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Exploring the role of agile governance in responding to the COVID-19 pandemic in Indonesia: a literature review

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Abstract

The COVID-19 pandemic has brought many alterations to the government's policy structures due to its multidimensional impact. To minimize the impact, governments need to adopt the agile governance method as a principle enabling organizations to respond and adapt quickly toward unexpected changes under uncertain conditions. This study goals to report of systematic review about government policies in managing the COVID-19 pandemic in Indonesia through an agile governance perspective. The research method applied in this study is a systematic literature review of a set of current literature articles emanating from the idea of agile governance for managing the pandemic. The results of this study were formulated through a peer review of the article synthesis according to the six principles of agile governance to determine the resulting distribution. The research results show that the application of agile governance in Indonesia can reduce the negative impact of the COVID-19 pandemic through various policies set by the government, although several principles and policies are not implemented efficiently. However, the agile and adaptive principles promoted by the principles of agile governance enable the government to make adaptive decisions and policies in uncertain situations.

Keywords: Agile governance; Covid-19; government policy.

1. Introduction

The coronavirus pandemic 2019, here in after referred to as the COVID-19 pandemic, has become global attention of the world community in less than a year. It has generated unprec-edented disruption and forced the whole global community to face a disaster previously unexpected (Hizbaron et al., 2021). The massive impacts of a disaster have affected almost all elements of society including fields of work, health, economy, finance, etc. Accordingly, the World

Health Organization (2022), officially declared Covid-19 as a global pandemic on March 11, 2020. Some countries with high populations are the most concerned about the WHO's declaration.

Indonesia, one of the highly-populated countries in Asia, became among the countries committed to managing the COVID-19 pandemic seriously. In the early phase of the pandemic, the government of Indonesia seemed to hesitate to adapt to the current situation related to the impacts of the pandemic (Fitriani et al., 2021). In some regions, the asymmetric policy occurred due to different decisions made by various public institutions (Purwanto et al., 2020). This phenomenon resulted in a high rate of virus transmission in the early phase, as seen in the following figure 1.

In Figure 1, it can be seen that Indonesia has higher active cases compared to the rest of the countries during the first year of the COVID-19 pandemic. However, in August 2021, the active cases in Indonesia continuously slowed down since the government and the local society in Indonesia adapted to the current pandemic situation. Theoretically, this adaptation process requires an agile performance to successfully manage the Covid-19 pandemic during a crisis (Janssen & van der Voort, 2020).

Agile governance is rooted in the study of software development and then penetrates the study of business activities or public organizations. Furthermore, agile governance extends to the concept of service by public organizations/fast government based on information technology (Holbeche, 2019). Huang et al. (2014), define agile governance as the ability of organizations in terms of budget efficiency and to read opportunities quickly and accurately so that competitive and innovative actions emerge. Luna et al. 2015) in his work confirm that the agile principle has the potential to help an organization perform more efficiently way compared to conventional principles. In addition, this agile principle has been conceptualized through a specific format called agile governance. So it can be concluded that agile governance is a concept that requires organizations to be agile in dealing with existing and unexpected developments.

It has become the logic that agile governance is frequently implemented aligning the implementation of disaster management (Pratama et al., 2020; Saad et al., 2021). This is because disaster management is closely linked to an uncertain situation. Moreover, it often happens beyond the government's plan or its disaster management scheme. The COVID-19 pandemic is considered an unexpected disaster because it occurred suddenly and unexpectedly (Anas, 2021). The goal is to minimize the risk posed by a disaster that oc-
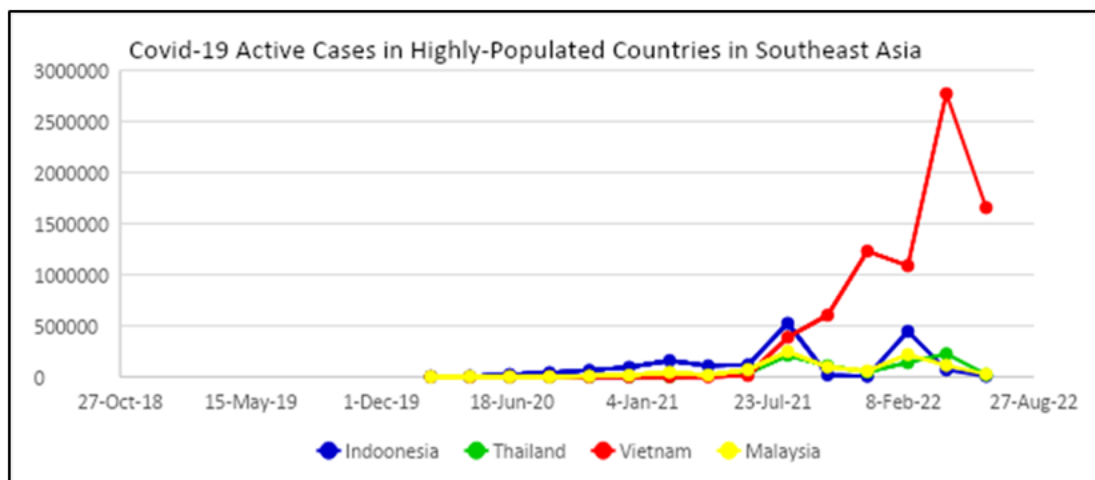

Figure 1. COVID-19 Active Cases in Highly-Populated Countries in Southeast Asia
Source: Worldometers, 2022

curs (Othman et al., 2014). For this reason, the government, as a vital part of a country, is required to be able to deal with crises that occur through various ways to suppress their impacts. However, sometimes, it also might happen beyond those considerations.

Given these conditions' importance, the government must have "agile" steps in dealing with sudden alterations. Luna et al. (2020), defined agile governance as the application of an agile and responsive management system into organizational management through the creation of an adaptive organizational structure, the use of information technology, and anticipation of the environment in various sectors. This concept is usually implemented by private companies (Kumorotomo, 2020). However, recently, the government also needs to adopt this concept to keep up with changes that may take place in the future. Agile government is a necessity that cannot be avoided because through the concept of "agile", the government can respond to the needs of society, which are increasingly disruptive all the time. Agile governance has been recognized as one of the viable solutions for any public or private organization to perform sustainably under critical situations, especially when the situation in question is beyond normal circumstances (OECD, 2020).

In response to the COVID-19 pandemic, the government might implement agile governance as a method for making decisions and changes in a short time (Janssen & van der Voort, 2020). In some cases, the implementation of agile governance resulted in a positive contribution. Flaxman et al. (2020), pointed out that the implementation of agile governance is possibly providing effective steps for the government in making decisions during times of crisis. Furthermore, Wang et al. (2012), also argued that, if this method is carried out properly, it can create an "agile" government that can provide better results than before. Similarly, findings by Putnik & Putnik (2012), confirm that agile governance can be used as an evaluation stage to increase the effectiveness of an organization.

Through the agile concept, the government is enabled to identify problems, starting from the causal factors, forms, characteristics, and effects, to the primary factor of governance problems in the case of the COVID-19 pandemic. Thus, the government will be able to identify what opportunities can be taken as well as tactical and strategic methods to be applied as a follow-up to overcoming these problems. Uniquely, the agile method does not only make relatively short changes but can also use all aspects for an effective change. Therefore, the impact of its implementation can be felt significantly (Soundararajan et al., 2021). In essence, the concept of agile governance is not only about building leaders but also about creating a bureaucratic culture that is agile and intelligent with competent human resources. As a result, if it is linked to the preparation of government work programs, it can be realized effectively and achieve maximum results.

This paper tries to explore the government's policies related to COVID-19 management and analyze it with the technique of Systematic Literature Review (SLR) in the perspective of agile governance. The Systematic Literature Review (SLR) through to synthesize as much data about government policy in dealing with the COVID-19 pandemic as had been done by previous researchers. In general, the study aims to analyze how the government drives the action and strategy using to adapt to the current turbulence caused by the COVID-19 pandemic. This study is expected to illustrate comprehensively the genuine application of agile principles for direct action within the government's policy during the pandemic situation.

2. Literature Review

The theoretical foundation in this paper starts from the theory of bureaucratic reform, in which public service institutions are required to always provide effective and non-redundant services to the community. Bureaucratic reform is a fundamental structuring effort that is expected to have an impact on system and structural

changes (Mustafa, 2013). The system is related to the relationship between elements and elements that influence each other and are related to form a totality so that the system of government administration becomes better. Sedarmayanti & Nurliawati (2012), revealed that reform is a process of systematic, integrated, and comprehensive efforts aimed at realizing good governance. In addition, the momentum of the Covid-19 pandemic has also accelerated improvements in the government's response to public services. Especially through the development of a conducive ecosystem that can answer various existing challenges. So that later bureaucratic organizations can be more adaptive, agile, and fluid in providing excellent service.

In his research, Soundararajan et al. (2021), revealed that during a pandemic, the concept of agile governance can have a positive impact on public services, especially in the context of handling a pandemic. Likewise, (Flaxman et al., 2020; Putnik & Putnik, 2012; Wang et al., 2012), confirm that through an agile concept, the government can take "agile" preventive and curative actions in dealing with critical situations such as the Covid-19 pandemic. This is different from the concept of conventional governance, which prioritizes systematic procedures and plans (Luna et al., 2015). Meanwhile, the concept of agile governance prioritizes adaptation, speed, effectiveness, and sustainability.

Table 1. Differences between Agile Governance and Conventional Governance

Agile Governance	Conventional Governance
It is more about **behavior** and **practice** than	**process** and **procedures.**
It is more about achieving **sustainability** and **competitiveness** than	be **audited** and **compliant.**
It is more about **transparency** and **people's engagement** with the business than	**monitoring** and **controlling**.
It is much more about **sense, adaptation,** and **response** than	following a **plan.**

Source: Luna et al, 2015

Luna et al. (2020), add, that agile governance focuses on the changes in the organizational environment. Thus, it may generate quicker actions in a coordinated manner. This can also provide an opportunity to learn the agility and adaptability of an organization. In a more detailed look, the following table will present the comparative attributes between agile governance and the conventional model of governance.

In addition to these comparative items, Luna et al. (2015), also included six principles that can be used as a proper to encourage agile governance in the implementation phase, which comprises;

1) **Good enough governance**, in the form of governance, must be appropriate based on the organizational context. In this case it means that the background of the organization must always be observed and be the benchmark in a level of governance. The aim is to ensure that the main vision of the organization remains realized and that programmes are implemented in accordance with the organization's objectives.

2) **Business-driven,** which is the main reason for every decision-making and action. This can be achieved through cooperation between public and private organizations to accelerate the implementation of cooperative government programs.

3) **Human-focused,** which is appreciation and space for the community to participate in governance. Every governmental organization needs to have a space in the governmental system for the public to participate and of course it needs to be appreciated every input available. Public participation is also very important, especially in terms of public service.

4) **Based on quick wins,** that is successes that are achieved quickly and used as a motivation to stimulate success. Every success achieved quickly must be celebrated and become motivation to get even better results. So, the success that has been achieved needs to be celebrated and used as motivation to produce other, more interesting innovations in the future.

5) **Systematic and adaptive approach,** that is the team must be able to develop intrinsic abilities to be able to respond to changes quickly and systematically. According to this principle, an organization must be able to adjust to its direction or purpose to the situation or conditions it is experiencing.

6) **Simple design and continuous refinement,** namely the ability to provide fast results and to always improve. This principle focuses more on the team's ability to create simple designs and requires fast access and must continue to improve.

3. Research Method

This paper has been constructed by the systematic literature review (SLR) on the government response to the COVID-19 pandemic. Calderón & Ruiz (2015), define a systematic literature review (SLR) as a process of identifying, evaluating, and interpreting all available research evidence to provide answers to specific research questions. We used several steps in searching for data source literature to obtain relevant papers to be included in this research.

The first step we use is (1) a strategy of searching, We begin this research by searching through the Sinta and Garuda databases, which are national journal reference sources that are reputable in publishing publications in Indonesia that are relevant to the research topic. The reason we chose this publication is that the subject and object of discussion in this research are focused on Indonesia. Previously, the research strategy was designed to gather the maximum number of articles that matched the scope of the discussion. The article search begins with entering keywords "agile governance" and " agile", each of which we associate using boolean "OR", as the two keywords will usually deal with the same concept. The results gathered 42 articles in Indonesian and English from the total publications obtained. Investigations to reach this point are still in an early stage. The next thing to do is find publications that are relevant to the research objectives and thoroughly explore agile governance in the policy-making process. To complete the filtering process, specific criteria must be established first.
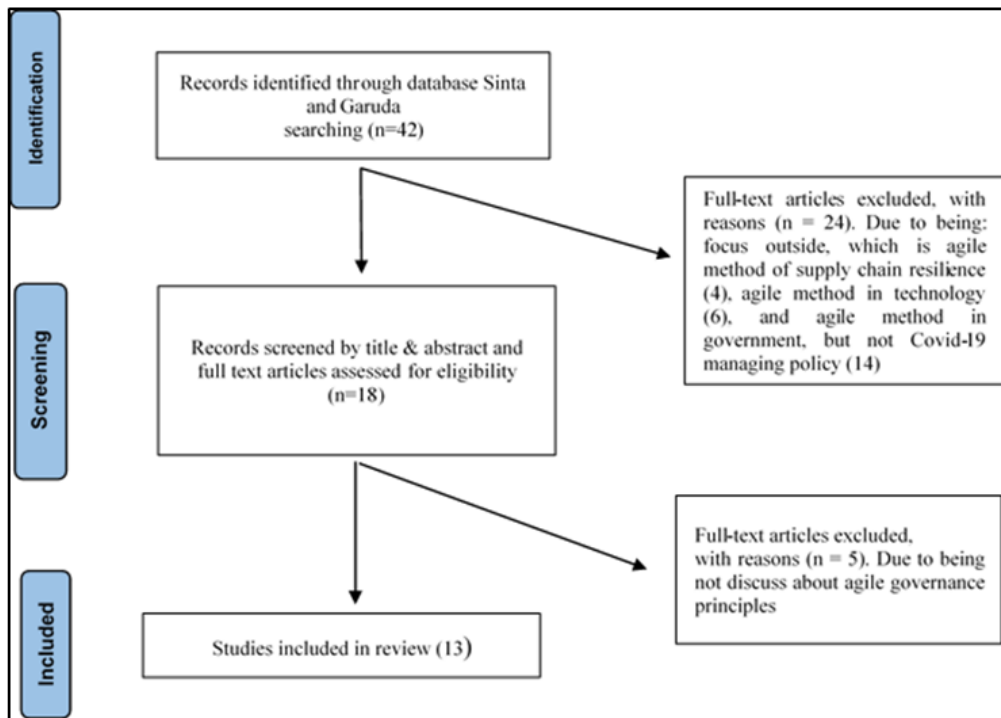

Figure 2. Flow diagram for the selection of literature reviewed based on PRISMA

The second step (2) is the process of screening, the technique used to determine the selection criteria used to include and exclude articles at the previous stage. The first filtration is done by checking the correspondence of titles and abstracts and examining articles that discuss agile governance and public policy. Then, at this stage, a total of 18 articles will be obtained, each of which will be read in full for the study eligibility process.

In the final step (3) of the eligibility and validity process, the data collection then proceeds to the next stage, which is the evaluation by the researcher to assess the validity of the paper. To evaluate the literature relevant to this research, we only evaluate publications that consider government policies in Indonesia in dealing with COVID-19 cases from an agile governance perspective. The agile principle used is based on Luna et al. (2015) as the basis for policy discussion. This is achieved by using inclusion and exclusion criteria to collect data (Taylor-Roberts et al., 2019). Because of the eligibility requirements, we were able to obtain a total of 13 articles, all of which will now be evaluated. To support the research data, a library-related study of government policy in dealing with COVID-19 was also conducted as part of this study. Support data is obtained through presidential reports, websites, articles, and trusted news.

Table 2. The Articles was Found

Title	Authors	Years	Citations
Narasi Budaya Arek Suroboyo dan Pandemi Covid-19: Sebuah Perspektif Agile Governance di Kota Surabaya	(Apriliyanti et al., 2021)	2021	13
Agile Governance Dinas Kesehatan Kabupaten Tulungagung Dalam Menangani Covid-19	(Kusumawati & Kriswibowo, 2021)	2021	10
Agile Governance dalam Penanganan Covid-19 di Kota Bekasi Tahun 2021	(Yuliani, 2022)	2022	0
COVID-19 in Indonesia: an analysis of DKI Jakarta's COVID-19 pandemic response and its governance during the new normal period	(Sagala et al., 2021)	2021	8
Dynamic Governance Capabilities in Regional Budget Policy Formulation to Create Agile Bureaucracy During Covid-19	(Hanida et al., 2021)	2021	4
Implementasi Prinsip Agile Governance Melalui Aplikasi PIKOBAR di Provinsi Jawa Barat	(Halim et al., 2021)	2021	27
Agile Governance in Handling the Covid-19 Pandemic by The Kampar District Health Office in 2021	(Melani, 2022)	2022	0
Regional Government Design During the Pandemic: The Challenges Toward Agile Governance in East Java, Indonesia	(Hakim & Dwiranda, 2023)	2023	0
Agile Governance Dalam Peningkatan Kapasitas Pelayanan Publik Pasca Pandemi Covid-19 (Studi Kasus Inovasi Bantul Sehat Ekonomi Karo Jamu)	(Darumurti et al., 2023)	2023	0
Adaptive, Agile atau Robust Governance untuk Menjaga Ketahanan Daerah dalam Menghadapi Pandemi COVID-19: Studi Dokumen Rencana Kerja Pemerintah Daerah di Jawa Timur Tahun 2020-2022	(Muhammad et al., 2022)	2022	0
Toward an Agile and Transformational Government, Through the Development of the Tangerang LIVE Application (Case Study of Tangerang City, Indonesia)	(Syukri et al., 2023)	2023	0
Jogja smart service as a digital public services: based on agile governance perspective	(Yogar et al., 2023)	2023	1
Strengthening Agile Government in Implementation of the Covid-19 Vaccination Policy in Kalimantan Island	(Kamaludin & Mutiarin, 2023)	2023	0

4. Result And Discussion

The discussion is about a pandemic in Indonesia. During the early period of the pandemic, the government adopted a policy to reduce cases of Covid-19 through mitigation policies. Through this policy, it appears that pandemics can be suppressed so that active cases per day are less than 2,000. Unfortunately, the formulated policy strategies cannot be sustained, so cases will go back up significantly by the end of 2020. In this case,

Table 3. Government Policies in Managing the COVID-19 Pandemic

Prinsip Agile Governance (Luna et al., 2015)	Government Policies	References
Good Enough Governance	- Implementation of PSBB and PPKM levels which are being intensified throughout Indonesia. - Implementation of strict health protocols (3M and 3T) - Provision of Prevention Education - The obligation of reactive tests for coronavirus (Rapid test, swab test, antigen, PCR) for travel purposes - Implementation of the Covid-19 vaccination program which began on January 13, 2021	(Darumurti et al., 2023; Hanida et al., 2021; Kamaludin & Mutiarin, 2023; Kusumawati & Kriswibowo, 2021; Melani, 2022; Muhammad et al., 2022; Yuliani, 2022)
Business Driven Process	- Budget refocusing by the government through Perppu Number 1 of 2020 Concerning State Financial Policy and Financial System Stability for Handling the Corona Pandemic	(Apriliyanti et al., 2021; Hakim & Dwiranda, 2023; Hanida et al., 2021; Melani, 2022; Muhammad et al., 2022; Yuliani, 2022)
Human Focused	- The formation of the Pan Covid-19 Task Force was deployed to various regions. - Provision of health services to COVID-19 patients throughout Indonesia. - Outreach to the public regarding the dangers and prevention of viruses. - Collaboration with various sectors to realize the vision of ending the COVID-19 case in Indonesia.	(Apriliyanti et al., 2021; Hanida et al., 2021; Kusumawati & Kriswibowo, 2021; Melani, 2022; Muhammad et al., 2022; Sagala et al., 2021; Yuliani, 2022)
Quick Wins	- Provision of adequate information services to the public, both through websites, communication and information, and social media. - Launch of an information system to facilitate services during a pandemic and prevent community mobility	(Apriliyanti et al., 2021; Halim et al., 2021; Sagala et al., 2021; Syukri et al., 2023; Yogar et al., 2023; Yuliani, 2022)
Systematic Adaptive Approach	- Evaluation of policies that have been carried out - Further policy considerations after the evaluation stage	(Apriliyanti et al., 2021; Hakim & Dwiranda, 2023; Halim et al., 2021; Hanida et al., 2021; Kusumawati & Kriswibowo, 2021)
Simple Design and Continous Refinement	- Preparation of a transition plan from a pandemic to an endemic period - Continue to implement prokes for the community even though the number of COVID-19 cases has decreased - Formation of PEN (National Economic Recovery Committee) to restore economic conditions.	(Apriliyanti et al., 2021; Darumurti et al., 2023; Halim et al., 2021; Kamaludin & Mutiarin, 2023; Muhammad et al., 2022; Yuliani, 2022)

the government's role in developing appropriate pandemic policies is critical. Through looking at the development of the literature, agile governance is considered capable of helping governments formulate adaptive policies in dealing with pandemics including disasters. Therefore, the government reformulated the right agile policy to face an increasingly complex pandemic situation because not only from a health perspective, but also from the economic, social, public services, education, and so on sides must be balanced. The articles we found, is as follows.

The Application of Agile Governance in Managing the Covid-19 Pandemic

The highly dynamic development of COVID-19 cases has had a significant impact in a variety of sectors so that the accused government can take appropriate measures. According to Luna et al. (2015), the concept of agile governance has six (six) principles: good enough governance, business-driven, human-focused, based on quick wins, a systematic and adaptive approach, as well as simple design and continuous refinement. Where each of these principles is discussed through the research of each piece of literature, then an explanation of the principles of agile governance.

1. Good Enough Governance

Good Enough Governance – describes how governance must be adapted to the context of the organization. A good government needs good governance as well. This is a balancing factor in implementing the concept of agile governance, especially in the Indonesian bureaucracy (Kusumawati & Kriswibowo, 2021; Muhammad et al., 2022; Saad et al., 2021). This principle is based on the implementation of disaster mitigation processes that include early steps in responding to pandemics (Grindle, 2011). This step focuses on eliminating the spread of viruses through agility shift (Hanida et al., 2021; Kusumawati & Kriswibowo, 2021; Yuliani, 2022). If seen from the implemented policy side, the principle of good

enough governance can be learned through the implementation of PSBB and PPKM levels. This policy is carried out by limiting public mobility in open spaces. So, people can only travel for special needs and emergencies, such as shopping needs or to the hospital. Regarding schools, the government has issued regulations for schooling at home online using technology. In terms of work, the government has issued a WFH (Work From Home) policy by minimizing work activities at work and limiting working hours.

Other rules are found in the implementation of strict health protocols, namely 3M (wearing masks, washing hands, keeping distance) and 3T (tracing, testing, and treatment). Preventive education is also given to the community to always be alert to the spread of the virus. Covid-19 vaccination will be launched on January 13, 2021, to ensure people are immune to the virus if they are infected. If reviewed from the principle of good enough governance based on Luna et al. (2015), the overall goal of achieving good governance shows a fairly good outcome, where the hypothetical case of COVID-19 decline can be controlled as shown in Figure 3. Although some reactions in society are less accustomed to the presence of a new culture, it is necessary to get used to it. But back to the initial goal that cases of COVID-19 could experience a decline.

2. Business-Driven Process

Business-driven policies are taken by the government based on economic conditions. This principle focuses on the solution to problems that arise and the basis of the policy chosen by the government in the handling of COVID-19 in Indonesia (Yuliani, 2022). The adoption of mitigation measures on the first principle, then the impact will bring about new problems. This problem is then accommodated in the application of this business-driven principle. Based on peer review results, policy budget refocusing is used for the procurement of medical equipment for patients with COVID-19 cases, providing social assistance to communities affected by the pandemic, and

ensuring vaccines to accelerate the management of this virus. (Apriliyanti et al., 2021; Hanida et al., 2021; Kamaludin & Mutiarin, 2023; Soundararajan et al., 2021)

Through Presidential Regulation No. 54 of 2020 concerning Budget Refocussing, Budget Reallocation, and Procurement of Goods and Services in the Framework of Accelerating COVID-19 in managing emergencies. The budget focused on the costs of treatment of patients infected with COVID-19 as well as social assistance to communities affected by COVID-19, such as termination of employment relationships, capital compensation for losing entrepreneurs, and the procurement of vaccines. This confirms the opinion of (Artacho-Ramírez et al., 2020; Bakker et al., 2019; Melani, 2022) in the context of private organizations, stating that quick wins are used to accelerate organizational development in providing excellent service to consumers and can generate confidence in these developments to trigger further policies. Luna et al. (2020) revealed that the concept of agile governance prioritizes adjustment and responding to a problem rather than following the initial plan and emphasizes practice rather than referring to processes and procedures that may not necessarily be applied during a crisis.

Furthermore, business-driven principles are also found in refocusing the most impacted sector of the economy. During a crisis such as a pandemic, the economic sector has been significantly affected because many people have lost their jobs. This causes inequality in economic activity, which has an impact on national economic growth (Danar et al., 2022). In several countries, the government focuses on public health, so that business processes are hampered due to temporary closures. In Indonesia, the government is prioritizing the gradual opening of public mobility in public places with strict health protocols rather than implementing another PSBB.

By the concept of a business-driven process (Faturahman, 2021; Koehler et al., 2008), the decision-making steps are reviewed based on the key phases in the business-based development cycle and then focused on the challenges that arise

from the need to transform the business process model into a service executable. As a consequence, business people are more focused on how to maintain business processes that are running, especially when conditions change. This concerns the government's decision to keep markets, shopping centers, schools, cafes, restaurants, and tourist attractions open, as well as to reopen the transportation sector, but with strict health protocols (Hakim & Dwiranda, 2023).

3. Human Focused

The peer review finds that several areas have established specialized organizations or agencies to deal with COVID-19 under the shadow of the government. The organization was formed to accelerate the handling of pandemics that may not be directly addressed by the government (Apriliyanti et al., 2021; Muhammad et al., 2022; Yuliani, 2022). In addition, it is also to increase public participation in the treatment of COVID-19 (Kusumawati & Kriswibowo, 2021; Sagala et al., 2021). Participation in agile governance is important because community participation and opinions are necessary for the evaluation of a policy and ecosystem sustainability (Luna et al., 2015). According to the opinion of Sagala et al. (2021), humans should be involved in the collaborative preparation and implementation of the end product of the resulting policy changes. Thus, the appreciation of society as a key element of change and a driving force in organizations is important so that they are always strategically motivated to contribute creatively to the goals of the organization. (Melani, 2022)

In Indonesia, it can be seen through the formation of the Task Force (Satgas) COVID-19 as the leading guard organization for pandemic management. The organization consists of the central government entrusted as well as local communities for mitigation support in the family and environment. Its task is to monitor and report on all matters related to COVID-19, monitor vaccination movements, and assess the need for self-isolation. Muhammad et al. (2022), the study re-

vealed that the improvement in human-focused was accomplished by providing good service to COVID-19 patients. This is proved by emergency hospital procurement during a pandemic because the hospital's capacity is insufficient to boost the patient. For example, Telkom University and Gadjah Mada University were made emergency hospitals.

Then another context was found in the closure of several entrances to various areas involving security officers from both TNI, police, and local communities for their respective security (Melani, 2022). However, this hurts the community, because they are limited in their travel, not even leaving their territory (Hanida et al., 2021). Then, in the end, the government relaxed the rules when the pandemic condition had declined. Back to the principle that the success of the program must involve a lot of society and cooperation from various divisions (Apriliyanti et al., 2021; Yuliani, 2022). With the participation of the public, it will be easier for the government to assess a condition and formulate policies for its future (Melani, 2022).

4. Quick Wins

In the principle of quick wins, the emphasis is on the success achieved quickly, which must be celebrated and used as motivation to get more stimulation and results (Luna et al., 2015). According to the results of a peer review, this principle was obtained through the government's information service policy to the public. In the topic of a pandemic, information services are very important, both from the side of the government as a policy maker. Information can be used as a benchmark for policy making, both from previous evaluations and through reading about new situations (Yuliani, 2022). Meanwhile, from the public side, this information can be used as a basis for their mitigation efforts in dealing with a pandemic that is still ongoing (Halim et al., 2021).

In Indonesia, this is implemented through the Covid-19.go.id website, which can be accessed by the public, and the information is up to date

regarding the development of COVID-19 in Indonesia. The government provides transparency in the presentation of data related to the handling of Covid-19. The transparency presented creates sympathy and trust in the government, so that the community actively participates in the success of the policy. In their implementation, the 3M and 3T programs are also supervised by the community on a community scale. Even the community is competing to create a tough village to fight the Covid-19 pandemic.

Another stimulus was found in the launch of the Peduli-Lindungi application (Apriliyanti et al., 2021; Syukri et al., 2023; Yogar et al., 2023). This application can be used by the community as a medium for controlling Covid-19. Different from the website covid19.go.id, this application focuses more on health information, vaccinations, and the emergency response of COVID-19 patients by medical personnel. In Indonesia, this application was once the main requirement to enter a public place. So, people who already have a history of vaccinations can enter public places through the scanner feature in the application. The information system for the public is also used as a tool to open several health facilities. The government can use this application to conduct trials of adjusting community activities. This is to the findings of Luna et al. (2020), who revealed that the concept of agile governance prioritizes the sustainability of a policy rather than following the audit process and its conformity.

5. Systemic Adaptive Approach

The principle of the adaptive approach contains an evaluation of policies that have been implemented previously (Hakim & Dwiranda, 2023) and government plans in the transition period. Through the resulting policy evaluation, it becomes systemized to make further policy considerations. This principle focuses on handling that requires evaluation related to the implementation of treatments that have been carried out, one of which is the COVID-19 vaccination program (Halim et al., 2021; Hanida et al., 2021;

Kamaludin & Mutiarin, 2023). In the vaccination program, things that need to be improved are (a) increasing access for vaccination to remote areas, (b) reporting identity and domicile, while things that need to be improved are that the data in the area is issued again and must match by name and address for Covid-19 vaccination to be carried out for those who haven't, and (c) the suitability of vaccine needs, which sometimes does not meet the needs.

Then another context was found in the preparation by the government of a transition plan from a pandemic to an endemic period. This plan must be organized systematically. But in reality, this has not been specified with certainty (Halim et al., 2021; Hanida et al., 2021). During the pandemic, the government is still focused on controlling the decline in cases. As for plans for endemic times, they may not have been formulated with certainty. Because of that, most people still think it's unclear, what is the next life after going through the pandemic. Even though this matter is classified as crucial and must be realized immediately, so that the community can be prepared to live in future environmental conditions, especially to rise from the economic downturn (Kusumawati & Kriswibowo, 2021).

Based on the principles of a systematic and adaptive approach in Indonesia, it is quite sufficient, in the sense that many things need to be improved again for policy conformity with the expected goals. An evaluation can provide recommendations for other decisions as material for consideration in determining the decision-making of the program or activity that is then implemented (Apriliyanti et al., 2021; Kamaludin & Mutiarin, 2023).

6. Simple Design and Continous Refinement

Simple design and continuous refinement mean that policies are easy to implement by the community, followed by evaluation and rehabilitation. In global countries, this is achieved through the creation of new ecosystems that can increase the resilience and mitigation of communities to enable living side by side with COVID-19 (Darumurti et al., 2023; Kamaludin & Mutiarin, 2023; Muhammad et al., 2022). For example, by always implementing 3M and 3T health protocols, limiting activity in public places, and constantly updating news puzzles and pandemic conditions, especially in the surrounding environment (Apriliyanti et al., 2021). Other contexts as an attempt to create a new ecosystem, it is carried out through the digitalization of elements that allow to reduce public activity in the open space. Such as the digitalization of public services, payment methods, shopping through e-commerce, etc. This is in line with the concept of continuous action proposed by Ujunwa et al. (2021), in which a good understanding and compatible transformation dynamics are essential for the smooth running of sustainable change. This way, if there is a change again, the community can take advantage of the system transformation that has been carried out.

In Indonesia, it was realized through government efforts to digitalize all public services, although not all were successfully implemented. At least the ecosystem of changes in social activity has begun to operate since the pandemic. If this is more effective and efficient than the previous system, it will be a sustainable step to create conditions for Indonesians to live during a pandemic. As stated by Yuliani (2022), the rules of refinement must be based on continuous action to form a dynamic derivation system. This is the biggest success factor in turning policies into guidelines for managing local, regional, and environmental systems from a long-term perspective. This includes having thoughts on environmental issues on a local scale and having a defined future strategy for sustainable development (Darumurti et al., 2023; Halim et al., 2021). That way, the people's worry about their survival will be reduced to some extent. At least, the community can start living a normal life again after the Covid-19 pandemic that has shaken the stability of life for the last two years.

Decrease in cases of the Covid-19 pandemic

The concept of agile governance applied by the Indonesian government has resulted in a new policy order that has never happened before. Even though—in the first phase of the COVID-19 pandemic—the government had failed to manage the cases, through the implementation of agile governance, the government may use it as a reference in formulating better and sustainable policies. This is evidenced by the decrease in the number of COVID-19 cases from September 2021 to January 2022, in which only a few positive confirmed cases were found. Figure 3 shows a graph of the increase in COVID-19 cases in Indonesia, where there are differences in the number of cases before and after the PPKM program is implemented.

The trend shows that there was an increase in cases in February 2021 with 12,482 cases, then with the first PPKM cases, it decreased to 6,457 cases in the next month. Likewise, in July 2021, which experienced a significant increase with 42,553 cases, an emergency PPKM was carried out for three weeks so that it succeeded in reducing cases to 14,194 in the next month. Then a sharp increase was found again in February 2022. Here the government started conducting PPKM levels (1-4) depending on the conditions of each region so that cases decreased in the following month

by 18,574. This policy continues until the number of cases is 325.

When viewed based on the chart, the condition of COVID-19 in Indonesia still tends to fluctuate. It can also be analyzed that if PPKM is leveled or eliminated, then COVID-19 cases will increase. When PPKM is re-enacted, COVID-19 cases in Indonesia will decrease significantly. However, the application of agile governance principles can help the Indonesian government to be proactive and adaptive in dealing with the problems of COVID-19. As a result, it can make it easier for the government to deal with the COVID-19 pandemic structurally and massively while still paying attention to other equally important aspects, which are economic and social aspects that play significant roles. Through policies that have been made by the government, people developed a healthy lifestyle and adapted to new environments. On the government's side, agile and adaptive steps can be applied so that policies can be implemented by the community properly and problems can be effectively controlled.

5.   CONCLUSION

The findings of this study confirm that the government of Indonesia has attempted to adjust its structure, policy, as well as bureaucratic attributes to maintain flexible performance dur-
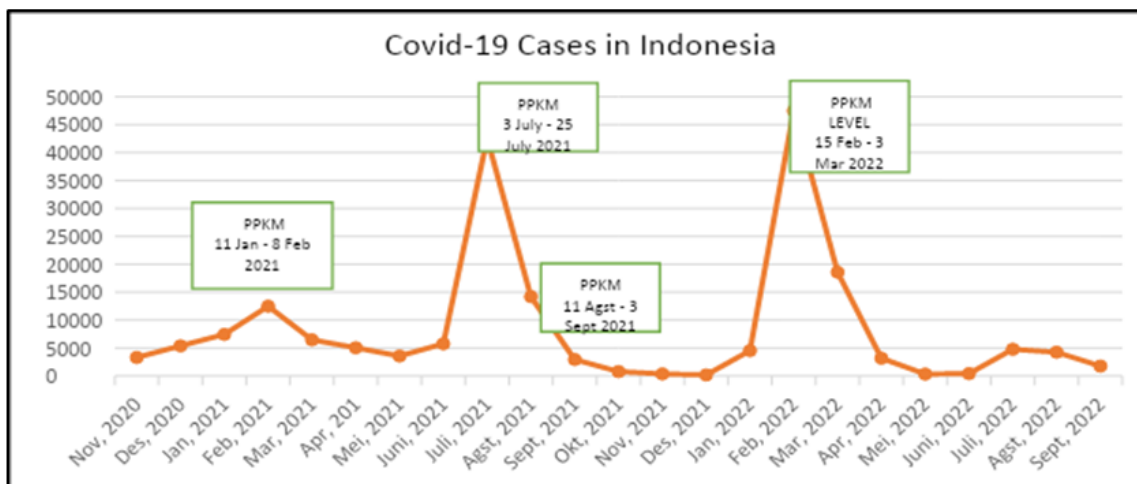

Figure 3. The trend of Covid-19 Cases in Indonesia
Source: Worldometers (2022)

ing the COVID-19 pandemic. This flexibility carries the agile and adaptive principles that enabled the government to decide and retract the decision when sudden changes occurred. Thus, the decision-making process may be settled with more precise accuracy. In addition to this flexibility, a similar scenario has also been applied during the implementation phase, when some policies tend to be implemented and withdrawn in a quick period.

Based on the peer review results, it can be concluded that the handling of the Covid-19 pandemic in Indonesia which was formulated through the principles of agile governance can work well and can overcome the increasing number of Covid-19 cases. However, there is one principle that still needs to be improved, namely a systematic adaptive approach. The government is not

pressing this principle in making policies while handling the Covid-19 pandemic. Although it seems to be an inconsistent policy for a leader to decide, the result of this flexible decision may generate positive output to manage the COVID-19 pandemic. The data on the COVID-19 number of cases in Indonesia have proven the policy's effectiveness with agile principles, where the number of cases is constantly decreasing over time.

However, the findings and discussion section of this paper is merely constructed based on the written policy document, academic papers as well and a mapped database of COVID-19. Thus, it is suggested that further research demonstrates a generic confirmation by using a quantitative approach to explore the strength of each variable of agile governance principle toward Covid-19 management.

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