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### THE DILEMMA OF HEALTH SECURITY AND ECONOMIC SECURITY IN HANDLING CORONAVIRUS DISEASE (COVID-19) CASE STUDY: MAKASSAR RECOVER POLICY

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#### Abstract

International security studies have developed and expanded from the scope and actors involved. The emergence of new threats, such as the spread of disease, requires the state to shift the referent object of security to focus on the individual. The Coronavirus Disease (COVID-19) phenomenon is a new thing that requires a quick response from the state and local governments. This response is needed to suppress the resulting impact so that it does not grow and spread to various fields. This study aims to assess the implementation of the Makassar Recover policy to handle COVID-19 through the Human Security Concept. It starts by comparing several state policies and more specifically looking at local government policies in Indonesia in dealing with the COVID-19 phenomenon. This study uses descriptive qualitative methods and interviews with several parties related to the COVID-19 phenomenon. The approach used is the concept of Human Security to measure the form of secured threats and objects. The study results that the implementation of the Makassar Recover policy has a dilemma in determining the priority of objects that should be secured. In the case of the COVID-19 phenomenon, it is still difficult for central and regional government policies to determine policy priorities that are directed at the economy or health sector. In this study, the results are that the Makassar Recover Policy should be implemented in stages. The health security sectors should be the priority, not economic security. Because the COVID-19 phenomenon has an existential threat to health security, economic security is still at the stage of vulnerability.

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#### INTRODUCTION

The spread of disease as a pandemic phenomenon has occurred several times that faced by countries in the international

world. The spread of the *Bubonic Plague* (Black Death) in the middle of the 1347th century that occurred in Eurasia resulted in the death of 30 to 50 percent of the

European population. Diseases of Spanish Flu, Asian Flu, and Zika Flu have occurred in approximately 76 countries so their status has become a pandemic (Brundtland, 2003). Some of these phenomena illustrate the magnitude of the impact generated by the spread of a pandemic disease if it is not handled quickly. This is driven by globalization, which accelerates the spread of disease through the very high mobility of people and goods across countries. In 2019, there was a pandemic called COVID-19 or Coronavirus Disease.

Coronavirus is a respiratory infection disease characterized by mild respiratory infection symptoms and high fever but develops very quickly into pneumonia within a few days (Zhong et al., 2003). This infection spreads very quickly and is difficult to control. Among the six (229E, NL63, OC43, HKU1, SARS-CoV, and MERS-CoV) coronaviruses that are genetically related, SARS-CoV and MERS-CoV are viruses that can cause severe pneumonia. Severe Acute Respiratory Syndrome (SARS-CoV) was first reported in November 2002, while Middle East Respiratory Syndrome (MERS-CoV) was reported in September 2012 (Lone & Ahmad, 2020). These two viruses were identified as originating from animals and then being transmitted to humans causing acute respiratory infections (i.e. pneumonia) and death from mild symptoms (World Health Organization, n.d.).

The emergence of coronavirus, namely COVID-19, has created a severe global public health emergency. First identified in China in December 2019, the virus soon spread around the world. Several factors helped the spread of the virus, namely the initial underestimation of the risk of transmission outside China, the speed and globality in the movement of goods and people, and finally the initial unpreparedness of the national health system for the very high number of infected people. It was then officially declared a pandemic on March 11, 2020,

because it triggered systemic crises in the fields of public health, the global economy, and political governance (Caparini, 2021). This virus has caused many deaths around the world. In addition to direct deaths caused by the coronavirus, there are also indirect deaths due to delays in seeking health care for other disorders from an overwhelmed health system, or diversion of resources to deal with the coronavirus (Moodie, Gerami, & Alessandra, 2021).

In the case of the COVID-19 pandemic, there is some urgency to be appointed as a threat to national security. First, the disease results in high tolls in every country. Second, the COVID-19 pandemic is a new disease, so new treatments and strategies are needed to deal with its spread. Third, the COVID-19 pandemic has an impact on decreasing economic activity and has an impact on the economic stability of a country. From these several factors, the authors initially assumed that the COVID-19 pandemic provided a dilemma for policymakers to deal with the COVID-19 disease. The dilemma is intended to focus on the government's policy to prioritize or sacrifice between the two sectors affected, that is health and economy sectors.

In the economic sector, the phenomenon that arises is economic instability in some countries. South Korea is one of the countries that experienced economic instability at the beginning of the COVID-19 pandemic. At the beginning of the pandemic, South Korea experienced an economic downturn marked by a decline in Gross Domestic Product (GDP). The second quarter of 2020 shrank by 3.3 percent and was followed by a decline in the next quarter of 1.3 percent. However, South Korea has taken advantage of several local industries that export in the fields of healthcare, semiconductors, and technology. Some of these fields became the pillars of the South Korean economy at the beginning of the COVID-19 pandemic (Stangarone, 2020). Meanwhile, in Indonesia, several phenomena occur such as termination of employment or layoffs

**Table 1.** The Development of COVID-19 Cases in 2020-2021

| <b>2020</b>    |                 |                  |             |
|----------------|-----------------|------------------|-------------|
|                | <b>Positive</b> | <b>Recovered</b> | <b>Died</b> |
| Global         | 84.224.428      | 59.286.622       | 1.943.372   |
| National       | 743.198         | 611.097          | 22.138      |
| South Sulawesi | 31.047          | 26.816           | 594         |
| Makassar       | 15.790          | 13.331           | 371         |
| <b>2021</b>    |                 |                  |             |
|                | <b>Positive</b> | <b>Recovered</b> | <b>Died</b> |
| Global         | 290.023.072     | 254.059.788      | 5.459.502   |
| National       | 4.262.720       | 4.114.334        | 144.094     |
| South Sulawesi | 110.000         | 107.723          | 2.241       |
| Makassar       | 49.058          | 48.034           | 1.016       |

*Source:* AndraFram.com, 2022

for several workers in several companies, limited economic activity in some Small and Medium Enterprises (SMEs) which has an impact on the income they get, and the tourism sector is closed so that it affects the regional income obtained from the tourism sector. This is the basis for seeing the impact of the COVID-19 pandemic not only on the health sector but also on the economic sector. Therefore, the priority between the health and economic sectors is important in determining the government's strategy for tackling the dangers of the COVID-19 threat. In this study, the concept of Human Security will be used to assess the urgency of threats from each sector to determine the priority of the policies implemented. This article raises a case study of the Makassar Recover policy of the Makassar City Government as a strategy for dealing with COVID-19 at the regional level. Because Makassar Recover has received Indonesian Awards 2021 organized by MNC Inews and becoming an innovative and inspiring policy in dealing with COVID-19.

Human security is a concept proclaimed by United Nations Development Programme (UNDP) in 1994 given the supposed 'safe' conditions. This concept has narrow and broad meanings. In a narrow sense, human security emphasizes 'freedom from fear' (conflict prevention and resolution). In a broad sense, human security emphasizes 'freedom from fear' and 'freedom from want' in addition to broader issues such as health and education

(Peoples & Vaughan-Williams, 2014). A general definition of human security can be interpreted as an action to protect basic human freedoms from threats and dangerous situations. It provides insight into perceived threats to human security (Shepherd, 2012). The United Nations explained that threats such as education, health facilities, and environmental degradation are the main threats to humans, especially in developing countries. In the concept of Human Security, threats such as internal conflict, environmental degradation, and disease are capable of effectively eroding or even destroying the welfare and lives of individuals in a region. UNDP 1994 provides seven elements in human security, namely, economic security, food security, health security, environmental security, individual security, group security, and political security (Peoples & Vaughan-Williams, 2014). Each of these elements will be prioritized depending on the form of threats and impacts received. In this study, there are two elements impacted by COVID-19. Those are health security and economic security. So, by looking at the urgency of the threat generated by COVID-19, we arcane the priority policies that should be taken by the government.

Based on the United Nations Development Programme (UNDP) 1994, economic security has several forms of threats that can disrupt the individual's economic stability. Economic security is

defined by UNDP as a condition of fulfilling individual income and ensuring income from the work they do. United Nations Development Programme (UNDP) 1994 classifies several threats that can hinder this, including precarious work, unemployment, and unstable income (United Nations Trust Fund for Human Security, 2016). Meanwhile, health security as stated by World Health Organization (WHO) is a state of good physical, mental and social well-being. In this case, health security includes several factors such as nutrition, housing, working conditions, social welfare, economy, politics, as well as good environmental conditions (Abubakar, 2012). As we know that every element of security in the concept of human security has almost no boundaries each other. Thus, environmental and economic safety factors may have a direct or indirect impact on health security and vice versa. In explaining human security, we need to know the level of urgency of threats to health security and economic security as considerations that threaten human security in the COVID-19 pandemic phenomenon.

In an article entitled the Evaluation of Surakarta Government in Handling COVID-19 (*Evaluasi Keberhasilan Penanganan Pandemi COVID-19 Pemerintah Kota Surakarta*), there are several results found to see the role of local government in handling COVID-19. This paper conveys that the management of the COVID-19 pandemic by the Surakarta City Government has achieved a level of community satisfaction seen from the three indicators. They are accountability, environment management, and local business management (Estiningtyastuti, 2021). In line with the article before, the article Local Government Innovation in Handling COVID-19 (*Inovasi Pemerintah Daerah Dalam Penanganan COVID-19*) explained the reasons related to the urgency of local government in handling COVID-19. There are five reasons, the context of a unitary state with a

decentralized system, communication between the regional government and the central government in implementing policies, several regulations that need to be further studied by the regional government, the responsibility of the regional government to the community in its territory, and the role of the regional government is one of the elements in fulfilling the achievement of national interests (Pratiwi, 2021). But, several articles consider that the role of local government is still not effective in handling COVID-19 in Indonesia. An article entitled Push to Full Authority of The Central Government and Local Government in Handling COVID-19 (*Tarik Menarik Kewenangan Pemerintah Pusat dan Pemerintah Daerah Dalam Penanganan COVID-19*) explained that the implementation of regional government authority in handling COVID-19 sometimes overlaps with policies issued by the central government (Chadijah, Suyadi, & Tohadi, 2020). In line with the article before, an article entitled Local Government Role in Handling COVID-19 (*Peran Pemerintah Daerah Dalam Penanganan COVID-19*) explained that policies are unclear in terms of procedures and authority given to local governments raises the weakness of local governments in terms of policy in handling COVID-19 cases in their respective regions (Andiraharja, 2020).

On the other side, an article entitled The Implementation of Makassar Recover Policy in dealing with COVID-19 in Makassar (*Implementasi Kebijakan Makassar Recover Dalam Penanganan COVID-19 di Makassar*) explained Makassar Recover policy is a public policy that includes four factors, they are communication factors, attitude factors, resource factors, and bureaucratic factors. Then, the Makassar Recover policy was implemented massively and received a positive response from the people in Makassar City (Daming, Agustang, Idkhan, & Rifdan, 2021). Unlike some of

the previous articles, this study aims to assess the implementation of the Makassar Recover policy to handle COVID-19 through the Human Security Concept. By assessing the level of threat posed by COVID-19 to the economic and health sectors. Then, policymakers can determine policy priorities based on the level of urgency that exists.

#### **METHODS**

This study uses a qualitative method, which uses some secondary data in analyzing the phenomena that occur. In addition, this study also uses the interview method with one of the informants related to the implementation of the Makassar Recover policy. The informants interviewed were representatives of the Makassar City Health Office. There are two informants from The Head of Disease Prevention & Control and The Head of Surveillance and Immunization Section. Starting with looking at the COVID-19 phenomenon globally, nationally, and regionally in Indonesia. From this phenomenon, the concept of Human Security is used to see the existential threat to health and economic security. After seeing the existential threat, then we witness the most dominant sector threatened by the COVID-19 pandemic. By looking at the dominant sector that is threatened, it can produce results regarding the policies chosen by the Regional Government. From this, the study will analyze the Makassar Recover policy in creating Human Security.

#### **RESULT AND DISCUSSION**

International security studies have been expanded in scope and actors involved. Previously, international security studies focused on the state's perspective, then shifted to an individual object. The phenomenon of the COVID-19 pandemic has become a threat to every individual when viewed from the perspective of Human Security. However, several state policies can be said to be in a dilemma in determining the objects that should be

secured between health and the economy. The study results that health security is an object that should be a priority that is secured. Meanwhile, economic factors are objects that are still vulnerable to being threatened. In the Makassar Recover policy, this study evaluates whether the policy is conceptually appropriate to the concept of Human Security. Meanwhile, the implementation of the policy is still experiencing a dilemma in determining policy priorities that must be secured.

#### **Urgency COVID-19 and Makassar Recover Policy**

As previously mentioned, one of the components of human security is health security. This is because health is an important component in ensuring human safety. The concept of health security was first described by the United Nations in 1994 which is then widely used to describe health problems that have a significant influence on human security. Although the concept is widely used, its definition and scope are not well developed. In particular, globalization helps pandemic diseases to spread rapidly, therefore it is necessary to consider the damage and other consequences that globalization may have on international health security. The impact of these threats includes various divisions beyond public health issues including trade, tourism, agriculture, transportation, and so on (Chiu et al., 2009). This is because not all health problems cause safety problems. It is only under certain circumstances that the domains of health and safety are interrelated. Health security exists when a health emergency has the potential for large-scale harm that could destroy people, communities, and economies around the world. Recently, emerging infectious diseases and bio-terrorism have given widespread attention to health security.

Several global issues in terms of health insurance have had a considerable impact and received worldwide attention, which is where state and non-state actors are trying

to overcome these problems. In this way, policymakers and health workers are increasingly aware of the detrimental effects that health crises may have on national, regional, and even global interests (Dwinantoaji & DW, 2020). Health security can affect the stability of national security because the global economy is related to public health issues. Therefore, global health issues are of international concern. Although health problems are common problem and are closely related to individual health conditions internally, they have social effects that cannot be avoided. These effects can even cross-national borders which eventually become a global phenomenon. Health problems do not only afflict individuals, but health problems also involve and have an impact on the interests of society.

The term health security generally, refers to the interrelated areas of health and 'security' policy. Therefore, different concepts of health and safety produce different concepts of health security. Health in the context of public health refers to the collective action of society to protect the health of the population. While the term security is defined as protection from threats that pose a risk to the survival and existence of objects, which are traditionally the state and sovereignty. Thus, the concept of health security emphasizes protection against public health threats that pose a threat to peace, sovereignty, and the country's economic interests. Bioterrorism, infectious diseases, and pandemics are potential security threats because they have the potential to erode public trust in state institutions which has the potential to cause the failure of the social contract between citizens and the state, economic instability that leads to weak state capacity and increased risk of war in vulnerable areas, incentives which increases for some actors to exploit the situation and create chaos, risks mass migration of people fleeing weak countries and poses border security challenges to

other countries (Malik, Barlow, & Johnson, 2021). Several major issues in health security have had a considerable impact and received worldwide attention, one of which recently occurred, namely the COVID-19 pandemic.

Referring to Government Regulation Number 21 of 2020 concerning Large-Scale Social Restrictions (*Pembatasan Sosial Berskala Besar* or PSBB) as a reference for every local government in Indonesia to implement various policies to manage the handling of COVID-19 in their respective regions. This policy was later clarified by Regulation of the Minister of Health Number 9 of 2020 concerning Guidelines for Large-Scale Social Restrictions. In this case, two criteria are applied to regions in enforcing the PSBB policy. First, according to the number of deaths and the rapid spread caused by COVID-19. Second, epidemiological linkages with similar events in other regions or countries. This has led to several local government innovations in implementing policies to deal with COVID-19. Makassar City is one of the cities with a fairly high rate of COVID-19 spread in 2020 and 2021. Makassar City is included in the red zone area which is an area with a high number of COVID-19 spreads in Indonesia. In 2020 there were 15,790 confirmed cases and an increase of 2021 as many as 49,058 cases (AndraFram.com, 2022). The Makassar Recover policy is taken with the word Recover which means getting back. This policy is an innovation from the Makassar Recover Ecosystem which focuses on controlling the spread of COVID-19 in Makassar City. This policy has three main stages, namely health immunity, social adaptation, and economic recovery. The three stages are implemented simultaneously throughout the Makassar City area (Makassar City Government, n.d.). This is also clarified by the statement of the informants who were interviewed by researchers from the Makassar City Health Office. He said that the implementation of

the Makassar Recover policy was implemented simultaneously and not step by step (Makassar City Government, n.d.).

### **COVID-19 and Human Security**

The threat of a global spread of disease or a pandemic is claimed to be a more dangerous threat than war or military attacks that occur between countries. This was conveyed by WHO by looking at the urgency of action that needs to be taken when facing the increasingly widespread disease. On the other hand, the death toll caused by the spread of disease is greater than the death toll resulting from war or military attacks. Some of the spread of deadly diseases globally such as cholera in Liberia, Ebola in the Congo, and several diseases caused by the Iraq war. The phenomenon of globalization makes the spread of disease faster so it also has an impact on the increasing number of victims. According to Gro Harlem, the mobility of people and goods and interconnectivity between countries accelerates the spread of diseases that can infect people in any part of the country (Brundtland, 2003). Seeing the phenomenon of the COVID-19 Pandemic can then be measured as a form of real threat to health security. This is seen in the number of victims produced, the ability of each country to handle the spread of COVID-19, and the urgency of policies that need to be implemented.

The COVID-19 pandemic resulted in a death toll in 2020 globally as many as 1,943,372. While nationally in Indonesia as many as 22,138 and regionally in Makassar City as many as 371. Meanwhile, in 2021, COVID-19 claimed a global death toll of 5,459,502. While nationally as many as 144,094 and regionally in Makassar City as many as 1,016. This number can then be the first indicator of seeing the COVID-19 phenomenon as a threat to health security. Another factor is the country's ability to handle the COVID-19 pandemic. When viewed globally, many countries are then

still not ready to deal with COVID-19. This is indicated by the availability of health facilities in several countries experiencing difficulties in handling COVID-19, such as Iran, the United States, and Italy (Mas'udi & Winanti, 2020). As for Indonesia itself, at the beginning of the COVID-19 pandemic, there were several shortages of health facilities and human resources. In some areas, such as Bali and Jakarta, there is a shortage of hazmats and ventilators needed for COVID-19 patients. Over time, Indonesia then began to be able to meet the needs of these health facilities. In 2020-2021, Makassar City will receive an Unexpected Cost budget (*Belanja Tidak Terduga* or BTT) to meet the needs of health facilities. Then, in terms of human resources assisted by COVID-19 volunteers with health backgrounds (Makassar City Government, n.d.).

Then, in terms of speech acts carried out by several countries, strengthening arguments related to COVID-19 as a real threat that must be followed up by all countries. WHO declared on March 11, 2019, the status of COVID-19 as a pandemic phenomenon. Then, Indonesia issued several special policies for handling COVID-19 which were strengthened by several regional government policies. The Makassar City Government also issued a special policy in dealing with the COVID-19 pandemic. This is stated in the Makassar Mayor Regulation Number 36 of 2020. This is reinforced by the implementation of the Makassar Recover policy in 2021 (CNN Indonesia, 2021). Then, the Makassar City Government also applies Enforcement of Restrictions on Community Activities (*Pemberlakuan Pembatasan Kegiatan Masyarakat* or PPKM) level 4 in 2021. The implementation of PPKM is based on the increasing level of COVID-19 victims. high in the Makassar City area and belongs to the red zone among several regions in Indonesia. So, some special measures are needed to suppress the rate of increase in the COVID-19 virus.

In terms of institutionalization in the COVID-19 phenomenon, this can be seen in the formation of several special institutions for handling COVID-19. Globally, WHO is an international organization engaged in the health sector. WHO has focused on the object of handling COVID-19 since the declaration of COVID-19 as a pandemic phenomenon. Then, nationally, the COVID-19 Task Force was formed as a form of institutionalization for handling COVID-19. In Makassar City, several forms of institutionalization can be seen, such as the Makassar City COVID-19 Task Force, Raika, and a collection of COVID-19 volunteers. From these several factors, the COVID-19 phenomenon can then be categorized as a threat to health security. Considering the existential threat, speech act, and institutionalization of the COVID-19 phenomenon, it is imperative for every actor to immediately deal with the spread of COVID-19. The urgency of the policy in handling COVID-19 was then implemented by the Makassar City Government in the Makassar Recover policy. This is stated in the first point of the Makassar Recover policy, namely health immunity. This health immunity focuses on suppressing the rate of development of the spread of COVID-19 in Makassar City.

Although it is claimed to be an effective and innovative policy in tackling COVID-19 policies, this policy can also be seen as a policy that is a dilemma in handling COVID-19. Reflecting on the policy of the Government of Indonesia which chose to maintain two sectors, namely health and the economy. The Makassar Recover Policy with its three fields of health immunity, social adaptation, and economic recovery is conceptually implemented in stages, it is by the policy priorities that should be. However, according to an interview with the Makassar City Health Office, he said that the implementation of the policy was carried out simultaneously on these three factors. This then results in a

dilemma in determining priorities. Because if reviewed, the health sector is a field that requires more urgency than the economy. Because the health sector has a real threat while the economic sector is still at the stage of vulnerability.

After the declaration by WHO regarding the COVID-19 phenomenon as a pandemic, some opinions assumed it would have an impact on the economic crisis. In this case, state policies related to handling COVID-19 such as activity restrictions and lockdowns will have an influence on the running of the economy in a country. The weakening of the business sector can have an impact on increasing unemployment and poverty. So, some economic observers say that the COVID-19 phenomenon can cause a global crisis if it is not handled properly. According to the Organization for Economic Co-operation and Development (OECD) that the COVID-19 phenomenon can affect the decline in global Gross Domestic Product (GDP) from 2.9% to 2.4% in 2020. Restrictions on activities in handling COVID-19 hurt the economic sector in particular economic activities in the tourism and manufacturing industries (Ozili & Arun, 2020). The policy of restricting individual mobility then indirectly limits the movement of the economy in a country. Therefore, the COVID-19 phenomenon is a stressor for vulnerability in the economy and a threat to the health sector.

Vulnerability is a condition or situation that can occur at various levels such as national, individual, and group. In this case, the COVID-19 phenomenon gives a vulnerable nature to both sectors in each country, namely health and the economy. If we look at the occurrence of several pandemic diseases, all of them have an impact on health first and then spread to other sectors. Similar to the current COVID-19 phenomenon, all countries are focusing on the response process in the health sector. However, each country has also begun to think about the policy steps



**Tabel 2.** GDRP and GDRP Percapita Makassar City 2019-2021

|                                      | 2019       | 2020       | 2021       |
|--------------------------------------|------------|------------|------------|
| <b>GDRP Value (Billion)</b>          |            |            |            |
| ADHB                                 | 178.430,06 | 178.332,99 | 190.318,07 |
| ADHK                                 | 122.465,83 | 120.905,75 | 126.312,83 |
| <b>GDRP Per Kapita (Thousand Rp)</b> |            |            |            |
| ADHB                                 | 117,30     | 125,32     | 133,31     |
| ADHK                                 | 80,51      | 84,97      | 88,48      |
| <b>GDRP Growth Rate</b>              |            |            |            |
| PDRB/<br>GRDP                        | 8,79       | -1,27      | 4,47       |

*Source:* Central Bureau of Statistics for Makassar City, 2022

taken so that the negative impact of COVID-19 does not spread to other sectors. From an economic perspective, the perceived barriers are an indirect impact on the health sector. The implementation of several policies, especially on activity restrictions, forced economic actors to begin to adapt to this. This adaptation is carried out to keep the wheels of the economy running and not lead to a global crisis. However, the ability to adapt to the economic sector will help this possibility not happen. That is, this can still be anticipated with certain actions. This is different from the health sector, which has received a direct impact from COVID-19 in the form of a high death rate and wider spread.

The year 2020-2021 is a period of the COVID-19 pandemic, in which the City of Makassar then tries to adapt to the economic activity sector so that the wheels of the economy continue to run. In the GRDP (Gross Regional Domestic Product) growth of Makassar City in 2020, it failed to achieve the target in the previous year due to the COVID-19 pandemic. Even so, several sectors have had a positive impact and can support GRDP growth in other sectors. These sectors include construction, technology and information, and education services. The increase in these sectors is due to the adaptation of economic actors to policies related to COVID-19. As for the economic growth sector, Makassar City experienced a decline in the range of minus 1.27 in 2020. In 2021 then it will

increase again by 4,47% (Makassar City Government, n.d.). This shows a significant increase in the economic sector.

From some of the explanations above, we can see some of the differences experienced by Makassar City, especially during the handling of COVID-19. If we look at the concept of Human Security, the priority of policy in handling COVID-19 should be in the health sector first. Because when viewed from a threatening aspect, the object most threatened by the COVID-19 phenomenon is individual health. However, in terms of implementation of the policy, it seems that it is still less effective because it has not been able to determine policy priorities for what objects to protect. This then gave rise to several views and criticisms regarding the Makassar Recover policy. When viewed from the implementation point of view, several programs such as ship quarantine, Makassar Recover containers, and COVID-19 screening have failed in their implementation. The ship's quarantine is less effective because of the total capacity of the ship which should have been around 800, then only about 200 were filled. And if it is aligned with the budget used, around 2 billion is not worth the benefits generated. Regarding the Makassar Recover container, which until now has not been used as intended. The screening carried out by the volunteers drew criticism from the public which only created new crowds.

Therefore, according to the Makassar

Recover policy, it will be effective if it is implemented in stages rather than simultaneously for each program. In the first stage, an increase in health immunity was carried out for the people of Makassar City. Improving health immunity can be done in the form of vaccination. After the people of Makassar City have achieved what is called Herd Immunity, they will only move on to the second stage, namely social adaptation. At this stage, several steps and policies were introduced to encourage the economy to turn back in Makassar City. The last stage is an economic recovery that can be driven by city government policies and innovations that can be carried out by Micro, Small Medium Enterprises (MSMEs) actors. With the gradual implementation of the policy, it will produce an action that has a policy priority on the object that is threatened from the perspective of Human Security. Meanwhile, policies that are carried out simultaneously will result in an action that is in a dilemma and is less consistent with the object that should be secured first.

### **CONCLUSIONS, RECOMMENDATIONS, AND LIMITATIONS**

In Indonesia, the policy for handling COVID-19 is still considered to be in a dilemma in determining policy priorities between the health sector and the economic sector. This is seen by the policy that does not impose a lockdown so that the wheels of the economy can continue to run. However, this then results in policy ineffectiveness in both sectors. The number of COVID-19 confirmations has increased and the wheels of the economy have also slowed down. This phenomenon also occurred in the Makassar City area one of the cities that has a Makassar Recover policy in dealing with COVID-19 in Makassar. The Makassar Recover policy concept has accommodated economic and health sectors in creating the Human Security concept. However, in the

implementation of the policy, the central government still seems to be in a dilemma in determining the priority of policies that will be protected first. The Makassar City Government carries out health immunity programs, social adaptation, and economic recovery simultaneously. From a Human Security perspective, the three programs should be implemented in stages. Health security sectors must be a priority policy, cause it has an existential threat that requires immediate action. On the other hand, the gradual implementation of the Makassar Recover program will result in economic turnover for people with high health immunity. Because the wheels of the economy will not be able to spin on a sick society.

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