



## TANTANGAN KOORDINASI TERKAIT MANAJEMEN PENANGANAN *CORONAVIRUS DISEASE 2019 (covid-19)* DI SURABAYA

### The Challenge of Coordination in Management of Coronavirus Disease 2019 (COVID-19) In Surabaya

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#### ABSTRACT

*Coordination is one of the important aspects in the management of Covid-19 handling in Surabaya. In its implementation, some problems arise such as the problem of ego-sectoral that becomes one of the obstacles in handling this coordination process. Problems related to coordination also appear in various mass media, this fact shows that the problem of coordination related to Covid-19 handling in Surabaya is a strategic and interesting issue to study. The writing method used in this paper is a literature review to find the formulation of appropriate and effective forms of coordination patterns. The writer also collected Primary data from online discussions to describe the pattern of coordination from the other Local Government Agencies as a form of best practice that might be adopted in Surabaya so that they could build better management of Covid-19 handling in Surabaya. The results showed that the pattern of coordination in the management of Covid-19 handling that is initiated by the Surabaya City Government needs some improvement. In vertical coordination, it is necessary to strengthen good coordination between the City Government of Surabaya and the Government of the Province of East Java. For Horizontal coordination, Surabaya Government needs to reinforce the coordination with the city or district government in the surrounding area. These things are necessary because Surabaya is an agglomeration area where there are still many people who do mobility in and out. The conclusion from this study is that there is a need to strengthen coordination patterns both vertically and horizontally with various stakeholders involved in the management of Covid-19 handling in Surabaya. At the end of this paper, the researcher also gave a recommendation and trying to show best practices in applying the coordination pattern that has been carried out by other regional governments as a form of illustration that might be able to be adopted to improve Covid-19 handling in Surabaya.*

**Keywords:** Coordination, Coronavirus Disease 2019 (Covid-19), Management

#### ABSTRAK

Koordinasi adalah salah satu aspek penting dalam manajemen penanganan Covid-19 di Surabaya. Dalam implementasinya, beberapa masalah muncul seperti masalah ego-sektoral yang menjadi salah satu kendala dalam menangani proses koordinasi ini. Masalah terkait koordinasi juga muncul di berbagai media massa, fakta ini menunjukkan bahwa masalah koordinasi terkait penanganan Covid-19 di Surabaya merupakan isu strategis dan menarik untuk dikaji. Metode penulisan yang digunakan dalam makalah ini adalah tinjauan pustaka untuk menemukan formulasi pola koordinasi yang tepat dan efektif. Penulis juga mengumpulkan data primer dari diskusi online untuk menggambarkan pola koordinasi dari Instansi Pemerintah Daerah lainnya sebagai bentuk praktik terbaik yang mungkin diadopsi di Surabaya sehingga mereka dapat membangun manajemen penanganan Covid-19 yang lebih baik di Surabaya. Hasil penelitian menunjukkan bahwa pola koordinasi dalam pengelolaan penanganan Covid-19 yang diprakarsai oleh Pemerintah Kota Surabaya perlu beberapa perbaikan. Dalam koordinasi vertikal, diperlukan penguatan koordinasi yang baik antara Pemerintah Kota Surabaya dan Pemerintah Provinsi Jawa Timur. Untuk koordinasi horizontal, Pemerintah Surabaya perlu memperkuat koordinasi dengan pemerintah kota atau kabupaten di sekitarnya. Hal-hal ini diperlukan karena Surabaya adalah daerah aglomerasi di mana masih banyak orang yang melakukan mobilitas keluar-masuk. Kesimpulan dari penelitian ini adalah bahwa ada kebutuhan untuk memperkuat pola koordinasi baik secara vertikal maupun horizontal dengan berbagai pemangku kepentingan yang terlibat dalam manajemen penanganan Covid-19 di Surabaya. Pada akhir makalah ini, penulis juga memberikan rekomendasi dan berusaha untuk menunjukkan praktik terbaik dalam menerapkan

pola koordinasi yang telah dilakukan oleh pemerintah daerah lain sebagai bentuk ilustrasi yang mungkin dapat diadopsi untuk meningkatkan Covid-19. penanganan di Surabaya.

**Kata kunci:** Coronavirus Disease 2019 (COVID-19), Koordinasi, Manajemen

## INTRODUCTION

The number of positive cases of Covid-19 in Indonesia (as of 3 August 2020) is still increasing. The curve for the number of people who have tested positive for COVID-19 still does not show a downward trend. This is evidenced by the following graph:

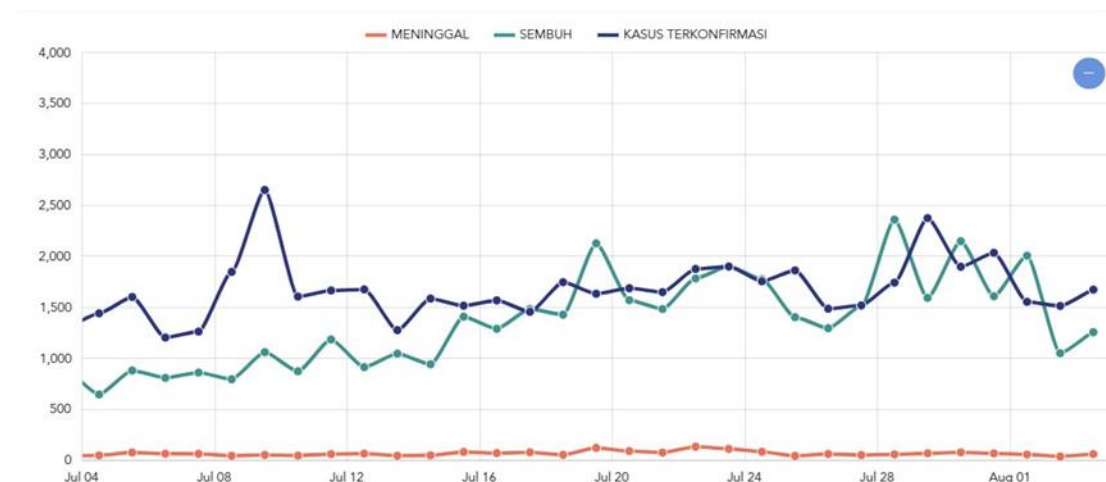
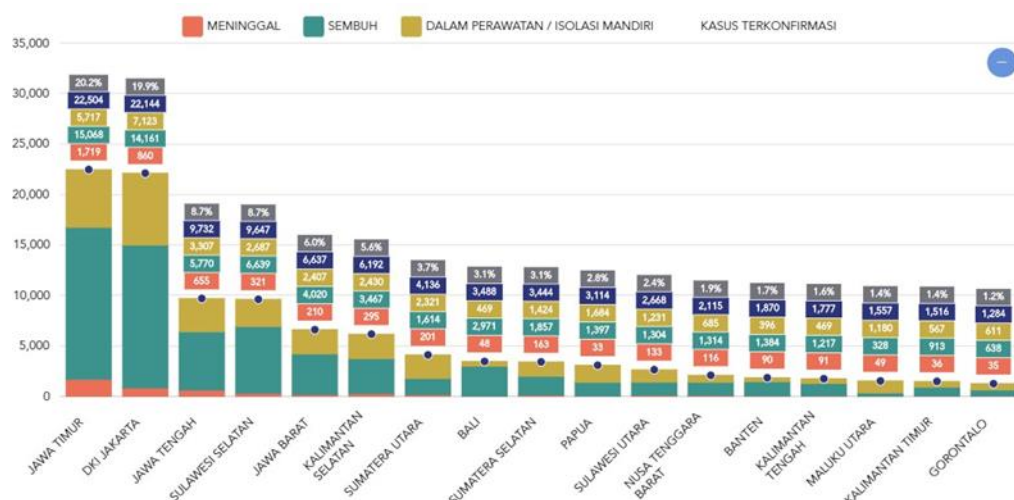


Figure 1. Graph of Case Per-Day Development  
Source: <https://covid19.go.id/> update 3 August 2020

The Coronavirus broke out in Indonesia for the first time since March 2, 2020, at that time the epicenter of the spread of Covid-19 was in the DKI Jakarta area. Whereas in East Java, the first positive case of Covid-19 was confirmed on March 17, 2020, with a total of six positive cases of Covid-19 as a result of specimen examination at the Airlangga University Hospital. However, in its development, the number of positive Covid-19 in East Java has increased.



This increase happened so fast that in a short time the total number of people who were confirmed positive for Covid-19 in East Java Province has now surpassed the DKI Jakarta area. This is evidenced by the graph of the number of Covid-19 cases per province, it needs to be highlighted that the highest number of people who were confirmed positive for Covid-19 (as of 3 August 2020) was the province of East Java. In the last few days, East Java Province has been in the top ranks of the most positive number of Covid-19 when compared to other regions. From various regions in East Java, the region that needs to be highlighted is the case that occurred in Surabaya.

Table 1. 5 Regions with the highest number of positive COVID- 19 Confirmations in East Java

No.	Regency / City	Confirmed Cases
1	KOTA SURABAYA	8871
2	KAB. SIDOARJO	3311
3	KAB. GRESIK	1840
4	KOTA MALANG	691
5	KAB. JOMBANG	522

Source: <http://infocovid19.jatimprov.go.id/> (Update data as of August 3, 2020)

Surabaya is now getting a lot of attention. As of (3 August 2020), Surabaya has 8982 positive cases of the coronavirus. The number of cases in Surabaya is the highest number of cases when compared to other areas in East Java. This number also shows that currently, Surabaya accounts for more than one-third of the positive cases of the total number of cases in East Java Province. Based on the description of the various problems above, it can be said that there are problems related to a large number of positive cases of Covid-19 in Surabaya. Therefore, management related to the Covid-19 handling in Surabaya is interesting to discuss. In its implementation of Covid-19 handling often appears several obstacles. This is following with what was stated by the Minister of Internal Affairs, Mr. Tito Karnavian when speaking at the 2020 Regional Election Coordination Meeting for the Concurrent Regional Elections in East Java Province on (27/6/2020) "There are indeed several obstacles. authority and regional fiscal. The second is the problem of coordination, the third is the issue of execution that has not been maximal at the lower level, especially perhaps related to cultural factors and also the social situation of the community, especially in Surabaya Raya since the outbreak of the pandemic"<sup>1</sup>

The statement mentioned by the Minister of Home Affairs stated that there were several obstacles in Covid-19 handling in Surabaya. These obstacles include fiscal, coordination problems, and implementation problems especially at the lower level. When viewed from the fiscal side, the Surabaya city government has sought a budget for Covid-19 handling from various sources, ranging from the State Budget, Provincial regional revenue and expenditure budget, Surabaya regional revenue and expenditure budget, also assistance from the private sector or CSR. Furthermore, in terms of implementation, the Surabaya City government has made various innovations in the context of Covid-19 handling, starting from making tools to innovations in the service side to the community. All of the various obstacles in Covid-19 handling as mentioned previously by the Minister of Home Affairs, the obstacles that become

a particular concern to this day are obstacles related to coordination problems. Strong inter-regional coordination in the response and prevention of Covid-19 is very important. Coordination is one of the keys to suppress and control the spread of the virus. The author has tried to find problems of coordination issues related to Covid-19 handling in Surabaya. Some of the problems that arise include the problem of disharmony in the relationship between the Surabaya City Government and the East Java Provincial Government in dealing with Covid-19. The coordination between the city government of Surabaya and the provincial government of East Java is still not sufficient. Therefore, the conflict between these two leaders is inevitable. Discussions related to this issue are a profoundly discussed issue among the public, this is evidenced by the findings of data taken using Google Trends which showed a significant increase on May 31, 2020. This is a graph of Web search statistics showing the popularity of the topic. searches at a certain time.

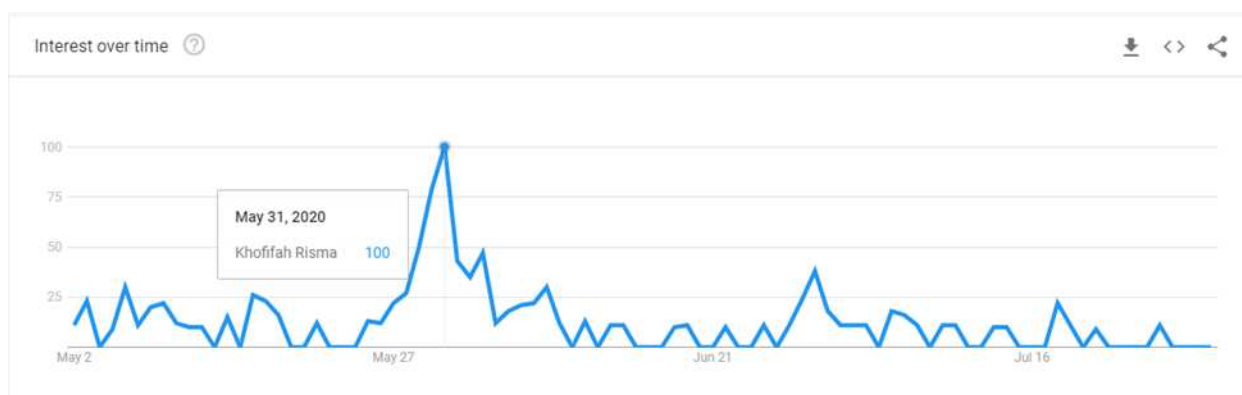


Figure 3. Graph of Google Trends Search with Keyword "Khofifah Risma"

Besides, problems related to coordination can also be seen in the horizontal relationship between Surabaya and other regional governments around it. So far, the coordination in Surabaya and its surrounding areas has not been running effectively. Surabaya Raya is an agglomeration area that must be guarded and controlled first and cannot run independently. Surabaya is a megapolitan city in which many residents come and go with high mobility every day. Therefore it is necessary to have good coordination between one region and another. There needs to be an integrated arrangement because in this case, the Surabaya City Government cannot handle it alone, but it also needs to involve the regional government around Surabaya to coordinate to handle this problem. based on the description of the background, the problem formulation that can be drawn is: How is the coordination pattern that must be formed in the context of Covid-19 handling in Surabaya? The academic benefit of this paper is expected to make a scientific contribution to the study of coordination theories, especially in government management in the context of Covid-19 handling. While practical benefits, this research is expected to provide benefits through an analysis that is presented for stakeholders related to the management of COVID- 19 handling, especially for policy makers, so that they can provide recommendations for decision-makers to be able to determine the right policies

### **Coordination: an important aspect in the management of Covid-19 handling in Surabaya**

Typical dictionary explanations for coordination are the act of coordinating, making different people or things work together for a goal or effect or the regulation of diverse elements into an integrated and harmonious operation. Coordination also means integrating or linking together different parts of an organization to accomplish a collective set of tasks or integrating or linking

together different resources to accomplish a collective set of tasks.<sup>2</sup> Coordination in government is defined more deeply, namely as a process of collective agreements which binds various activities or elements involved in the government process (red plate, yellow plate and black plate) which differ in time, place, component, dimension, functions and interests between the government and those being governed<sup>3</sup>. Coordination aims to prevent chaos, conflict; alignment and direction for the achievement of goals; and everything is integrated right on target.<sup>4</sup> Some experts argue that coordination has various forms, namely vertical and horizontal coordination.<sup>5</sup>

In the coordination process, we often encounter obstacles that have a very large effect. These obstacles include, in the vertical (structural) coordination process, unclear formulation of tasks, authorities and responsibilities, and the emergence of doubts between stakeholders. Another obstacle is that between those who coordinate and are coordinated there is no line of command relationship.<sup>6</sup> This often appears and becomes the main problem, so there is no harmonization in handling coordination problems. Surabaya is an area that often appears in media timelines due to the issue of disharmony with the East Java Provincial Government, this case is an example of imperfect coordination processes.

## **METHOD**

The method that the author uses in this study is a literature review method to find the formulation of appropriate and effective forms of coordination patterns. A literature review can be an informative, critical, and useful synthesis of a particular topic. It can identify what is known (and unknown) in the subject area, identify areas of controversy or debate, and help formulate questions that need further research (Bolderston, 2008). We used this method because literature reviews are essential for (a) identifying what has been written on a subject or topic; (b) determines the extent to which a specific research area reveals any interpretable trends or patterns; (c) aggregating empirical findings related to a narrow research question to support evidence-based practice; (d) generating new frameworks and theories; and (e) identifying topics or questions requiring more investigation (Paré, Trudel, Jaana, & Kitsiou, 2015).

Besides, authors also used the focus group discussion (FGD) method to find the right understanding related to best practices in implementing coordination in the context of managing the Covid-19 handling. Focus Group Discussion (FGD) is a qualitative research method and data collection technique in which a selected group of people discusses a given topic or issue in-depth, facilitated by a professional, external moderator. (Eeuwijk, & Angehrn, 2017). To do this method, the authors do it online by conducting discussions through zoom meetings due to this current condition of Covid-19.

## **RESULTS AND DISCUSSION**

The concept of coordination was initially discussed specifically in 1988 by Anatol W. Holt. Although he does not explain directly related to coordination theory, Holt has discussed the concept of coordination in the field of computer-supported cooperative work. Furthermore, the theory of coordination continued to develop until 1994 the concept of coordination became increasingly popular among scientists and was popularized by Malone and Crowston, who has referenced more than 4500 journal articles, book chapters, conference papers, and theses. Malone and Crowston define coordination in simple terms, specifically "Coordination is managing dependencies between activities". Although it is quite popular among scientists who are interested in discussing coordination, in its development, the Coordination Theory

discussed by Malone and Crowston also has several weaknesses and has drawn criticism from other scientists. Related to how the theory has been applied and factors that led to the success of the theory have been reviewed in a paper by Crowston (2014) entitled Coordination theory: A ten-year retrospective.<sup>7</sup> Furthermore, the development of coordination theory is frequently being discussed by scientists. In 2006, Jody Hoffer Gittell Professor at Brandeis University tried to explain the theory of coordination and called it the Relational Coordination Theory (RCT). Relational coordination theory makes visible the social processes, the human interactions, that underlie the technical process of coordinating complex work. It describes the management of interdependence not only between tasks but also between the people who perform those tasks.<sup>8</sup> Gittell (2006) explains Relational coordination theory starts by conceptualizing the coordination of work as taking place through a network of relationships among participants in a work process



Figure 3. Relational Coordination Theory (RCT), Gittell (2006)

The theory specifies three attributes of relationships that support the highest levels of coordination and performance:

1. shared goals that transcend participants specific functional goals
2. shared knowledge that enables participants to see how their specific tasks interrelate with the whole process, and
3. mutual respect that enables participants to overcome the status barriers that might otherwise prevent them from seeing and taking account of the work of others.

These three relational dimensions reinforce by specific dimensions of communication that support coordination and high performance, namely frequency, timeliness, accuracy, and when problems arise, a focus on problem-solving rather than blaming.<sup>9</sup> In this paper, the author tries to link the elements in the RCT with the coordination carried out by the Surabaya City Government in Covid-19 handling. By using the RCT theory, it is hoped that readers will get a clear picture of the coordination process and find aspects that need to be done to improve the management of COVID- 19 handling in Surabaya.

### **Coordination of the Surabaya City Government in Covid-19 handling in Surabaya.**

Shared Goals that transcend participants' specific functional goals.

Achieving the common goal of overcoming the COVID- 19 problem in Surabaya, coordination efforts have been made by the Surabaya City Government, both vertically and horizontally. This coordination is carried out by formulating policies that adjust to existing government regulations at the above level that is the East Java Provincial Government. Surabaya City is



one of the cities that included in the Large-Scale Social Restrictions policy or Pembatasan Sosial Berskala Besar (PSBB) implemented by the East Java Provincial Government which is stated in the Governor of East Java Regulation Number 18/2020. That policy is followed by the next derivative regulations, that is the Governor of East Java Decree Number 188/202/013/2020 concerning Enforcement of Large-Scale Social Restrictions in the handling of CoronaVirus Disease 2019 (Covid-19) in Surabaya, Gresik, and Sidoarjo. This policy regulates the flow and mobility of the movement of people and goods and other elements that cause interactions in these 3 areas. Therefore, the Surabaya City Government coordinates both vertically with the East Java Provincial Government as well as horizontally with the Gresik Government and the Sidoarjo Government.

Surabaya Raya (Surabaya, Sidoarjo, and Gresik) is the first area carried out by the East Java Provincial Government because the area has a high number of people confirmed positive for Covid-19 and the location of the interdependent areas. The problem between the 3 regions lies in the high mobility of the community, for instance, an individual who resides in Sidoarjo some of them have a job in Surabaya or vice versa, that's why the mobilization is inevitable. The Surabaya Raya area implements a limitation and carries out strict guarding in the border area. Surabaya has 17 border points as an effort to reduce the spread of Covid-19.<sup>10</sup> The challenges arise especially during the Eid celebration, this is because the mobility of the homecoming that is brought out by the community is increasing. Therefore, the Surabaya City Government and related authorities bring out joint coordination in the border area. Comparatively stated in the regulation of Surabaya Raya, people who are allowed to do mobility is that who have "L" and "W" number plates, while number plates from outside the city must show a work license or certificate that they have an urgency to go to Surabaya area, but in its implementation, it is still deemed ineffective because there are shortcut roads in Surabaya City, Sidoarjo Regency, and Gresik Regency. This is supported by the results of five days of observations by reporters of the Jawa Pos newspaper stating that the restrictions imposed in Surabaya are still ineffective. There is still a path that becomes a "shortcut" for motorists who want to enter Surabaya without being checked. This is something that cannot be avoided so that restrictions on mobility in and out of Surabaya are not effective.

Following up on the rules related to PSBB that have been issued by the East Java Provincial Government, the Surabaya City Government made a policy, issued by the Mayor of Surabaya Regulation Number 16 of 2020 concerning Guidelines for Large-Scale Social Restrictions in Handling CoronaVirus Disease 2019 (Covid-19) in Surabaya City. In this policy, the Surabaya City Government describes various health protocols that will be applied to the environment and/or other educational institutions, work activities in the workplace, public facilities, modes of transportation, health, and others. The Mayor of Surabaya coordinates sustainably and is contained in a circular letter to the manager of the shopping center; supermarket manager; traditional market; folk market traders; culinary tourism center traders; management of cooperatives grocery stores; public service providers; managers of malls, offices, hotels, apartments and housing; residents of rented simple flats; warehouse owner/manager; industrial business actors; Head of Representative of Bank Indonesia; Head of the Regional Banking Office in Surabaya; Regional Banking Consultative Body (BMPD) of East Java Province; Public Transportation and Goods Transportation Organization; Public Transportation and Goods Transportation Entrepreneurs; Application-Based Transportation Entrepreneurs; Motor vehicle owners and others. With the existence of this circular, the Surabaya City Government coordinates well from tall structures to small actors.

The coordination effort was not only finished there, after the policy of implementing large-scale social restrictions was dismissed by the Governor of East Java, Khofifah Indar Parawansa and approved by 3 Regional Heads of Surabaya City, Gresik Regency, and Sidoarjo Regency, each region is responsible for the handling of its respective regions. Based on this, the Surabaya City Government issued a Surabaya Mayor Regulation Number 28 of 2020 concerning Guidelines for the New Normal Order in the Coronavirus Disease 2019 (Covid-19) Pandemic Condition in Surabaya as amended in the Regulation of the Mayor of Surabaya Number 33 of 2020. That policy regulates the coordination of The Surabaya City Government with stakeholders in health and transportation affairs. The Surabaya City Government cooperates in handling with hospitals both on a provincial scale and those managed by Surabaya. Meanwhile, concerning transportation, the Mayor of Surabaya holds regular online meetings with the custodian of autobus companies, owners/administrators of urban transport, and application-based transportation. The discussion in the coordination meeting contained provisions on the health protocol where there were restrictions on the use of bus or city transportation fleets, the number of passengers who rode them, and things that had to be done by the administrator/manager. With the formulation of policies related to Covid-19 handling, it is hoped that each actor at both the vertical and horizontal levels will not work independently but together to achieve shared goals. Shared knowledge that enables participants to see how their specific tasks interrelate with the whole process.

In the coordination process related to Covid-19 handling in Surabaya, shared knowledge is very important. Collective knowledge is needed for coordinated collective action, so that actors involved in Covid-19 handling in Surabaya can understand how their duties are in carrying out their roles. Therefore, in this case, the knowledge sharing process is very important. Back again in March 2020, the Mayor of Surabaya, Tri Rismaharini, held a joint coordination meeting related to the design of health protocols that were attended by businessmen, religious leaders, community leaders, community organizations, and the media. Based on the coordination meeting, a sustainable health protocol policy was produced and could be applied to various elements of society. Various roles from various backgrounds make Covid-19 handling can be managed properly. For example, by inviting religious and community leaders in Surabaya, the Surabaya City Government can be helped by minimizing routine religious activities.

In April 2020, the Surabaya City Government established a task force as amended and stipulated in the Decree of the Mayor of Surabaya Number 188.45/111/436.1.2/ 2020 concerning Amendments to the Decree of the Mayor of Surabaya Number 188.45/94/ 436.1.2 /2020 concerning the Cluster The task of accelerating the handling of the Coronavirus Disease 2019 (Covid-19) in Surabaya. This Task Force serves as an integrated form of coordination between the Surabaya City Government and various stakeholders. In this decree, there are specific tasks from these various stakeholders who have the capability and credibility that are qualified and reliable in handling this Covid-19. The Task Force is led by the Mayor of Surabaya, Tri Rismaharini. Related stakeholders are divided into various fields ranging from public relations; data planning, expert and analysis; operations consisting of prevention, handling, recovery and basic services, security and law enforcement; logistics consisting of preparing the potential for regional resources, preparing and using medical devices; administration and finance; accountability and supervision.

Mutual respect that enables participants to overcome the status barriers that might otherwise prevent them from seeing and taking account of the work of others.

Even though the Surabaya City Government coordinates continuously both vertically and horizontally, it does not rule out the possibility of problems arising during this process. In



general, constraints in the coordination process are indicated by the stagnation of organizational culture, limited capabilities and poorly systemized management. The coordination management implemented in Covid-19 handling in the Surabaya is considered incomplete. This can be seen through the various problems that have emerged in the media timeline which show the existence of sectoral egos between the East Java Provincial Government and the Surabaya City Government. The problem occurs with the miscommunication of the use of PCR cars in Surabaya, where the Mayor of Surabaya protested to the Central Government Task Force regarding the transfer of the allocation of PCR cars which was carried out unilaterally by the East Java Province Task Force team. This problem is assessed because of the lack of coordination communication in Covid-19 handling. In this case, Surabaya City Government scheduled several locations for the PCR test services but later it can not be implemented because of the absence of PCR cars. The lack of mutual respect in the coordination process between the heads of government causes disharmony in the coordination process. This is also proven from earlier research conducted by researchers at the UGM Research Center for Politics and Government (PolGov). The report states that the weak coordination that occurs indirectly indicates the existence of rivalry between local political actors. The results of this study indicate that actor conflict in the regions is stronger. The concept of the words "angry" and "fast" appeared in the recording of online media conversations. This is a proxy for Mayor Tri Rismaharini's emotional expression and frustration with the transfer of PCR cars to the East Java Provincial Government, while at the same time emphasizing the unsynchronized coordination between the provincial and city governments. This further reinforces that the existing coordination constraints are caused by a lack of mutual respect between the two actors who are the Mayor of Surabaya and the Governor of East Java Province.

Based on the elaboration of the relationship dimensions that exist in the RCT Theory as previously interpreted, it can be explained that various problems related to coordination in the Surabaya City Government can be minimized if there is a good coordination relationship pattern. According to RCT theory, the coordination relationship can be strengthened by the specific dimensions of communication that support coordination that is frequency, timeliness, accuracy, and problem-solving. On the frequency dimension, efforts have been made through conducting online meetings that are routinely conducted. In terms of the timeline, the city government of Surabaya needs to conduct a study for the preparation of a suitable roadmap related to Covid-19 handling in Surabaya. This roadmap needs to be prepared by involving experts such as statisticians, related stakeholders and is made by considering the costs and benefits and risks that may occur. From the perspective of accuracy, the whole coordination process must be clear and precise. The Surabaya City Government has established a task force stipulated in the Mayor of Surabaya Decree, each party involved must understand their respective roles and functions so that they can carry out their duties and functions appropriately and effectively. In addition, the accuracy regarding the division of authority must also be clear, especially between the Surabaya City Government and the East Java Provincial Government so that there is no overlap in the distribution of respective authorities. Finally, in the problem-solving dimension, this is one of the dimensions that need to be strengthened in the issue of coordination in Surabaya, issues related to sectoral egos that arise need to be resolved properly. Every problem that arises should not be exaggerated but there needs to be a concerted effort to think about solving the problem. Stress on mutual respect needs to be a shared concern because this problem is not a problem that can be resolved by one government in one region, but there needs to be coordination that is carried out together to be able to solve this complex problem.

Based on the description of the coordination process carried out by the Surabaya City Government which the author has previously described, it is necessary to have an effort as a form of breakthrough to improve the existing coordination patterns in the Surabaya City Government. As an illustration, the authors try to describe some best practice concepts related to coordination in Covid-19 handling that have been implemented by the other local governments. It is hoped that these good practices may be adopted to improve the management of Covid-19 handling in Surabaya.

### **Best Practice for Covid-19 Handling Coordination Management in Local Governments**

#### **1. Policy involves the area of the Traditional Village of Bali Province**

Bali is one of the provinces that do not implement the PSBB, the efforts made by the Province of Bali in dealing with the Covid-19 pandemic are by issuing policies including circular letters, appeals, and instructions assigning the President's direction. One of the policies that become a highlight is the policy that emphasizes local wisdom with the policy of customary village territories through the form of a cooperation task force that involves elements of the village, department, sub-district, and village officer namely babinsa and babinkamtibmas. This policy is stated in the Joint Decree of the Governor of Bali and the Traditional Village Council of Bali Province Number 472/1571 / PPDA / DPMA, 05 / SK / MDA-Prov Bali / III / 2020. This is following the direction of the Minister of Home Affairs who directed that Surabaya and other areas can also take advantage of this local wisdom to control the spread of Covid-19. As reported in [national.tempo.co](http://national.tempo.co), the Minister of Home Affairs stated that it is necessary to involve elements in society. "In East Java, for example, how is the obedience of the community to ustadz, kyai, so this traditional leader needs to go follow that". The operationalization that can be carried out if Surabaya wishes to adopt this policy is by implementing a multilevel coordination pattern up to the RT / RW villages. Legal sanctions or social sanctions that can be imposed on offenders also need to be tightened, especially in the application of health protocols during new normal.

#### **2. Gandeng Gendong Program of Yogyakarta City Government.**

This program has been launched since 2018. The earlier version of this program aims to accelerate poverty alleviation efforts carried out by involving the 5 elements that are the Village, Campus, City Government, Corporate, and Community. Kampung as a basis for program implementation and development, with the support of strengthening the human resources actors. Campus, through its academic forum. The city government, as the policymaker, controls the process of monitoring, planning, and program implementation. Corporations, in the use and development of local products, promotion, and facilitation (CSR Forum). Community, a form of consolidation between the community and the community for the implementation of the socialization program.

In its development, in the Covid-19 pandemic, this program adapted to the current situation. The things that have been done by the Yogyakarta City Government, such as in the Industry and Trade Sector, are spraying disinfectants for public facilities, providing sinks for the market for visitor protocol traders in traditional markets. Assistance to market communities, in the form of necessities, hand sanitizers, masks and vitamins, Online Shopping, Reduction Market Retribution and Market Operation, kiosk rental rates in collaboration with BULOG. In the Economic and Empowerment Sector, a creative house for the creative industry was formed

in the city of Yogyakarta, optimizing "Our Food House" in collaboration with BULOG for Community Empowerment to make PPE.

The Yogyakarta City Government also collaborated with the University by providing internet data packages for students and providing a living allowance for students studying in the city of Yogyakarta. The feedback received from the University plays an active role in helping to create online marketing media, to create audio-visuals on activities to mitigate the impact of Covid-19. In addition, it also involves the CSR Forum, with the assistance of making sinks, distributing necessities to marginalized communities, and distributing stationery to school children.

### 3. Management of the Covid-19 Management of the West Java Provincial Government.

The West Java Provincial Government has received a lot of appreciation for the efforts they have made in the context of managing the management of Covid-19 in its region. This appreciation was obtained from various parties including the United Nation Development Program (UNDP), the Indonesian Repro research institute, the Coordinating Minister for Human Development and Culture Muhadjir Effendy, and the Minister of Health Terawan Agus Putranto. The success of the West Java Provincial Government is also evidenced by the relatively controllable number of positive cases. With a large population, West Java, as can be seen in Figure 1, remains the 5th position. This is in line with the leading figure of Ridwan Kamil as the Governor of West Java who has always devoted his seriousness in dealing with this pandemic problem. In Covid-19 handling, Ridwan Kamil in every interview always emphasizes maximum coordination with local governments in all districts/cities as the main key in handling this problem. One form of the West Java Provincial Government's efforts through good coordination was seen in the early issuance of the PSBB policy from the central government. Ridwan Kamil, as chairman of the West Java Covid-19 Response Task Force, is trying to sustain a rhythm of coordination with 27 regions so that the program initiated runs in sync. Reporting from *kompas.com* Ridwan Kamil stated "We as coordinators in West Java have carried out extraordinary protocols, for instance, is PSBB which is carried out evenly in 27 provinces. This is an example that we agree, we agree on the same rhythm, so we have succeeded in making synchronous policies. I see there is relatively no conflict of interest. from city districts to provinces. Because there is a communication in every day". This shows that there is a joint commitment and strong coordination between the governments in West Java Province.

Maximum coordination efforts were also seen when the West Java Provincial Government launched the "Pikobar" application which is for the West Java Covid-19 Coordination and Information Center. This application coordinates the various elements that are directly involved in Covid-19 handling from the government, medical or hospital personnel, and the community.

In implementing Covid-19 response management in West Java Province, several principles serve as guidelines. The first is responsive and moves fast, no need to wait. Second, transparency through the media website "Pikobar". Third is scientific, every day there are discussions with experts such as statisticians and doctors. "The provincial PSBB is suggested by the experts," said Emil. Then the fourth principle is collaborative. It invites youth organizations and women for family welfare empowerment to build public kitchens and others. Then the fifth principle is innovative. The industry is involved in handling corona. For example, Biofarma makes its own PCR and ventilator.

## CONCLUSION

Coordination of Covid-19 handling in the Surabaya City Government still needs an improvement. The results of analysis conducted with the Relational Coordination Theory (RCT) show that there are problems in the vertical coordination pattern between the East Java Provincial Government and the Surabaya City Government. This is due to the lack of mutual respect between each leader, causing sectoral ego conflicts between regions. The problem also occurs in horizontal coordination where the shared goals have not been achieved due to the lack of communication and integration carried out by the government in the Surabaya Raya area.

This paper also mentions some examples of best practices that are expected to provide new insight into the application of the right coordination pattern in the Surabaya. It is beyond the scope of this study to describe which best practices are more appropriate to use so this can be a piece of information also a challenge for further research to be able to study and formulate an appropriate innovation in the management of coordination in Covid-19 handling in Surabaya.

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