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Covid-19 Governance in Indonesia: A Systematic Literature Review

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ABSTRACT Article Info:

This study aims to categorize the dominant concepts or themes in the study of governance in handling the Covid-19 pandemic in Indonesia. The dominant concept is categorized based on cluster grouping. This study uses a systematic literature review method by collecting various previous studies to find strategies and problems in managing the COVID-19 pandemic in Indonesia. The main data source used is articles from the Scopus database. This research reveals that previous studies on the governance of handling Covid-19 in Indonesia are related to four dominant concepts: regional government, economy, impact, and spread. The dominant concept of regional government is related to the role of regional governments in making and implementing policies for handling Covid-19 at the regional level. The dominant concept of the economy is related to handling Covid-19 which is directed at maintaining economic stability and development through various forms of policies and program activities, both at the national and regional levels. The concept of impact is an effort by the Indonesian government to minimize the negative impact of the Covid-19 crisis on the economy and development. The spread is the Indonesian government's efforts to minimize the spread of Covid-19. The four dominant concepts are interrelated with each other, which confirms that the governance of handling Covid-19 in Indonesia is governance that prioritizes the role of the government, focuses on stability, economic growth, and handling the impact and spread of Covid-19.

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INTRODUCTION

Almost all countries worldwide are experiencing a health and humanitarian crisis caused by the Covid-19 pandemic. The Covid-19 pandemic, which first appeared in Indonesia in early 2020, has also become a serious problem faced by the Indonesian government (Roziqin et al., 2021; Salahudin, Nurmandi, Sulistyaningsih, et al., 2020; Sihidi et al., 2022; Sihidi et al., 2022; Wahyudi et al., 2021; Riswantini et al., 2021). The pandemic has become a fundamental problem in the health sector (Kennelly et al., 2020; Bierman et al., 2021) which also has implications for the educational aspect (Bikse et al.,

2021; Herwin et al., 2020; Karagul et al., 2021), politics (Chipidza, 2021; Lau, 2020; Scannell et al., 2021; Tang & Li, 2021; Vardavas et al., 2021), social dan economic life (Hawkins et al., 2020; Nicola et al., 2020; Schwendicke et al., 2020; Rhodes et al., 2021; Chudik et al., 2021; Schunk & Wagner, 2021), religion (Arabaghatta Basavaraj et al., 2021; Arnado et al., 2021), various other lines (Suparman, 2021). As the organizer of government and state affairs, the Indonesian government has a responsibility as the manager in dealing with the Covid-19 pandemic. Effective management from the government is certainly the best conflict resolution to reduce the number of transmissions and the various impacts brought on by the outbreak (Wahidah et al., 2020). In this case, the Covid-19 pandemic has become a challenge for all state governments worldwide, especially the Indonesian government. In this case, the government must formulate the best policies and adapt them to the conditions and situations to handle the Covid-19 pandemic in Indonesia (Samudro & Madjid, 2020).

As the public affairs organizer dealing with the pandemic, the Indonesian government has formulated various regulations. Regulations issued by the government are adjusted to the state's financial situation and the intensity of the increase in infections (Pardiyanto, 2020). On the other hand, various new variants such as Delta and Omicron require the government to issue quite dynamic policies because they adapt to the situation and conditions of transmission cases in Indonesia. So far, the Indonesian government has issued several policies to manage and handle the Covid-19 pandemic in Indonesia (Ruddy, 2021).

In the early 2020 period, or when Covid-19 was emerging in Indonesia, the government immediately budgeted Rp405.1 Trillion from the State Budget (APBBN) 2020. These funds were allocated to facilitate the health sector, tax incentives, and overcome the community's economic problems that are impacted by restrictions on social activities (Wibawa & Putri, 2021). In contrast to several countries that immediately took a firm policy by implementing a lockdown, the Indonesian government took a large-scale social restriction (PSBB) policy step, officially enforced on March 31, 2020. The policy was formulated in conjunction with issuing a Presidential Decree on the status of a health emergency. This PSBB policy was initially implemented in Jakarta on April 10, 2020, followed by other cities in Indonesia because of the massive transmission rate (Ekp et al., 2020). The PSBB policy was taken as a step to suppress the spread of the epidemic transmission rate and to bring social stability. The policy finally brings new adaptations (new normal) to almost all lines of social life, from education, economy, and religious activities (Rosyada & Sundari, 2021).

By regulation, the Indonesian government has implemented various policy formulations to minimize the adverse effects of the Covid-19 pandemic. In addition to the two regulations previously described concerning Law Number 6 of 2018 concerning Health Quarantine, the Indonesian government, in particular, has also taken several policy steps, including Regulation of the Financial Services Authority of the Republic of Indonesia Number 11 /Pojk.03/2020 concerning Economic Stimulus National as a Countercyclical Policy Impact of the Spread of Corona Virus Disease 2019; and Instruction of the President of the Republic of Indonesia Number 4 of 2020 concerning Refocusing of Activities, Reallocation of Budgets, and Procurement of Goods and Services in the Context of Accelerating the Handling of Covid-19 (Wiryawan, 2020). In this case,

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the government must take policies quickly, considering the massive transmission rate. Derivatives from these regulations finally present various programs to handle the impact of the Covid-19 pandemic, such as vaccinations, community quarantine infrastructure, direct cash assistance, data package fees for students and various other programs (Agustino, 2020).

The policies launched by the central government, of course, do not always run smoothly. Some selected regulations reap the pros and cons of political experts and health to the public. Another problem that often arises is the contradiction or lack of harmonization of policies between the central and regional governments in overcoming some of the problems caused by the pandemic in Indonesia (Sitorus, 2021). Problems like this are an inhibiting factor in handling the Covid-19 pandemic in Indonesia. A pandemic that has serious implications in the health sector and many other fields requires good cooperation between the government and all stakeholders (Amrynudin & Katharina, 2020). Even though the governance of the handling of the pandemic is the government's main responsibility, the policies issued must be supported by all elements of society. The pandemic is expected to be appropriately handled through the cooperation of all elements of society. The government can return to normalizing various previously existing problems (Wibawa & Putri, 2021).

Based on the previous explanation, this study intends to determine how the Indonesian government is trying to handle the Covid-19 pandemic in Indonesia. In addition, this study also intends to map out dominant concepts and cluster concepts in studies related to managing the Covid-19 pandemic in Indonesia, which have never been studied before. His study offers a different approach because it uses a systematic Literature Review model that has never been done by other researchers as described above. Through this study, it is hoped that it can be used as a reference for other researchers as well as a general reference in seeing what concepts are massively discussed and what concepts need to be developed in managing pandemic management in Indonesia in the future.

METHOD

This study uses a descriptive analysis method with data sources from literature studies. The primary data used in this study is sourced from the Scopus database. The Scopus database is the author's choice because it has comprehensive data and is also one of the databases with the highest rate in the scientific field. In order to produce relevant discussions and conclusions, the author uses the VOSviewer analysis tool as a data processing tool. The VOSviewer analysis tool is combined with the Mendeley application as a data reader to review articles with strong causality with the theme of handling the Covid-19 Pandemic in Indonesia.

This study was specifically carried out to determine the research scope and progress regarding handling Covid-19 in Indonesia. The focus of this study is to conceptualize the study in developing research on related themes. Hopefully, the findings will map out the dominantly-discussed concept and what concepts need to be developed in studies related to handling the Covid-19 pandemic in Indonesia. This study was conducted with a limitation of the year from 2020 to 2022. The following is the mechanism or method used by the author in conducting this study (Figure 1):

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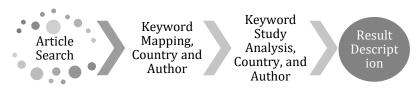


Figure 1. Series of Research Process

Based on Figure 1 above, this study has several methods taken with several fundamental questions, such as 1) How are the correlations and clustering in studies related to the governance of handling Covid-19 in Indonesia? 2) What are the dominant keywords or themes in the governance study to manage the handling of Covid-19 in Indonesia? 3) What mapping types are used in studies on handling Covid-19 in Indonesia? and 4) How is the research concept formed based on the results of mapping in research on the theme of governance of handling Covid-19 in Indonesia? The series of study processes based on these questions are structured to make the study more structured and systematic to present relevant conclusions.

RESULTS AND DISCUSSION

Studies related to the management of the Covid-19 pandemic in Indonesia have been carried out by several researchers before. Data recap from the Scopus database shows the intensity of studies related to the governance of the handling of the Covid-19 Pandemic in Indonesia, especially from 2020 to 2022. Based on the data in Figure 2, it can be understood that the dominant study related to the theme. This study was conducted and published in 2021. It refers to data with a representation of 350 studies.

Meanwhile, in 2020 there will be fewer massive studies on managing the Covid-19 pandemic in Indonesia. Less than 50 studies represent it. Furthermore, in early 2022 there has also been no publication of studies with representations that are still below 50.

The massive study related to managing the Covid-19 pandemic in Indonesia in 2021 is natural because the movement of the pandemic has begun to be read and studied. Meanwhile, for 2020, the pandemic is just developing, and it is still quite difficult to research. Finally, in 2022, there are still not many studies on this theme because it is only the beginning of the year and will continue to run. In detail, the description of the governance study for handling the Covid-19 pandemic in Indonesia based on the year of publication can be seen in the following figure:

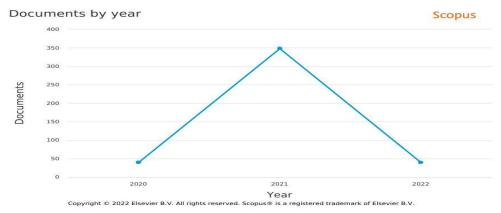


Figure 2. Study on Management of the Covid-19 Pandemic in Indonesia by Year

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The subsequent elaboration will review the governance study in handling the Covid-19 pandemic in Indonesia based on the type of research document. The reference year range is from 2020 to 2022. Based on the data shown in Figure 3, it can be understood that the dominant study related to the governance theme for handling the Covid-19 Pandemic in Indonesia was carried out based on the type of article or journal with a representation of 74.0%. Furthermore, the type that is also often used is conference paper with a representation of 15.7%, followed by a review type with a representation of 8.0%. Several other types of research are not dominant enough, such as letters (1.6%), book chapters (0.2%), and types of short surveys (0.2%). The research can be examined in the following figure:

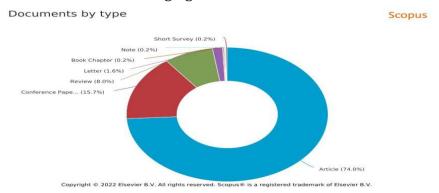


Figure 3. Study of Governance for the Handling of the Covid-19 Pandemic in Indonesia by Type of Study

The following discussion is regarding the study of the management of the Covid-19 pandemic in Indonesia based on the scientific scope. The field of social science is the most dominant field of science discussed in this theme, and it is represented by 16.0%. Furthermore, it can be understood that studies related to this theme are also dominantly discussed in the scientific field of medicine, with a representation of 15.6%, followed by the field of business management science, with a representation of 9.9%. Several other scientific scopes that are also massively reviewing this theme, such as environmental science (8.6%), computer science (7.2%), decision science (6.0%), economics (4.5%), engineering (4.5%), earth and planet (3.6), nursing (2.9) and several other scientific fields which represented 21.2%. In detail, the description of the study of governance in handling the Covid-19 pandemic in Indonesia based on the field of science can be seen in the following picture:

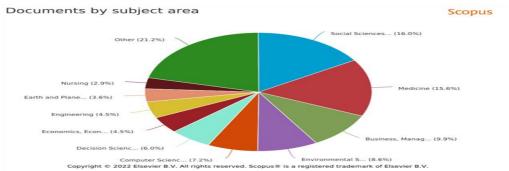


Figure 4. Study of Governance for the Handling of the Covid-19 Pandemic in Indonesia by Field of Science

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Furthermore, this study will review the dominant authors who conducted studies related to the theme of handling the COVID-19 pandemic in Indonesia. Based on the processed data visualized in Figure 5, it can be seen that Ahmar is the most massive author in studying this theme. A total of 6 studies represent it. The next author who examines the theme of managing the COVID-19 pandemic in Indonesia is Harapan, with a total of 5 studies. Next, there are several names of other authors whom each conducted as many as four studies, namely Dhama, Lim, Nurkhin and Pranata. Finally, several other authors, such as Caraka, Chuenyindee, Hartanto and Kurata, conducted a study on managing the COVID-19 pandemic in Indonesia, each of which conducted three studies.

Some authors who have studied managing the COVID-19 pandemic in Indonesia have their focus and method. The various studies conducted by several of these authors provide substantial benefits for their respective scientific studies. Specifically, the visualization regarding authors' names who conducted the study on this theme can be observed in the following figure:

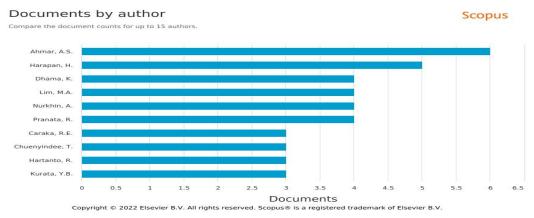


Figure 5. Study on the Management of the Covid-19 Pandemic in Indonesia by Author

Several authors' studies on managing the COVID-19 pandemic in Indonesia are affiliated with universities. The next discussion will review the dominant university affiliation in conducting studies related to this theme. Based on the data referred to by the author, it can be seen that the University of Indonesia is the most dominant campus in the affiliation of studies on this theme. Thirty-five affiliates represent it. Next, the campus with the second number of affiliates is Gajah Mada University, with 27 affiliates. Airlangga University is in the third position with a total of 26 affiliates and followed by Padjadjaran University with 19 affiliates and Udayana University with 17 affiliates. Then there are Syiah Kuala University and Bina Nusantara University, each having 15 affiliations. Finally, in the following sequences, there are Bandung Institute of Technology (12 affiliates), Makassar State University (11 affiliates) and Sebelas Maret University (10 affiliates).

Some of the names of these campuses/universities have the most dominant affiliations in studies related to handling the Covid-19 pandemic in Indonesia. It means that, in this case, some of these universities have teaching personnel that are quite concentrated and massive in studying this theme. A detailed description of the study of governance in handling the Covid-19 Pandemic in Indonesia based on affiliation can be seen in the following figure:

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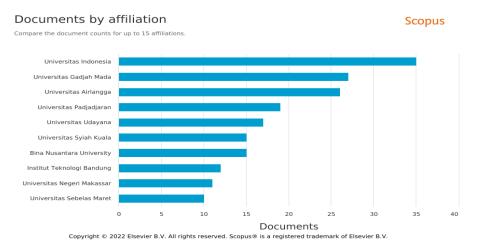


Figure 6. Study on Governance for the Handling of the Covid-19 Pandemic in Indonesia by University Affiliation

Furthermore, to find out the dominant concept in studies related to managing the Covid-19 pandemic in Indonesia, the researcher used the VOSviewer analysis tool as a data processing tool. This application was chosen as an appropriate option to find the data researchers need to assess the governance of handling the Covid-19 pandemic in Indonesia. Some of the data obtained include concept correlation data, article publication period data and dominant concept data in studies on related themes. In detail, the following are the dominant concepts in studies related to the management of the Covid-19 pandemic in Indonesia:

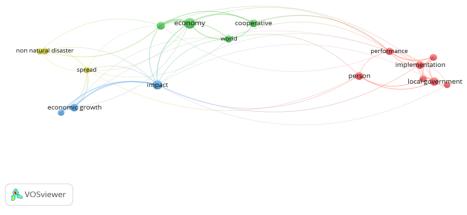


Figure 7. Linkage of Concepts in the Study on Governance for the Handling of the Covid-19 Pandemic in Indonesia

The data visualization in Figure 7 shows four cluster categorizations in the study related to managing the Covid-19 Pandemic in Indonesia. The differences in the clusters are referred to based on the similarity of concepts. The drawing of the net seen in Figure 7 above also means a correlation of concepts in each cluster. Furthermore, this study will describe clusters related to clustering or dominant themes in the study of the governance of the handling of the Covid-19 pandemic in Indonesia. In detail, the clustering table is presented in the following figure:

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Cluster	Keywords	Total
Cluster 1	The central government, civil servant, government response,	7
	implementation, local government, performance, and person.	
Cluster 2	Cooperative, economy, perspective, and word.	4
Cluster 3	Economic growth, impact, and natural resource abundance.	3
Cluster 4	Evidence, non-natural disaster, and spread.	3

Table 1. Keywords Categorized by Cluster *Source*:Scopus, 2022

Each concept categorized based on the cluster strongly correlates with one another. The initial method used by the author to obtain the clustering data was by searching the Scopus database column. At this stage, the author found 1296 terms that correlate with the study of Covid-19 handling in Indonesia. The next step that is carried out is to enter a limitation on the mention of keywords/minimum number of occurrences of a term six times. The mechanism carried out resulted in 42 articles and was subsequently eliminated in order to produce truly relevant data on related themes. Finally, 24 articles met the threshold and were divided based on the similarity of concepts used to review themes related to managing the Covid-19 pandemic in Indonesia.

Studies with various concepts that have previously undergone a rigorous verification process need to be reviewed. This detailed review is useful to identify the dominantly studied concepts and which concepts need to be developed in studies related to the governance of the handling of the Covid-19 Pandemic in Indonesia in the future. On the other hand, the study using the systematic literature review method that was carried out also served to see in detail the strategies and problems faced by the Indonesian government in managing the Covid-19 pandemic handling in Indonesia.

The subsequent elaboration comprises the period of articles published in the study of the governance of handling the Covid-19 pandemic in Indonesia. The convective RIS data in the VOSviewer analysis tool shows which concepts are massively studied and in what month/year period the dominant concepts are studied. In this case, researchers use restrictions from April 2020 to January 2020. This step was taken to detail the focus of the study in the governance of Covid-19 Pandemic handling in Indonesia. Below is the data visualization for the articles publication period the study of the governance of the Covid-19 pandemic handling in Indonesia:

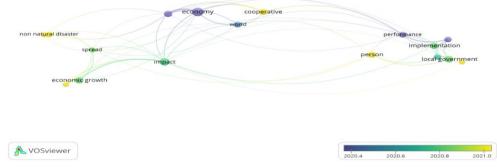


Figure 8. Publication Period of Articles in the Study on Governance for the Handling of the Covid-19 Pandemic in Indonesia

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Regarding the data visualization in the Figure 8, there are several article publication periods in the study of the governance of the Covid-19 pandemic handling in Indonesia. Several dominant keywords or concepts were published from April to July 2020, such as economy, performance, and word. Furthermore, the dominant publication of articles from July 2020 to August 2020 includes impact, implementation, spread and local government. Lastly, the dominant concepts published from August 2020 to January 2021 are economic growth, non-natural disaster, person, and cooperative. Several dominant keywords/concepts categorized based on the publication period of the article have the benefit of knowing the dominant concepts being studied and published on related themes. On the other hand, efforts to know the period of publication of articles are also essential to find out what topics or concepts are the dominant focus based on the time of research and previous publications. When viewed in general terms, some of these dominant concepts are essential concepts in matters that intersect with how the government carries out the governance of controlling the Covid-19 pandemic in Indonesia.

The following review is related to the dominant concepts in the governance study in handling the Covid-19 pandemic in Indonesia. The most dominant concept discussed in this theme can be seen from the difference in color thickness in the data visualization presented next. Mapping the dominant concept in the study of the governance of the Covid-19 pandemic handling in Indonesia was determined based on several indicators and features in the VOSviewer analysis tool. Some of these indicators are links, total link strength and occurrences. In detail, data related to the dominant concept in the study of governance for handling the Covid-19 pandemic in Indonesia can be seen in the following figure:

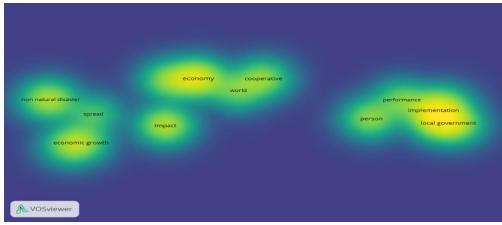


Figure 9. Dominant Concepts in the Study of Governance for Handling the Covid-19 Pandemic in Indonesia

Based on the data visualization seen in Figure 9 above, it can be understood that there are several dominant concepts in the study of governance for handling the Covid-19 pandemic in Indonesia. The dominant concepts are as follows: economy, local government, impact, implementation and economic growth. These keywords/dominant concepts are the most massive concepts discussed earlier in this study. Meanwhile, several other concepts were also discussed but not too massive, namely the following: cooperative, world, spread, performance, person and non-natural disaster.

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Some concepts are not discussed too massively when viewed from the data visualization. The findings of these concepts that have not been massively discussed can be a reference for other researchers who study the governance of handling the Covid-19 pandemic in Indonesia in the future. On the other hand, several concepts that are still not included in the data radar can also be used as alternative options for other researchers for the renewal of studies in the study of the governance of the handling of the Covid-19 pandemic in Indonesia. It is also important to consider the usefulness of studies on related themes in the scientific world. Through the research development and renewal in the study of the governance of handling the Covid-19 Pandemic in Indonesia, it is hoped that it will be able to become a reference and scientific analysis that is used as a reference in efforts to handle the Covid-19 Pandemic in Indonesia in the future.

DISCUSSIONS

Based on several previous reviews and elaborations, it can be understood that several dominant concepts are categorized based on 4 clusters in the study of the governance of the handling of the Covid-19 Pandemic in Indonesia. These dominant concepts are local government, economy, impact and spread. The dominant concept in cluster 1 is local government. For example, a study conducted by Najib et al. (2021) reveals that a pandemic that fundamentally attacks the economic sector requires strong support and innovation from the government. The government, in this case, is not only the central government but also the strong role of local government. A sample of 120 business owners or managers revealed that the government's role, especially in policy innovation, is very positive in business/business continuity. While on the inner side, the thing that strongly influences is entrepreneurial self-efficacy.

On the other hand, Toharudin et al. (2021) also focused on studying local government intervention in dealing with the pandemic by conducting a study in Jakarta, revealing that regional and provincial government policies are one of the most fundamental in reducing transmission rates. This study found that the national vaccination program was not very significant in maintaining transmission. At the same time, the strongest thing was the firmness of the DKI Jakarta regional/provincial government in implementing the Restrictions Towards Community Activities (PPKM) policy, which was the most effective key to reducing the number of virus transmissions in the Jakarta area. Furthermore, Nugraha et al. (2021) also revealed that the condition of Indonesia as a developing country and a country with more than 270 million population makes the government face challenges, especially in the vaccination program. Harmony and collaboration between the central government and provincial and local governments are key to overcoming the problems. In this case, the local government as a public service closest to the community is also emphasized to be more effective and innovative in suppressing the various impacts of the pandemic in the regional scope.

Based on the previous studies, it is generally understood that the government, especially local governments, has a significant role in handling the Covid-19 pandemic in Indonesia. Therefore, innovation and effective work from local governments need to be massive. Through optimizing the performance of local governments and synchronizing policies between the central and local governments, it is not impossible that the various impacts of the pandemic that occurred in Indonesia can be subsided and the situation can be normalized again.

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Furthermore, the dominant concept in cluster 2 is economy. For example, the study conducted by Christa & Kristinae (2021) can be used as a reference. This study reveals that the impact of the pandemic on the business industry is indeed very significant. The community's economy during the pandemic, especially for business actors, was so out of control and slumped sharply. Christa & Kristinae also revealed that business actors during the pandemic are advised to be able to synergize with a market orientation by consuming information that follows market changes and needs. On the other hand, the government's encouragement through a touch of policy with a tendency to community economic growth is one of the strong aspects of overcoming the impact of the pandemic on the economic sector. On the other hand, Yu et al. (2021) also revealed that pandemic control policies such as restrictions on social activities could reduce the outbreak effectively. However, these policies certainly conflicted with matters in the economic sector. This issue is a formidable challenge for every government around the world. Economic resilience and effective innovation pursued by the government are the determinants of the success of pandemic governance or control in every country.

The dominant concept in cluster 3 is impact. The Covid-19 pandemic is indeed present as an epidemic that has an impact on many sectors. Some sectors most affected by the pandemic are health, economic, social, religious, education, political, and other sectors. As a reference, a study by Setiawati et al. (2021) revealed that the pandemic also presents anxiety for the general public and health workers. The study was carried out in RS. Dr. Soetomo Surabaya collected as many as 227 respondents and, on average, admitted to having anxiety about the pandemic. On the other hand, (Irawanto et al., 2021), who focus on studies on the effect of work from home (WFH) regulation on the impact of stress, reveal that workers are more comfortable doing work from home. A total of 472 respondents or workers forced to work from home revealed that working from home is more comfortable and can be used as a long-term regulation. However, this regulation influences the collective situation and the achievement of the organization/company, of course.

Regarding several studies on the dominant concepts in cluster 3, it can be understood that the pandemic is biased and impacts many lines. This matter or problem requires that the government, as the holder of governance affairs, formulate appropriate policies and can solve problems from the impact of the Covid-19 Pandemic, especially the massive one that has occurred in Indonesia until now.

Finally, the dominant concept in cluster 4 is spread. The Covid-19 pandemic is spreading massively and presenting new challenges for every government worldwide, especially the Indonesian government. The pandemic requires the government to focus on governance in the health sector and almost all other fields. The impact and massiveness of the epidemic spread can also be seen in the readiness and response of the government in carrying out effective governance to deal with the Covid-19 pandemic.

The challenges that every government should be able to carry out optimally, especially for the Indonesian government, are the efforts to accelerate the vaccination program, the firmness in implementing policies on social activity restrictions, the economic resilience strategies, and the social assistance for the community (Phua et al., 2021). Controlling a pandemic is not a simple matter but a complex job requiring cooperation and accurate government regulation. Through collective efforts and effective

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regulation, the pandemic and its various impacts can be mitigated and normalized (Priadana & Tahalea, 2021)

Some dominant concepts categorized based on these clusters are the most massive concepts discussed in the governance study for handling the Covid-19 pandemic in Indonesia. Through this study, it is possible to find out what concepts have been massively discussed, what concepts have not been discussed, and what concepts need to be developed. The novelty of studies on managing the COVID-19 pandemic in Indonesia is important and has many benefits in the scientific world. Therefore, the previously published descriptions can be used as references to find updates in the study of the governance of handling the Covid-19 Pandemic in Indonesia.

CONCLUSION

The Covid-19 pandemic has dire implications for almost all sectors and has become a fundamental problem for all countries worldwide, including Indonesia. The impact of the pandemic that has biased almost all sectors requires the Indonesian government to devise effective solutions to normalize the situation. The governance of the handling of the Covid-19 pandemic carried out by the government, in this case, is the primary key to reducing the various bad effects of the current outbreak. Based on a study conducted by researchers, several dominant concepts were found, categorized based on 4 clusters in the study of the governance of the handling of the Covid-19 Pandemic in Indonesia. The dominant concepts are local government, economy, impact, and spread. Some of these dominant concepts have correlations divided by clusters.

A study related to the theme of handling the Covid-19 pandemic in Indonesia using a systematic literature review method is something that has strong urgency. It can provide benefits or references for other researchers later to find out what dominant themes need to be developed in the future in the study of the governance of the handling of the Covid-19 Pandemic in Indonesia. This research is limited because the reference sources are only sourced from the Scopus database. Therefore, to produce more comparative findings and further comprehensive studies, it is necessary to include other databases of international reputation such as the Web of Science (WoS) and Indonesian national reputation such as SINTA.

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