently, reveal overlapping policies. One of them is overlapping policies in solving the Covid-19 pandemic in Indonesia. Where policy formulation is considered confusing and there is no coherence between one and others. After the implementation of the emergency policy which was revealed during the Covid-19 pandemic era, an evaluation of the policy is still needed to find out whether the policy that has been decided has achieved its purpose or not (Asmorowati et al., 2022; Ayuningtyas et al., 2021; Fadhil et al., 2021). Through Regulation of Government of The Republic of Indonesia Number 2 of 2020 about Prevention and Handling of Corona Virus Disease (COVID-19) in The Ministry of Education and Culture and The Regulation od Government of The Republic of Indonesia number 3 of 2020 about Prevention of Corona Virus Disease (COVID-19). In the Education Unit, the government through the Ministry of Education and Culture has tried to accommodate the needs of implementing education during the COVID-19 pandemic (Yulianti et al., 2020).

One education implementation form is online education (Oktari et al., 2022). Furthermore, in one of the follow-up forms, The Ministry of Education and Culture did several accelerations of other policies which have existed, for instance, permission to use BOS funds to pay for internet for students and teachers (Soubly et al., 2021). However, that case does not make the online learning process runs effectively since numerous problems have not been solved by the government and teachers (Putra et al., 2020). Learning about the Covid-19 pandemic has become a challenge for nations in this world particularly in designing education policies in the pandemic era (Fadhil et al., 2021). To prepare for learning in the pandemic era, have to start with a policy that set strictly school's role in providing standardization of health protocols for students also teachers who are at school (Oktari et al., 2022). The readiness of school has a crucial role to start learning implementation in the pandemic era and the new adaptation era (Oktari et al., 2022). Besides, education policy in the pandemic era is a tool that is developed by the government to achieve better changes to the continuity of education (Sulistyawati et al., 2021). Through various challenges, face-to-face learning policy is implemented carefully and takes into account some of the existing considerations at school. One of the efforts which are tried by the Indonesian Government is preparing a blended learning model (Ayuningtyas et al., 2021). This learning model is a learning approach that is facilitated through education policy in a pandemic era for all the learning activities which are done at home through online learning technology utilization can run well. This learning must be done as a supplement so that can support limited face-to-face learning.

By and large, in this case, a government which is revealed policies has to have a priority scale to arrange a public policy. Secondly, having teamwork which is experts in the policy field becomes the focus of policy. Thirdly, having facilities and infrastructure which adequate to formulate various policies until it is published. Fourthly, parties related to the consequences of an emergency policy hoped can quickly adapt policies to adjust existing

policies in their respective agencies with the issuance of emergency policies as intended. Since, If the government take decision and action quickly so the level of success of the policy scheme to its output and outcome will succeed well. On the other hand, dwellers are required to understand well so that can differ which are common policies and which are extraordinary policies. Therefore, in an emergency, first and foremost dwellers obey the rule and also understand and give feedback to policy stakeholders including policy formulators so that policies that are published have more merits or in other words more effective.

Implementations

Every study has some contribution to the literature based on the findings to explore the literature in an advanced way. Likewise, there is a theoretical contribution by the current research. This study has introduced the variable of governance as critical for government policy development. Good governance has a strong influence on the emergency policies that are critical in the time of the pandemic, and this gap was not highlighted in the earlier studies, because the focus was on the performance of government. On the other hand, this study enhanced the literature by explaining the factor of a strong economy for good governance, as the resources are provided with a strong economy to address different issues. Thirdly, this research has introduced the factor of fairness in government officials' work because fairness can improve the working of government policies, and this significant variable was not discussed in earlier studies. Moreover, this study has introduced the collaboration between government and private stakeholders for emergency policies development and implementation, therefore this relationship was not discussed in the earlier studies. In this way, these are the significant factors highlighted by this study for influencing the performance of government to develop appropriate policies for working. Furthermore, these implications would facilitate future researchers to comprehend the relationship between different factors that are working for fair policies in an emergency.

On the other hand, practical implications are also endorsed by the findings of this study. To begin with, this study demonstrated that the relationship between the government machinery and private stakeholders should be emphasized to improve the performance of the government. Furthermore, the government of Indonesia should focus on pre-actions for developing effective strategies for future disasters. Indeed, future disasters are unknown but with the help of effective policies, it has become easy for any government to work in a better way to develop policies for mental and health facilities. The government of Indonesia is required to follow the instructions of the advanced and developed countries and develop effective policies with strategies for sustainable development. Likewise, the government of Indonesia should improve governance and transparency should be introduced in the government sector departments to get the best results to deal with future pandemics. The Indonesian bureaucracy should be trained effectively to deal with such kinds of disasters with critical

strategies because these strategies can facilitate the government to develop appropriate strategies for learning. Moreover, the American model of strategy formulation and implementation should be adapted in Indonesia to work with effective policies to secure the public from natural problems. Likewise, the ASEAN country's member countries should join their hand for better working to improve their policy-making and implementation for social benefits.

Future Directions

This study sought to investigate Indonesia's public policies toward emergencies. The goal of the study is to analyze the literature's unexplored areas based on findings and research gaps. The goal of the research is to make Indonesian policymaking more effective so that undesirable outcomes during future pandemics can be avoided. However, there are some limitations of this study that must be addressed in future research for conducting studies on emergency policy from the perspective of policymaking in Indonesia. To begin with, this study is based on the qualitative data that is used in different earlier studies that examined the policy issues. However, for better statical results a study should be based on quantitative data as it is the right approach to provide empirical evidence for the research. Therefore, future research should be conducted on quantitative data to explore the literature in a statical way. Secondly, this study is based on secondary data that was based on different studies conducted post-covid-19. Although the analyzed literature was remarkable, future research should use the primary data for determining the study results effectively. Lastly, this study has been conducted from the government's perspective of policymaking in an emergency, yet the public is the largest stakeholder in this study. Hence, future research should discuss policy-making and implantation from the lens of the Indonesian public to generalize the results of this study.

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