



Chapter 8

The Role of Collaborative Leadership in Handling Pandemic and Drive a Sustainable Recovery

Faruq Ibnul Haqi, Muhammad Zidan Atabik, & Rahmat Aldi

A. Introduction

The COVID-19 pandemic has hit the heart of Indonesian cities, with reports of confirmed cases more prominent in urban rather than rural areas. There are several vulnerabilities in infection control in cities, including high-density residences, public transport, cultural and social gatherings, diverse businesses, and creative networks (Kiaghadi et al., 2020).

The dynamics in handling this pandemic have opened the veil and confirmed the natural perspectives, abilities, and behavior of the government, business actors, and communities up to the individual level. Not all countries globally seem capable of handling the existing situation, including Indonesia (Dubicka & Carlson, 2020). On the

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other hand, countries considered “ordinary” can appear to be more responsive in managing the situation. The pandemic and crisis have made the state, market, and society’s capacity more transparent (Jing, 2021; Sarkar, 2020).

This crisis has forced all levels of government to take action in a context of great uncertainty and under heavy social and economic pressure (Morris, 2021). All levels of government, national, provincial, or local, have uncertainty in relying on appropriate and straight policy actions to get out of the crisis and rise from adversity (Hidayat et al., 2021). However, the government must take action; the steps must be linear and synchronous in all sectors. At the beginning of the pandemic crisis, according to the study of Suwarno and Rahayu (2021), the central government tried several “best formulas” for developing health protocols following crisis conditions. Cross-sectoral collaboration is a must in conditions of a global crisis. This flexibility and adaptability required governments to reassess their multi-level governance systems and reconsider their regional development priorities.

In its implementation, the Indonesian government involves health actors and elements of the military and police (Setijadi, 2021). Medical personnel carries out their health services duties, while the army and the police carry out strict supervision to implement health protocols. They have implemented cross-sectoral cooperation in a structured and sustainable manner. Meanwhile, the mayor has the duty and authority to lead the municipality’s administration based on the policies established by the city council. They must be at the front line handling COVID-19, protecting and restoring public health and economic security (Turnipseed & VandeWaa, 2022). Generally, cities’ networks provide a source of mutual support, collaborative leadership, and knowledge exchange as traditional multilateral systems struggle to harmonize collective action.

This chapter discusses the role of collaborative leadership, which emphasizes how the mayor as a city manager enhances and implements policies to deal with the pandemic crisis by implementing cross-sectoral collaboration in two or more sectors to promote sustainable

recovery. This chapter draws upon appropriate literature concentrating on collaborative leadership models in handling pandemics, emphasizing the City of Bogor. The qualitative analysis method was used to analyze the data we collected. Hence, this chapter examines the component of collaborative leadership instead of focusing on a particular aspect of leadership. Handling cross-sectoral collaboration to improve effectiveness involves recognizing the governance arrangements which support inter-organizational and inter-sectoral efforts. Evidence shows collaborative leadership is essential in regulating crises and facilitating and implementing policies.

B. Role of various levels of government in responding to the pandemic

The pandemic's global crisis persists even though the virus has mutated into various variants. Cities are in a particularly vulnerable position during the pandemic. Developing several towns with a prevalence of informal settlements and slums faced rapid transmission. One study conducted by Wahyudin (2021) and supported by a collaboration study between DKI Jakarta Health Office and health institutions found that nearly half of the residents of slum areas in Jakarta had COVID-19, higher than the proportion outside of slum areas (Jakarta, 2021). The dense and unhygienic environment of slums creates a hospitable environment for transmitting the COVID disease. Therefore, city leaders must carry out strict tracking to mitigate the spread. In addition, many economic and social problems have emerged in the community, such as employee layoffs, bankruptcy, unemployment, community psychological disorders, and school closure that may affect children.

However, policies for handling the pandemic are nationally-decided, although regionally implemented (Setijadi, 2021). In that position, the mayor must prioritize steps to ensure public health can be achieved: policies on using masks, maintaining distance, washing hands, and face-to-face arrangements for each school and university. In addition, the government is also preparing vaccination

standards for the community so that the target of herd immunity can be achieved. Cities are transforming to stop the virus from spreading, discovering ways to provide direct support to vulnerable groups, such as cash transfer initiatives to tax relief. Several regions in Indonesia have distributed social assistance to ensure the condition of their citizens during the Covid-19 pandemic, one of which is the city of Bogor, where they distribute their budget from the APBD. Hence, cross-sectoral collaboration is a must in conditions of a global crisis. This need for adaptability and flexibility prompted governments to reassess their multi-level governance “collaborative” systems and reconsider their regional recovery priorities.

The central government, provincial, and regency/city governments throughout Indonesia worked together to complete the work according to the constitutional mandate (Setijadi, 2021). Steps were taken to anticipate and reduce the worst impacts of health emergencies on people’s lives and the impact on the economic, social, security, and defense sectors (Bahtiar et al., 2021; Setiawati et al., 2021). Presidential Instruction No. 6 of 2020 concerning Improvement of Discipline and Law Enforcement of Health Protocols and Control of COVID-19 contains 4 (four) orders addressed to Ministers, Cabinet Secretaries, Commander of the Indonesian Armed Forces, Head of Indonesian Police, Head of Non-ministerial Government Institutions, Governors, and Regents/Mayors throughout the area (Hidayat et al., 2021). The first order is addressed to all parties to take the necessary steps according to their respective duties, functions, and authorities to ensure legal certainty, strengthen efforts, and increase the effectiveness of the prevention and control of COVID-19 in all provincial districts/cities in Indonesia. The second order was addressed explicitly to the Coordinating Minister for Political, Legal, and Security Affairs; Minister of Home Affairs; Head of BNPB; TNI Commander; Police chief; and the Governors and Regents/Mayors. At the same time, the third and fourth orders are related to financing charged to the APBN, APBD, and other legitimate sources according to the provisions and requests to carry out these instructions with full responsibility (Hidayat et al., 2021).

As previously mentioned, Bogor City is one of the cities in Indonesia that issued a policy of assistance to its citizens. The city of Bogor has swiftly responded to the problem of COVID-19 to prevent the impact of the public health emergency on various dimensions. Swift preparedness and anticipation were done by issuing strategic policies through regulation. One of the regulations is Bogor Mayor Regulation Number 38 of 2021. These regulations are usually in the form of a regional legal product. Synergy, solidity, and coordination with the West Java Provincial Government and other Regency/City Governments throughout Bodebek (Bogor, Depok, and Bekasi) have made the Bogor City Government issue several policies with regulations for preventing and handling COVID-19. Other rules enforced in the city of Bogor follow the central government's restrictions. For example, malls or shopping centers could operate, restaurants or restaurants could eat on the spot within 60 minutes, and several sports venues were reopened to conduct simulations for face-to-face learning in schools (Indonesia, 2022).

C. Leaders' characteristics in pandemic

Leadership have been variably defined; however, it is not a straightforward concept in local development. There have not been many published studies that have systematically analyzed this sort of leadership. Nevertheless, it is necessary to try to explain what makes up good leadership. At the same time, many interpret leadership as just a 'great person' (Hoffman et al., 2011; Isaac Mostovicz et al., 2009; Spector, 2016). Leadership concepts have changed from great man and trait theories to transformational leadership theories (Maloş, 2012). Following these hypotheses, Bolden et al. (2003) deduced that leaders are exceptional people with specific personalities and extraordinary qualities and those born to be leaders. Thenceforth, the situational leadership theory reveals that no one method is appropriate for everything, but everything should be adapted to the current situation. For example (Bolden et al., 2003), the injunction method could be suitable for highly repetitive, monotonous, and systematic settings.

The participatory approach may fit better for more alive, active, and vibrant environments. However, collaborative leadership is a practical and effective way to address complex problems and challenges in the current global pandemic crisis. Collaborative leadership can bring people with different views and perspectives together to discuss issues openly. Collaborative leadership focuses on building trust and sharing power so that collaboration between stakeholders can be easily achieved.

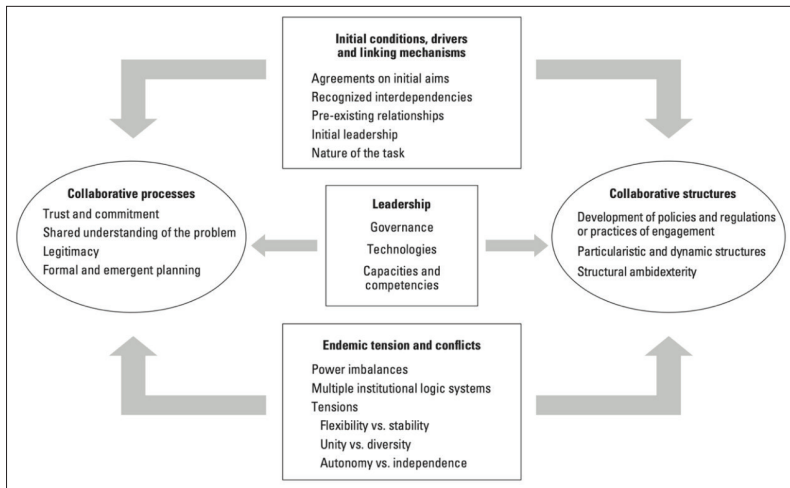
Several scholars such as Ansell and Gash (2008); Cullen et al. (2010); Innes and Booher (2003); Johnston et al. (2011), stated that collaborative arrangements require interpersonal relationships, and Billett et al. (2007) added that this manifests itself in the form of trust, facilitative behavior, and shared norms. Therefore, the mayor as city manager is essential in creating, developing, and guiding collaboration. Thus, the leader's characteristics, such as personality, environment, and experience, might influence the form of collaboration (Ansell & Gash, 2008; Booher & Innes, 2002; Innes & Booher, 2018; Ryan, 2001).

While the central government continues to evaluate the handling of the pandemic and recovery plans to build collaborative leadership, both at the central, provincial, and local governments, through the National COVID-19 Task Force (Morris, 2021). Local leaders must also address the existential crisis by committing to transformational recovery (Martin, 2021). Local leaders aim for a rebuilt economy and society that will result in more equitable, inclusive, and sustainable cities. It begins with an emphasis on equality and reaching the most vulnerable first; simultaneously, they see the need to 'fast-track' action on climate change and recognize the need to invest in infrastructure supporting a green COVID-19 recovery. During the pandemic, the Mayor of Bogor applied a moderation program to small and medium business sectors that had been hit hard by the COVID-19 pandemic, which helped them bounce back. The Mayor of Bogor said that the current economic data in the City of Bogor shows a positive, above-average direction. Credit started to recover before the Covid-19

pandemic, which means that the wheels of the economy have begun to move into economic recovery or even economic rebound.

The analysis of the implemented policies results from efforts to overcome the health crisis and its impacts on recovering economic revival. This condition shows that the type of political leadership carried out in each city and region is decisive. This phenomenon is also in line with what has been observed by the Organization for Economic Cooperation and Development (OECD). Public trust in local government authorities and collaborating with stakeholders have proven indispensable assets in dealing with the pandemic.

The COVID-19 pandemic also made us aware of the importance of science and scientific knowledge as the basis for sound decision-making; leaders must have experts who can be trusted to provide appropriate information, expertise, and comprehensive data. Leaders must also have an open mind regarding this crisis condition and be balanced with a wise leadership style, especially in decision-making (Haqi & Dühr, 2022; Haqi & Pandangwati, 2021). A leadership style that uses a collaborative approach also reduces complex vertical bureaucracy. This type of leader optimizes the function of public services and a more horizontal organizational system. A priority scale is needed to manage a very complex crisis, and collective intelligence must be channeled into action. The lack of a solid institutional framework has hindered the efforts of many countries' governments to respond effectively to the urgent needs that have arisen as a result of the crisis. Figure 8.1 portrays a theoretical framework for collaboration and leadership skills.



Source: Bryson et al. (2015)

Figure 8.1 Hypothetical Framework for Collaboration and Leadership Skills

Collaborative leadership can break the outdated paradigm and provide ideas that cross-sectoral cooperation can be built through co-management, co-creation, and co-evaluation. However, collaboration cannot arise instantly nor be forced, but it comes from self-awareness. To realize a collaborative system takes trust in both individuals and institutions. This way, the steps will promote collaborative policies across all sectors and encourage the transition from a competition to a collaboration culture.

Based on Figure 8.1, Bryson et al. (2015) have acknowledged several essential leadership competencies:

- Organizational leadership:** The ability to create effective organizations and maintain them, with a focus on organizational goals and design, internal and external change, and inclusive community building;
- Team leadership:** The ability to create compelling workgroups. The crucial aspects of this type are recruitment, communication and empowerment, and leadership skills among team members;

- c) Visionary leadership: The ability to describe reality and project a shared future vision. This type involves the ability to provide an image of the future and communicate its meaning for the future;
- d) Political leadership: The ability to make decisions in various areas, such as the executive, legislative, and organizational forums. This type requires forming coalitions that will strengthen the change being pursued;
- e) Leadership in context: The ability to recognize the issue of economic, political, social, and other contexts and their possibility for transformation. It is significant to deal with concerns that affect the public as a whole, not just the elite, the middle class, or the poor;
- f) Ethical leadership: The ability to sanction unethical behavior and be able to make fair decisions on disputes to determine what is right (legitimate) and wrong;
- g) Policy entrepreneurship: The ability to harmonize leadership goals throughout the policy change cycle;
- h) Personal leadership: The ability for individual exploration to identify strengths, weaknesses, and assets that are relevant to a worthwhile change goal;

D. Collaborative leadership needed to drive recovery

Different plans are needed to deal with COVID-19 with a high level of complexity to follow the changing trends. The issuance of policies followed this other planning specifically to deal with these emergency conditions. The most important thing is policy consistency. When the government put the large scale social restrictions (PSBB) policy as a solution to limit the transmission of COVID-19, consistency is needed in its elaboration and implementation. Without consistency, the implementing bureaucracy will become confused and reduce public trust in the government. It takes a strong leadership attitude to deal with these conditions.

Even though leadership involves leaders and followers (Couto, 2010), this process is still centered on a single dominant actor called a leader (Gianoli, 2010). Leaders can come from different actors involved in the urban governance process. Some literature discusses the role of the mayor as the most significant actor in urban governance in driving the recovery of their region. Leadership has become the most crucial issue in good governance at the regional, provincial, and central levels since the COVID-19 pandemic crisis (Montiel et al., 2021). At the regional level, the mayor becomes an important figure who has a vital role in implementing policies from the central government.

The collaborative governance concept has been developed since early 2000. This model has the character of a 'way of approaching' by simultaneously bringing together various stakeholders in a shared forum, which public agencies typically lead to consensus decisions (Westerink et al., 2016). The principle emphasized in the discussion is that the approach leads to results and achievements that can satisfy all parties involved in the process. In the analysis of Innes and Booher (2004), there are mutual features such as consensus rule-making, policy consensus, community visioning, and collaborative network structures in collaborative governance. They also argue that collaborative governance patterns must be engaged in "authentic dialogue" with diverse patrons legitimately representing their interests, but with 'special note' that they must have willingness commitment and an 'open minded' to 'seek mutual solutions.'

This is in line with the study of Healey (2006), which stated that collaborative schemes play a vital role in dealing with the complexity and diversity of the city governance fields. In other words, empirically proving that appropriate and efficient management by involving all stakeholders in the collaborative governance process would produce power to create a strengthening cycle of trust, understanding, commitment, and communication. This result is an indicator of the success of collaborative government.

Within the city of Bogor, we can see that the Mayor of Bogor is a local, regional leader who tried to improve the city's adaptability during the pandemic (Bogor, 2021). He took a firm stance in increasing this supervision by strengthening mediation with regional officials, especially when he ordered all provincial officials to go "All-Out." The mayor reminds residents about health protocols and ensures that Micro and Community-Scale Social Restrictions (PSMBK) policies could work in the field. For instance, the mayor knows that the most severe impact due to Covid-19 is the tourism sector, especially in the business sector in hotels and restaurants. The mitigation that needs to be done immediately is first, a social protection program for workers working in the tourism sector.

The impact of the COVID-19 pandemic affects the pattern of society and the leadership pattern of regional leaders, as the community constantly demands regional heads to take action to manage and mobilize the community properly. A city leader must also control and take responsibility for the community's economic conditions during a pandemic, significantly affecting communities' prosperity. This is where quality leadership is needed at various levels, nationally and regionally, to deal with the complexity of the existing system/problem. Both are directly related to COVID-19 or the increasingly complex challenges of a rapid and sudden change in the future.

Both large and small businesses have felt the effect of the pandemic. In response, the Bogor Government created a platform to support business actors, especially SMEs and creative industries. One of the forms of adaptation during the pandemic is digitizing data, such as what the Bogor City Cooperatives and UKM Office did in the launch of the Bogor City SOLUSI (Business Service and Promotional Facilities Operational System) application. It helps collect business data owned, consult business actors, and provide training materials for SME and creative industry actors in Bogor City (Amini & Navalino, 2021).

To survive in running a business during the pandemic, SMEs must be able to find solutions and re-management of their business

so that they can stay running their business and not lose money. All efforts must, of course, be made so that SMEs remain one of the strategic supporting sectors of the national economy. During a pandemic, they maintain their position by selling SME products through online marketing and offering products at affordable but quality prices.

E. Conclusion

It is undeniable that collaborative leadership is crucial in handling the pandemic and post-pandemic recovery. Evidence shows collaborative leadership is essential in governance, building recovery, and driving cross-sectoral collaboration. It integrates various interests for one goal of post-pandemic recovery. Several circumstances influence leadership performance, including external and internal aspects.

Drawing on the key findings of various documents and literature and analysis of a qualitative approach, this chapter finds a close relationship between collaborative leadership, handling pandemics, and recovery processes. Based on the case study in this chapter, the high-quality leadership of the Mayor of Bogor, who can communicate and dialogue with multiple sectors, collaborative leadership is very beneficial for achieving collaborative governance. This is because the mayor understands how to prioritize the priority scale for handling the pandemic and catalyze economic recovery with various policies integrated with the provincial and central governments. One of the policies issued to assist economic recovery, primarily to support SMEs and the creative economy, is the digitization of SME products and the creative economy. Not only digitizing products but also providing training, business consulting, and assistance in product marketing.

F. Contributorship Statement

Faruq Ibnul Haqi, Muhammad Zidan Atabik, and Rahmat Aldi contributed to preparing the concept of this chapter and early drafts. Faruq Ibnul Haqi ascertained the relevant methodologies to utilize, conducted data analysis, visualization, revised the chapter and prepared the final version for publication.

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