

# Public Resistance and Legitimacy in National Policy Implementation

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## Abstract

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This study aims to analyze the effectiveness and challenges of public policy implementation within the context of social resistance toward government policies that have wide-ranging impacts. Employing a comparative approach, the research explores the relationship between political legitimacy, legal effectiveness, and public participation in the implementation of legislative frameworks. The analysis was conducted by comparing the alignment between the normative principles contained in legal provisions and the social realities observed during their execution. The findings reveal that policy effectiveness is largely determined by the level of public participation, consistency of implementation, and the government's capacity to manage transparent political communication. Furthermore, the main challenges lie in the weak intergovernmental coordination, the discrepancy between legal norms and social values, and the emergence of public resistance due to perceptions of policy injustice. The study concludes that participatory, responsive, and legitimacy-oriented governance is essential as a foundational principle for achieving effective and sustainable legal policy implementation in the future.

## 1. Introduction

A health emergency is an extraordinary situation that demands a quick and coordinated response from the state to protect public safety. In such conditions, the government faces a dilemma between the need for decision-making efficiency and the obligation to uphold the principle of human rights (HAM). In modern government administration, governance in handling health emergencies must integrate policy effectiveness, transparency, accountability, and respect for the fundamental rights of citizens.<sup>1</sup> This challenge becomes apparent when the state utilizes extraordinary legal instruments, such as laws that grant broad authority to the government in managing crisis situations, including fiscal policy and the regulation of community activities.

In the theory of emergency constitutional law, the principle of the rule of law is not entirely suspended but is adjusted so that the function of government continues.<sup>2</sup> Every policy must have a rational legal basis to prevent the abuse of power. According to Pratiwi et al.<sup>3</sup> the use of emergency law must not negate constitutionalism because legal legitimacy during a crisis still depends on respect for human rights. In the health context, this means that every emergency action, such as social restrictions, quarantine, or the reallocation of health budgets, must be carried

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<sup>1</sup> Dumilah Ayuningtyas, Hayyan Ul Haq, Raden Roro Mega Utami, and Sevina Susilia. "Requestioning the Indonesia government's public policy response to the COVID-19 pandemic: black box analysis for the period of January–July 2020." *Frontiers in Public Health* 9 (2021): 612994.

<sup>2</sup> Qurrata Ayuni, Satya Arinanto, Fitra Arsil, and Maria Farida Indrati. "Concept and Implementation on the State of Emergency in Indonesia: Outlook to Strengthen Checks and Balances during Crisis." *Revista de Investigações Constitucionais* 9, no. 1 (2022): 11-36.

<sup>3</sup> Cekli Setya Pratiwi, Pricha Listiningrum, and Muhammad Anis Zhafran Al Anwari. "Critiques on Contemporary Discourse of International Human Rights Law: a Global South Perspective." *Human Rights in the Global South (HRGS)* 1, no. 1 (2022): 1-11.

out proportionally so as not to violate the right to life and the right to obtain medical services.

The involvement of human rights principles in emergency health policy demands a balance between the interest of maintaining public order and the obligation to protect individual freedom.<sup>4</sup> Policies on mobility restrictions, medical resource allocation, and the implementation of health protocols must be transparent and subject to public oversight. Hartanto et al.<sup>5</sup> affirm that good governance in emergency policy can only be realized if accompanied by mechanisms for public oversight and participation.

The state needs to act quickly to prevent widespread health and economic impacts, but these actions must not ignore the principles of democracy and public participation.<sup>6</sup> According to Ekowati,<sup>7</sup> emergency law functions to balance public safety and the protection of constitutional rights. Without this balance, the legitimacy of emergency policies will weaken and potentially lead to public distrust of the government.

Law Number 2 of 2020 holds a strategic position as the legal basis for the government in managing crisis situations. This regulation provides flexibility in fiscal

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<sup>4</sup> Tat Marlina, Duwi Handoko, and Riadi Asra Rahmad. "Problems of Fulfillment of the Right to Expect Opinions and Violations of the Right to Health in Indonesia." *PENA LAW: International Journal of Law* 1, no. 1 (2022): 43-54.

<sup>5</sup> Dadang Hartanto, Juhriyansyah Dalle, A. Akrim, and Hastin Umi Anisah. "Perceived effectiveness of e-governance as an underlying mechanism between good governance and public trust: a case of Indonesia." *Digital Policy, Regulation And Governance* 23, no. 6 (2021): 598-616.

<sup>6</sup> Rina Agustina, Teguh Dartanto, Ratna Sitompul, Kun A. Susiloretni, Endang L. Achadi, Akmal Taher, Fadila Wirawan et al. "Universal health coverage in Indonesia: concept, progress, and challenges." *The Lancet* 393, no. 10166 (2019): 75-102.

<sup>7</sup> Debby Ekowati. "Emergency Law In The Indonesian Legal System." *Jurnal Hukum Progresif* 10, no. 2 (2022): 112-126.

policy and accelerates budget reallocation to respond to extraordinary circumstances. However, as stated by Berlinger et al.<sup>8</sup> this Law does not regulate substantial aspects of the health sector, such as medical service standards, hospital obligations, medical personnel authority, quarantine protocols, and medical ethics. Consequently, there is a gap between fiscal legal legitimacy and the need for public health protection. In practice, emergency health policies often rely on administrative decisions rather than substantive legal norms, thus limiting their effectiveness in ensuring public safety.

From an institutional perspective, Nugroho et al.<sup>9</sup> assess that the success of implementing emergency law is highly influenced by inter-agency coordination and the readiness of the national health system. Disparities in medical resources and facilities across regions hinder the effectiveness of policy implementation. This condition indicates that the effectiveness of law is determined not only by written regulations but also by the capacity of implementing institutions to translate norms into responsive actions.

Waluyo et al.<sup>10</sup> reminds that emergency law not balanced by control mechanisms can pave the way for the abuse of power. Therefore, every form of legal flexibility must be executed within a framework of transparency and accountability so as not to contradict humanitarian values. In the health context, the urgency of

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<sup>8</sup> Nancy Berlinger, Matthew Wynia, Tia Powell, D. Micah Hester, Aimee Milliken, Rachel Fabi, and N. P. Jenks. "Ethical framework for health care institutions responding to novel Coronavirus SARS-CoV-2 (COVID-19) guidelines for institutional ethics services responding to COVID-19." *The Hastings Center* 12, no. 3 (2020): 1-12.

<sup>9</sup> Budi Sulistiyo Nugroho, Irma Rachmawati Maruf, BMAS Anaconda Bangkara, Imam Jayanto, and Kholis Ernawati. "Understanding best practices in public health services and leadership in indonesia." *Science Midwifery* 10, no. 2 (2022): 1141-1148.

<sup>10</sup> Travis Tio Pratama Waluyo, Elizabeth Calista, Danielle Putri Ratu, Tasya Safiranita Ramli, and Ahmad M. Ramli. "The Indonesian Electronic Information and Transactions within Indonesia's Broader Legal Regime: Urgency for Amendment?." *Jurnal HAM* 12 (2021): 533.

emergency law lies not only in its ability to provide a basis for rapid government action but also in its function as a protector of the right to health and public safety.

Based on this framework, this research is directed at answering two main questions. First, how is the application, efficiency, and effectiveness of legal instruments regulating the handling of health emergencies in the context of human rights-based government governance. Second, what are the main challenges in implementing the said law and what is the urgency of strengthening the governance aspect, particularly in ensuring a transparent, accountable, and just public health system

## **2. Methods**

This research employs the comparative method as the primary approach to analyze the effectiveness of policy implementation and the challenges that arise in the process of implementing a law. This method is chosen because it is capable of providing an in-depth understanding through a comparison between two or more analytical objects that share substantive similarities but differ in the context of application and policy outcomes. In public policy research, the comparative method serves to identify differences, similarities, and causal relationships between social, political, and legal factors that influence the success or failure of a policy.

This approach is carried out by analyzing the normative structure of the prevailing law, especially concerning its purpose of formation, fundamental principles of execution, and its impact on society. The analysis is conducted through a review of academic literature, legal studies results, and empirical findings from

previous research. Thus, this method not only emphasizes the formal juridical aspects but also considers the social and political dimensions that influence the implementation of a public policy.

The first step in applying the comparative method is to identify the main aspects of the regulation that is the focus of the study. After that, grouping is carried out based on analytical themes such as implementation effectiveness, the level of public resistance, and the degree of legitimacy obtained from the policy implementation process. The next step is to compare the results of this analysis with the theoretical framework and legal principles underlying the formation of the law, to see the extent to which its application aligns with the principles of good governance.

In the analysis stage, this research focuses on the comparison between the ideality of the legal norms contained in the law and the reality of their application in public policy practice. With this method, researchers can assess the extent to which legal effectiveness can be measured not only by adherence to norms but also by the extent to which these norms are internalized in the behavior of policy implementing actors. Furthermore, this method allows for the testing of social dynamics that emerge due to policy implementation, including the forms of public resistance that develop and the government's strategy in maintaining the policy's legitimacy.

Finally, the results of this comparative analysis are used to draw conceptual and empirical conclusions regarding the effectiveness of a policy and the challenges of its application. This approach is descriptive-analytical, where the comparison results do not only describe differences but also explain the factors that cause

variations in policy effectiveness and legitimacy. Thus, the comparative method becomes an essential tool for understanding the reciprocal relationship between policy, society, and the political system that shapes them.

### **3. Results and Discussion**

#### **3.1. The Relationship between Policy Effectiveness and Political Legitimacy in Government Governance**

Law Number 2 of 2020 is a legal instrument designed to provide a juridical basis for the government in handling health and economic emergencies quickly, effectively, and coordinatedly. The main objective of this regulation is to strengthen the state's response to extraordinary situations through fiscal policy flexibility and the regulation of adaptive government administration. In the context of public governance, the application of this law marks a paradigm shift from a bureaucratic administrative system towards a crisis-responsive government model.<sup>11</sup> However, its effectiveness is determined not only by the speed of policy implementation but also by the extent to which the principles of accountability and transparency are maintained throughout its execution.

The application of Law No. 2 of 2020 demonstrates an effort to simplify the decision-making process which had been hampered by procedural complexities in state finance. The principle of efficiency is realized through mechanisms for accelerating budget reallocation and fiscal policies that can be changed without

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<sup>11</sup> Dumilah Ayuningtyas, Hayyan Ul Haq, Raden Roro Mega Utami, and Sevina Susilia. "Requestioning the Indonesia government's public policy response to the COVID-19 pandemic: black box analysis for the period of January–July 2020." *Frontiers in Public Health* 9 (2021): 612994.

conventional legislative processes. Normatively, this policy aligns with the spirit of emergency law as explained by Pratiwi et al.<sup>12</sup> that in extraordinary situations, the state is allowed to take rapid steps to prevent greater losses for the community. Nevertheless, this mechanism raises juridical debate because it grants broad discretionary space to the executive in state financial management, making the potential for weak oversight an important issue that needs attention.<sup>13</sup>

In the context of the health sector, this legal efficiency has direct implications for the management of public funds for the medical sector, hospitals, and the provision of health equipment. Law No. 2 of 2020 opens up opportunities for flexibility in using the budget to support emergency health services, but it does not explicitly regulate health service standards, hospital obligations, medical personnel authority, quarantine or clinical isolation protocols, or medical ethics aspects. The absence of such substantive regulation creates a legal gap between emergency fiscal management and public health protection. In this case, emergency law only functions as a financial instrument, not as a normative device that guarantees the safety of health personnel and patients in crisis situations.

Policy efficiency in the context of Law No. 2 of 2020 can indeed be seen from its ability to reduce administrative hurdles, especially in financing public policies

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<sup>12</sup> Cekli Setya Pratiwi, Pricha Listiningrum, and Muhammad Anis Zhafran Al Anwari. "Critiques on Contemporary Discourse of International Human Rights Law: a Global South Perspective." *Human Rights in the Global South (HRGS)* 1, no. 1 (2022): 1-11.

<sup>13</sup> <sup>13</sup> Nancy Berlinger, Matthew Wynia, Tia Powell, D. Micah Hester, Aimee Milliken, Rachel Fabi, and N. P. Jenks. "Ethical framework for health care institutions responding to novel Coronavirus SARS-CoV-2 (COVID-19) guidelines for institutional ethics services responding to COVID-19." *The Hastings Center* 12, no. 3 (2020): 1-12.

during a crisis. However, as stated by Ayuni et al.<sup>14</sup> legal efficiency must not sacrifice the prudence principle in state budget management. Within the framework of good governance, efficiency must go hand-in-hand with accountability and public openness. The lack of clear evaluation mechanisms for the use of emergency health funds has the potential to erode public trust in the government and create a risk of imbalance in the allocation of health resources. Therefore, the effectiveness of an emergency law is not only measured by its ability to stabilize the situation but also by how the process maintains legal legitimacy and social justice in the public health sector.

According to Agustina et al.<sup>15</sup> the success of implementing Law No. 2 of 2020 depends on the balance between policy speed and the protection of citizens' rights. In the health context, this means the state must ensure fair access to medical services, protection for health personnel, and guaranteed patient safety during the crisis. The efficient application of emergency law must not be an excuse to negate democratic control, including transparency in public health policy. In good governance, effectiveness is defined as the state's ability to achieve public health and security without causing human rights violations. This view aligns with Marlina et al.<sup>16</sup> who

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<sup>14</sup> Qurrata Ayuni, Satya Arinanto, Fitra Arsil, and Maria Farida Indrati. "Concept and Implementation on the State of Emergency in Indonesia: Outlook to Strengthen Checks and Balances during Crisis." *Revista de Investigações Constitucionais* 9, no. 1 (2022): 11-36.

<sup>15</sup> Rina Agustina, Teguh Dartanto, Ratna Sitompul, Kun A. Susiloretni, Endang L. Achadi, Akmal Taher, Fadila Wirawan et al. "Universal health coverage in Indonesia: concept, progress, and challenges." *The Lancet* 393, no. 10166 (2019): 75-102.

<sup>16</sup> Tat Marlina, Duwi Handoko, and Riadi Asra Rahmad. "Problems of Fulfillment of the Right to Expect Opinions and Violations of the Right to Health in Indonesia." *PENA LAW: International Journal of Law* 1, no. 1 (2022): 43-54.

emphasize that the state has a constitutional responsibility to ensure emergency policies continue to respect the right to health and public safety.

From an implementation perspective, the effectiveness of Law No. 2 of 2020 shows variations across government sectors. Nugroho et al.<sup>17</sup> state that the effectiveness of the regulation is highly influenced by institutional capacity and inter-agency coordination. On one hand, this regulation accelerates the distribution of social assistance and health budget support. However, on the other hand, implementation disparities are still found at the regional level, especially in the provision of emergency health facilities and the distribution of medical personnel. This condition illustrates that legal effectiveness depends not only on written norms but also on the readiness of the institutional structure, including the national health system, in carrying out emergency legal policies.

Hartanto et al.<sup>18</sup> assert that the effectiveness of emergency policy depends on the existence of strong oversight mechanisms. In the context of the health sector, external oversight such as financial audits of hospitals and public evaluation of quarantine policies are essential elements to maintain a balance between fiscal efficiency and public safety. However, in practice, provisions providing legal protection to policy implementing officials can weaken these oversight mechanisms. This condition raises a critical question about the extent to which efficiency can be

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<sup>17</sup> Budi Sulistiyo Nugroho, Irma Rachmawati Maruf, BMAS Anaconda Bangkara, Imam Jayanto, and Kholis Ernawati. "Understanding best practices in public health services and leadership in indonesia." *Science Midwifery* 10, no. 2 (2022): 1141-1148.

<sup>18</sup> Dadang Hartanto, Juhriyansyah Dalle, A. Akrim, and Hastin Umi Anisah. "Perceived effectiveness of e-governance as an underlying mechanism between good governance and public trust: a case of Indonesia." *Digital Policy, Regulation And Governance* 23, no. 6 (2021): 598-616.

carried out without sacrificing accountability, especially in the management of health facilities and services.

Furthermore, Ekowati,<sup>19</sup> emphasize the importance of clarity regarding the time limit for applying the state of emergency and the criteria for its termination. In the health context, this lack of clarity can result in overlapping authority between central and regional health institutions, as well as the potential for legal uncertainty for medical personnel in carrying out their duties. Without clear limits, the implementation of emergency health policies risks violating the right to medical services and patient privacy.<sup>20</sup>

Overall, the application of Law No. 2 of 2020 shows a significant effort to increase the efficiency of government governance during an emergency. However, its effectiveness in the health sector still requires support from a more comprehensive regulatory system, particularly concerning medical service standards, protection of health personnel, and professional ethics. As warned by Waluyo et al.<sup>21</sup> legal flexibility must not be a gateway for the abuse of authority that ignores the fundamental rights of citizens. Thus, the effectiveness and efficiency of implementing emergency law must always be balanced with the principles of constitutionalism, accountability, and the fulfillment of the right to health so that

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<sup>19</sup> Debby Ekowati. "Emergency Law In The Indonesian Legal System." *Jurnal Hukum Progresif* 10, no. 2 (2022): 112-126.

<sup>20</sup> Heriani, Istiana, Gunarto Gunarto, and Anis Masdhurohatun. "Legal protection of patient rights in Indonesia." *Srinwijaya Law Review* (2019): 75-85.

<sup>21</sup> Travis Tio Pratama Waluyo, Elizabeth Calista, Danielle Putri Ratu, Tasya Safiranita Ramli, and Ahmad M. Ramli. "The Indonesian Electronic Information and Transactions within Indonesia's Broader Legal Regime: Urgency for Amendment?." *Jurnal HAM* 12 (2021): 533.

emergency policies remain based on law that is fair, humane, and oriented towards public safety.

### **3.2. Challenges in Public Policy Implementation and the Urgency of Strengthening Government Legitimacy**

The most fundamental challenge in the implementation of Law Number 2 of 2020 lies in the institutional aspect and coordination between government agencies. This law provides the legal basis for the government to establish financial policies and the stability of the financial system in extraordinary situations, including health crises. However, as stated by Nugroho et al.<sup>22</sup> the implementation of emergency policies is often not balanced by solid coordination mechanisms between central and regional institutions. In practice, this inconsistency leads to inefficiency in policy implementation, especially in the distribution of health resources, the execution of emergency programs, and the synchronization of epidemiological data.

For example, in handling health crises, centrally established fiscal policies often do not match the real needs in the regions. This condition indicates weak system integration between agencies, which impacts the effectiveness of emergency law implementation. According to Berlinger et al.<sup>23</sup> weak coordination causes the application of emergency law to risk losing its target accuracy, as legal norms are not followed by adequate institutional readiness and bureaucratic capacity. The

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<sup>22</sup> Budi Sulistiyo Nugroho, Irma Rachmawati Maruf, BMAS Anaconda Bangkara, Imam Jayanto, and Kholis Ernawati. "Understanding best practices in public health services and leadership in indonesia." *Science Midwifery* 10, no. 2 (2022): 1141-1148.

<sup>23</sup> <sup>23</sup> Nancy Berlinger, Matthew Wynia, Tia Powell, D. Micah Hester, Aimee Milliken, Rachel Fabi, and N. P. Jenks. "Ethical framework for health care institutions responding to novel Coronavirus SARS-CoV-2 (COVID-19) guidelines for institutional ethics services responding to COVID-19." *The Hastings Center* 12, no. 3 (2020): 1-12.

effectiveness of emergency law, therefore, depends not only on the substance of the law but also on the government's administrative capacity to implement it.

Furthermore, Agustina et al.<sup>24</sup> highlights that Indonesia's bureaucratic structure, which tends to be hierarchical and slow, is an obstacle to the emergency law model that demands speed and adaptability. In the context of a health crisis, this affects the delays in decision-making related to the provision of medical services, the distribution of health equipment, and the implementation of disease control protocols. This condition reinforces the view that institutional reform and bureaucratic culture are key factors in increasing the effectiveness of emergency law oriented towards the protection of human rights and public health.

The second main challenge relates to accountability and oversight mechanisms for emergency policies. As noted by Hartanto et al.<sup>25</sup> Law No. 2 of 2020 provides legal protection for state financial policy implementing officials during an emergency. The purpose of this provision is to encourage the courage to make rapid decisions, but on the other hand, it opens up the potential for impunity and abuse of authority. In the context of health policy, such discretionary space can lead to inefficiency in the management of public funds, especially if oversight by the community and independent institutions does not function optimally.

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<sup>24</sup> Rina Agustina, Teguh Dartanto, Ratna Sitompul, Kun A. Susiloretni, Endang L. Achadi, Akmal Taher, Fadila Wirawan et al. "Universal health coverage in Indonesia: concept, progress, and challenges." *The Lancet* 393, no. 10166 (2019): 75-102.

<sup>25</sup> Dadang Hartanto, Juhriyansyah Dalle, A. Akrim, and Hastin Umi Anisah. "Perceived effectiveness of e-governance as an underlying mechanism between good governance and public trust: a case of Indonesia." *Digital Policy, Regulation And Governance* 23, no. 6 (2021): 598-616.

According to Marlina et al.<sup>26</sup> the dilemma between policy efficiency and human rights protection becomes increasingly complex when emergency administrative decisions are not accompanied by clear control mechanisms. In practice, policies emphasizing fiscal stability sometimes sideline equal access to health services, especially for vulnerable groups. Ekowati,<sup>27</sup> add that the ambiguity regarding the limits of the state of emergency exacerbates this problem because the government can expand its authority without a clear legal basis. The rule of law principle demands strict limitations on the duration and scope of the state of emergency, so that extraordinary power does not become permanent. Furthermore, Ayuni et al.<sup>28</sup> emphasize the importance of judicial review of emergency legal policies to ensure the consistency of government actions with constitutional principles and the fundamental rights of citizens. This oversight is crucial in ensuring that legal flexibility does not exceed the bounds of public policy rationality and continues to guarantee the right to health as part of human rights.<sup>29</sup>

The urgency of emergency law in the health sector is not only related to the speed of government action but also to the need to create a legal system responsive to multidimensional threats. Law No. 2 of 2020, although important as a fiscal foundation, has normative limitations because it does not explicitly regulate health

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<sup>26</sup> Tat Marlina, Duwi Handoko, and Riadi Asra Rahmad. "Problems of Fulfillment of the Right to Expect Opinions and Violations of the Right to Health in Indonesia." *PENA LAW: International Journal of Law* 1, no. 1 (2022): 43-54.

<sup>27</sup> Debby Ekowati. "Emergency Law In The Indonesian Legal System." *Jurnal Hukum Progresif* 10, no. 2 (2022): 112-126.

<sup>28</sup> Qurrata Ayuni, Satya Arinanto, Fitra Arsil, and Maria Farida Indrati. "Concept and Implementation on the State of Emergency in Indonesia: Outlook to Strengthen Checks and Balances during Crisis." *Revista de Investigações Constitucionais* 9, no. 1 (2022): 11-36.

<sup>29</sup> Zahara Nampewo, Jennifer Heaven Mike, and Jonathan Wolff. "Respecting, protecting and fulfilling the human right to health." *International Journal for Equity in Health* 21, no. 1 (2022): 36.

service standards, hospital obligations, medical personnel authority, quarantine or clinical isolation protocols, and medical ethics aspects. The absence of such substantive regulation indicates that this law was not designed as a health regulation but rather as a financial and administrative instrument.

The absence of technical norms in Law No. 2 of 2020 means that human rights protection in the health sector is not yet optimal, especially regarding the right to fair medical services, the safety of health personnel, and the guarantee of medical ethics in crisis situations. According to Pratiwi et al.<sup>30</sup> emergency law should function not only as a tool to accelerate decision-making but also as an institutional learning platform to strengthen national legal preparedness in facing health crises. Without norms encompassing ethical and medical professionalism dimensions, emergency policies risk creating an imbalance between policy effectiveness and the protection of human dignity. In this context, the principle of good governance, which demands transparency, accountability, and public participation, becomes the main guideline so that extraordinary policies do not sacrifice the individual's right to health.

Waluyo et al.<sup>31</sup> warns that a state of emergency can become an entry point for the centralization of power if not balanced by mechanisms of legal control and public participation. Therefore, the urgency of emergency law in the health sector is to ensure that every crisis policy remains within the boundaries of democratic law,

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<sup>30</sup> Cekli Setya Pratiwi, Pricha Listiningrum, and Muhammad Anis Zhafran Al Anwari. "Critiques on Contemporary Discourse of International Human Rights Law: a Global South Perspective." *Human Rights in the Global South (HRGS)* 1, no. 1 (2022): 1-11.

<sup>31</sup> Travis Tio Pratama Waluyo, Elizabeth Calista, Danielle Putri Ratu, Tasya Safiranita Ramli, and Ahmad M. Ramli. "The Indonesian Electronic Information and Transactions within Indonesia's Broader Legal Regime: Urgency for Amendment?." *Jurnal HAM* 12 (2021): 533.

respects humanitarian values, and guarantees fair access to health services for all citizens. Thus, the urgency of emergency law is not merely to accelerate the state's response to health threats but also to ensure that the legal system maintains a balance between the flexibility of government action and the protection of human rights. In the future, emergency law in the health sector must function as the foundation for adaptive, transparent, and just legal governance not only in facing extraordinary circumstances but also in strengthening national legal resilience to guarantee public health as a constitutional right of every citizen.

#### **4. Conclusion**

This research indicates that the effectiveness and legitimacy of a public policy are highly determined by the balance between the accompanying legal, social, and political dimensions. The application of strategic laws, such as in the realms of labor and government, demands an implementation system that is not only normative but also responsive to social dynamics. Legal effectiveness depends on the extent to which the government is able to integrate the principles of legal certainty, information openness, and public participation at every stage of policy formulation and execution.

Comparatively, the main challenges in public policy implementation lie in low public participation, weak coordination between levels of government, and the incompatibility between legal norms and community social values. These challenges highlight the need for adaptive, inclusive, and consistent policy governance. The urgency of strengthening political legitimacy arises when the government must

ensure that the resulting policies are not only legally valid but also gain strong social acceptance. Thus, the successful implementation of a law cannot be measured solely by the existence of complete legal instruments but also by the extent to which the regulation is capable of bridging the interests of the state and society. Participatory and communicative legal development becomes the main key to maintaining policy effectiveness and political stability in the future.

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