

# CHAPTER 1

## INTRODUCTION

### A. Background

At this time around the world, there has been a pandemic that impact sectors of human life. The World Health Organization (WHO) has designated coronavirus disease 2019 or COVID-19 as a pandemic threat. This has hampered several communities and government activities. People's concerns are increasingly felt by seeing an increase that is increasing day by day (Ristyawati, 2020). Seeing the increasing number of positive cases of COVID-19, of course, requires a policy and proper handling from the government.

President Jokowi held a press conference on March 31, 2020, to announce to the public the policies he had chosen to address COVID-19 as a global pandemic that Indonesians are currently facing. During the press conference, President Jokowi stated that the Indonesian government chose the Large-Scale Social Restriction (PSBB) policy to respond to health emergencies. Health quarantine is the legal basis for anticipatory policies based on Law No. 6 of 2018. Large-scale social restrictions are restrictions on certain activities in an area suspected of being infected with the coronavirus (Ristyawati, 2020).

The first confirmed case of COVID-19 in Indonesia was on March 12, 2020. This is not surprising because Indonesia has been late in confirming the positive case, even though flights from Wuhan (where COVID-19 originated) are still being carried out until January 23, 2020 (Rizaldi, 2020).

So far, the number of confirmed cases of COVID-19 has increased significantly. It was recorded that until October 22, 2020, the number of positive cases of Covid 19 in Indonesia was 4,432 people, 3,497 people recovered, while 102 people died (Anwar, 2020). We cannot say for sure how long this pandemic will end. As a government, you have to carry out various policies, ranging from regulations to daily activities.

This condition is, of course, very dangerous, the spread of the coronavirus with such enormity of course requires more serious handling from the central government to local governments. The impact of the coronavirus itself affects multi-dimensional aspects in the social, political, economic, and cultural fields. Therefore, serious handling is needed; otherwise, this pandemic will not end. Because the prevalence of the spread of the COVID-19 virus has touched all levels of society, from teenagers to

the elderly. If this is allowed, then Indonesia will lose both materially and non-materially (Rizaldi, 2020).

COVID-19 is a serious problem. Therefore, the role of the government is needed in the context of dealing with COVID-19. Government policies, in general, include: (1) staying at home; (2) social restrictions; (3) physical restrictions; (4) use of personal protective equipment (masks); (5) maintain personal hygiene (wash hands); (6) work and study at home; (7) postpone all activities that gather large numbers of people; (8) large scale social restrictions; until the last (9) the implementation of the new normal policy (Harjudin, 2020).

On April 13, 2020, the Indonesian government declared the Corona Virus a national disaster, based on Presidential Decree No. 12 of 2020 concerning the Determination of Non-Natural National Disasters for the Spread of Covid 19. The four points conveyed by the president in this decision are:

1. To declare a non-natural disaster caused by Corona Virus Disease 2019 (COVID-19) as a national disaster.
2. National disaster management caused by the spread of Corona Virus Disease 2019 (COVID-19) is carried out by the task force for the acceleration of handling Corona Virus Disease 2019 (COVID-19) following presidential decree No. 7 of 2020 concerning the task force for the acceleration of addressing Corona Virus Disease 2019 (COVID-19/ as amended by Presidential Decree No. 9 of 2020 concerning amendments to Presidential Decree No. 7 of 2020 regarding the task force for the acceleration of handling Corona Virus Disease 2019 (COVID-19) through synergy between ministries/agencies and local governments.
3. Governors, regents, and mayors as the head of the task force for the acceleration of handling Corona Virus Disease 2019 (COVID-19) in the regions, in setting policies in their respective regions, must pay attention to the policies of the central government.
4. This Presidential Decree shall come into force on the date it is stipulated (Seputra, 2020).

Following up on the decision, the Yogyakarta government, if the Governor of the Special Region of Yogyakarta issued Governor's Instruction No. 2 of 2020 regarding increasing awareness of the risk of transmission of Corona Virus Disease (COVID-19) infection.

To increase awareness of the risk of transmission of Corona Virus Disease (COVID-19) infection in the special regional government of Yogyakarta, by instructing to:

1. Regents/Mayors in DIY
2. Leaders of DIY Vertika agencies
3. Paniradya Pati/ DPRD secretary, Inspector, Head of Regional Service/Sat Pol PP/Head of Regional Liaison Agency/Head of Bureau/UPT in the DIY Local Government
4. Director of BUMD in the DIY Regional Government

For:

First: Regent and Mayor

- a. Carry out coordination with work units at regional officials in their respective regions.
- b. Mapping potential target groups to be given socialization on the risk of transmission of COVID-19 infection.
- c. Facilitate socialization regarding the risk of transmission of COVID-19 infection and its prevention and control.
- d. Fulfillment and monitoring of health service facilities in handling COVID-19 by the guidelines for preparedness to face COVID-19.
- e. Ensure that public places including markets, tourist attractions, airports, terminals, stations, malls, hotels, schools are clean and hygienic; and
- f. Forming an integrated information post for handling COVID-19 in each region (Yogyakarta G. D., 2020).

Yogyakarta is a city that is alive and growing (Wardiyanta, Sudarmadji, Nopirin, 2016). Yogyakarta as a privileged area whose government system is the Ngayogyakarta sultanate and the Pakualaman Duchy. In institutional terms, the governance and administration of Yogyakarta are regulated in a special regional regulation by upholding the principles of responsibility, transparency, and accountability.

Geographically, Yogyakarta is located in the southern part of the island of Java, precisely in the Central Java area. Based on the landscape, the city is divided into four physiological types: Mount Merapi, the Sewu Mountains, Kulon Progo, and the

lowlands. (Statistik, 2020). Based on the landscape, the distribution of the population of Yogyakarta is divided into several regencies, including Bantul Regency, Sleman Regency, Kulonprogo Regency, Gunung Kidul Regency, and Yogyakarta City.

Besides that, Yogyakarta is also a tourist city with much beauty, and an educational city with, lots of public and private universities. Not only that, but Yogyakarta is also famous for its culture, which has a lot of uniqueness and diversity (Suryanto, Ahmad Junaedi, Sudaryono, 2015). So we cannot deny that Yogyakarta is a place or destination for tourists, both domestically and abroad to travel and also study (college). Based on data from the Central Statistics Agency in 2020, the number of tourist visitors staying at star hotels in February 2020 was 56.32 percent, an increase of 3.39 points compared to the previous month which was recorded at 52.93 percent. Meanwhile, arrivals at Adisutjipto International Airport also experienced an increase, namely in February 2020 there were 277,456 people, and for passenger departures, in February 2020 there were 262,548 passengers (Statistik, 2020).

Then from that, the data on COVID-19 cases in the Special Region of Yogyakarta which recently experienced a drastic increase, namely 9287 confirmed cases, 2927 (+216) treated, 182 (+3) deaths, and 6178 (+74) cases (Diy P. , 2020). Therefore, the government of D.I. Yogyakarta itself said that the spread rate could be used as a warning for us, because some areas in Yogyakarta, such as Kasihan Bantul, have entered the red zone (Diy P. , 2020). Because epistemologically the D.I. Yogyakarta is an inseparable and dense area, and the number of tourist visitors and students is one of the government's centers of attention in COVID-19 in D.I. Yogyakarta.

Based on the background above, the authors chose the research location in the DI Yogyakarta Province, by conducting a study entitled "The Effectiveness of Handling COVID-19 by the Yogyakarta Special Region Government", and to see the efforts and results of handling COVID-19 by the D.I. government. Yogyakarta.

## **B. Problem Formulation**

Based on the background of the problem above, the problem in this study is formulated as follows : How is the effectiveness of handling COVID-19 by the government of the Special Region of Yogyakarta from the perspective of the Islamic

community organizations (NADHATUL ULAMA and MUHAMMADIYAH Disaster Management Center (MDMC)?

### **C. Research Objectives**

To determine the effectiveness of handling COVID-19 by the government of the Special Region of Yogyakarta from the community's perspective (NADHATUL ULAMA and MUHAMMADIYAH Disaster Management Center).

### **D. Research Benefits**

#### **1. Theoretical**

The results of this study can be used as a benchmark and evaluation for local governments in handling COVID-19 cases in Indonesia.

#### **2. Practical**

##### **a. Government**

Making this research a reference for evaluating the Yogyakarta local government in implementing policies for handling COVID-19 cases

##### **b. Public**

This study determines how the response and impact of the COVID-19 handling policy in Yogyakarta affect the community.

### **E. Literature Review**

There are 15 pieces of literature used to compare one study with another related to the title of this study. The 15 literature reviews are used as references or comparisons from previous studies related to this research including, from research conducted by (Ristyawati, 2020) explained that currently throughout the world there is a pandemic that has a considerable impact on all sectors of human life. The World Health Organization (WHO) has designated Coronavirus Disease 2019 or COVID-19 as a pandemic threat. Furthermore, research conducted by (Cahdijah 2020) revealed that the determination of the status of the COVID-19 Pandemic by the World Health Organization (World Health Organization) based on the number of virus spreads has increased significantly and is sustainable globally. The Government of Indonesia responded to this by setting the status of the COVID-19 outbreak as a National Disaster on March 14 which was started in Presidential Decree Number 12 of 2020 concerning the Determination of Non-Natural Disasters Spreading Corona Virus Disease 2019 (COVID-19) as National Disasters. Then (Harjudin 2020) explained that since the coronavirus (COVID-19) outbreak exposed Indonesia, it had claimed many lives. Hundreds of thousands of people have been infected, thousands of people have died,

and millions of people have felt the negative impact of the outbreak. The number of people infected and died from COVID-19 continues to increase from time to time. Even now, the curve shows an increasing number. The government has made various efforts to overcome the transmission of this virus, both prevention, and handling of infected victims, but has not been able to reduce the spread of the COVID-19 outbreak.

According to (Imas Novita 2020) explained that the World Health Organization released data that managed to infect 827,419 people in 203 countries with 827,419 cases and 40,777 deaths, which caused 4,291 people to die. The data that has been published on social media and even television that is seen by the public, creates very deep anxiety among the people. Meanwhile, (Rizaldi 2020) explained that the number of cases in Indonesia confirmed positive for the COVID-19 virus increased significantly. On April 19, the number of positive cases of COVID-19 in Indonesia was 6,575 people, 686 people recovered, while 582 people died (Kompas, 2020). Then on May 20, 2020, this number increased dramatically to 19,189 positive cases, while 4,575 people recovered and 1,242 people died (Nugraheny, 2020). If it is calculated since the first case on March 2, 2020, in about 2.5 months there will be an addition of around 19,187 people.

Therefore, President Jokowi held a press conference on March 31, 2020, to announce to the public the policies he had chosen to address COVID-19 as a global pandemic that Indonesians are currently facing. During the press conference, President Jokowi stated that the Indonesian government chose the Large-Scale Social Restriction (PSBB) policy to respond to health emergencies. Health quarantine is the legal basis for anticipatory policies based on Law No. 6 of 2018. Large-Scale Social Restrictions are restrictions on certain activities in an area suspected of being infected with the coronavirus (Ristyawati, 2020). And then explained again by (Seputra, 2020) Declare non-natural disasters caused by Corona Virus Disease 2019 (COVID-19) as national disasters. Declare non-natural disasters caused by Corona Virus Disease 2019 (COVID-19) as national disasters.

1. National disaster management caused by the spread of Corona Virus Disease 2019 (COVID-19) is carried out by the task force for the acceleration of handling Corona Virus Disease 2019 (COVID-19) by presidential decree No. 7 of 2020 concerning the task force for the acceleration of handling Corona Virus Disease 2019 (COVID-19/ as amended by Presidential Decree No. 9 of 2020 concerning

amendments to Presidential Decree No. 7 of 2020 regarding the task force for the acceleration of handling Corona Virus Disease 2019 (COVID-19) through synergy between ministries/agencies and local governments.

2. Governors, regents, and mayors as heads of the task force for the acceleration of handling Corona Virus Disease 2019 (COVID-19) in the regions, in setting policies in their respective regions must pay attention to the policies of the central government.
3. This Presidential Decree shall come into force on the date of stipulation.

Then according to (Nurfurqon, 2020), this corona pandemic causes negative effects on education, trade, industry, tourism, economy, and others. For example, in the economic sector, because of the many paralyzed activities that affect the economy, even the rupiah exchange rate has fallen to above 16,000 rupiahs / U.S.A Dollar. From the many casualties and the magnitude of the effects of the Corona Pandemic, every government, both central and local governments, must provide solutions and concrete policy policies that can suppress the COVID-19 number which is increasing day by day. Apart from the policies issued by the government, one of the important things that must be done is the synergy between the central government and local governments. According to (Herdiana, 2020), the government's efforts in various countries in tackling COVID-19 gave rise to two concepts, namely Social Distancing and Lockdown. The concept of Social Distancing in a public policy perspective can be interpreted as a form of government effort in controlling the spread of disease while still providing access to residents in an area to carry out certain activities, especially to meet their survival even though it is based on the boundaries that have been made. Moreover the concept of Lockdown in a public policy perspective is a form of government effort in controlling the spread of disease where there is a prohibition on access to enter and exit an area, residents in an area that have been infected are prohibited from carrying out activities including efforts to fulfill their survival so that people are required to stay in the area. House or a place that has been provided by the government so as not to be infected with the disease. Therefore according to (Raharjo, 2020) explained that the regional government is the most responsible element in its territory in handling COVID-19.

Regional heads are required to make technical decisions that should not conflict with central government regulations. This is a problem at the local government level. There are regional heads who make technical policies that are not following central regulations. For example, the Tegal district government took action on Local Lockdown without the central government's approval. This technical policy is causing problems. The action taken by the Tegal district government from the scientific perspective of public policy is called policy discretion. Policy discretion is commonly exercised when there is an emergency so that tactical decisions must be made. Each regional head has carried out various technical policies to deal with COVID-19. More authority to local governments should be given. This is because the local government better understands the conditions in the area. So that tactical efforts can be made to the maximum.

Apart from that according to (Irvani, 2020) explained that residents who did not obey the rules related to the PSBB and health protocols were mainly due to having to work outside the home. Disobedience to PSBB policies and health protocols is proven to be related to the socio-economic background of the residents. Residents who used to work before COVID-19 tend to violate PSBB. As a result, to prevent the further spread of COVID-19, it is difficult to rely on PSBB. Residents who have a negative attitude towards the PSBB have more educational backgrounds and lower incomes. Income and education are closely related. Because his income is low, he cannot live without regularly working outside the home unless he gets social security while staying at home and not working. Because the state's capacity is limited, the PSBB is broadly not a realistic policy. The current policy of loosening PSBB with a "New Normal Order" is a consequence of the state's limited capacity. Residents who are Muslim and male tend to be disobedient to PSBB and health protocols. More special attention to this community group must be given to prevent the spread of the COVID-19 outbreak.

According to (Wardiyanta, Sudarmadji, Nopirin, 2016) explained that Yogyakarta has a variety of cultural potentials, tourist objects, and attractions (ODTW) as well as readiness in terms of supporting tourism activities and supporting industries for tourism activities, including transportation, accommodation, restaurants and restaurants, souvenir industry and the Travel Bureau (BPW). Therefore, we cannot deny that Yogyakarta's presence is the government's responsibility in suppressing the number of positive cases of COVID-19. Then (Suryanto 2015) also explained that Yogyakarta was built based on Socio-Cultural and Religious concepts, namely the existence of the



Pathok Negoro Mosque. The spatial structure and pattern formed by the spatial components which symbolize these cultural concepts, lead to a certain type of city image, namely monumental and defense images. Not only that, but Yogyakarta is also identically referred to as the city of education. With the presence of tourists, students, and nomads in Yogyakarta during a pandemic like this, government preparedness is needed through policies and prevention processes.

Then according to (Ramdani 2017) Policy can be defined as a series of program plans, activities, actions, decisions, attitudes, to act or not to act by the parties (actors), as stages for solving the problems encountered. Policy setting is an important factor for the organization to achieve its goals.

According to (Mutiarin 2016), Policies are essentially decisions or choices of actions that directly regulate the management and distribution of natural, financial, and human resources for the public interest, namely the people, residents, communities, or citizens. The policy is also the result of synergy, compromise, or even competition between various ideas, theories, ideologies, and interests that represent the political system. Besides that, effectiveness in a policy is also very important in the policy process. Then according to (Dian Purwanti, 2018), Effectiveness is the range of efforts of a program as a system with certain resources and means to fulfill its goals and objectives without crippling those methods and resources and without putting undue pressure on its implementation.

**Table 1.1**  
**List of literature review**

No	Writer's name	Research Title	Research result
1.	(Ristyawati, 2020)	Effectiveness of Large-Scale Social Restrictions policy during a Pandemic	The PSBB policy is effective if it is by the 1945 Constitution of the Republic of Indonesia. There must be real disclosure of public information to the public regarding the map of the distribution of COVID-19 patients.

2.	(Chadijah, 2020)	Harmonization of authority to handle the COVID-19 pandemic between the central government and local governments	The harmonization of the handling of the pandemic is marked by providing health facilities, providing education on the dangers of COVID-19 to the entire community by mobilizing all stakeholders to participate in dealing with COVID-19, and providing social safety nets and dealing with economic impacts.
3.	(Harjudin, 2020)	The dilemma of handling COVID-19: between government legitimacy and public compliance	To handle the COVID-19 outbreak, the government experienced a legitimacy crisis so that it was difficult to obtain public compliance to comply with its policies related to handling the outbreak.
4.	(Imas Novita Juaningsih, Yosua Consuello, Ahmad Tarmidzi, Dzakwan NurIrfan, 2020)	Optimizing government policies in handling COVID-19 for the Indonesian people	Implementing Large-Scale Social Restrictions (PSBB) is a preventive measure that the government is currently implementing.
5.	(Rizaldi, 2020)	Responding to the logic of State policies in dealing with the COVID-19 Pandemic in Indonesia	With the increasing number of positive cases of COVID-19 in Indonesia, the government issued policies including closing schools, universities, working from home, worshipping from home, conducting rapid mass tests, providing social assistance, issuing appeals for social distancing, and physical distancing, and implementing social distancing. Large-scale social restrictions (PSBB).

6.	(Seputra, 2020)	The effect of policy implementation on the effectiveness of handling COVID-19 by the local government of Kerinci Regency	There are four factors that the government must pay attention to in implementing policies, namely: communication, disposition, resources, and bureaucratic structure.
7.	(Nurfurqon, 2020)	Analysis of local government policies in handling COVID-19	This corona pandemic has caused negative effects in education, trade, industry, tourism, economy, and others. For example, in the economic sector, because of the many paralyzed activities that affect the economy, even the rupiah exchange rate has fallen to above 16,000 rupiahs / U.S.A Dollar.
8.	(Herdiana, 2020)	Construction of the concept of Social Distancing and Lockdown in a public policy perspective	Government efforts in various countries in tackling COVID-19 have given rise to two concepts: social distancing and lockdown.
9.	(Raharjo, 2020)	Regional government tactical policies on the island of Java in handling COVID-19	Local governments are the most responsible element in their area in handling COVID-19. Regional heads are required to make technical decisions. Policy discretion is commonly exercised when there is an emergency so that tactical decisions must be made. This is because the local government better understands the conditions in the area. So that

			tactical efforts can be carried out optimally.
10.	(Irvani, 2020)	Attitudes and behavior of citizens towards policies for handling the COVID-19 outbreak	Residents who do not obey the rules related to PSBB and health protocols, mainly because of the need to work outside the home. Disobedience to PSBB policies and health protocols is proven to be related to the socio-economic background of the residents.
11	(Wardiyanta, Sudarmadji, Nopirin, 2016)	Exploratory Study of Yogyakarta as a Sender of Family Travelers	Yogyakarta has a variety of cultural potentials, tourist objects, and attractions (ODTW) and readiness in terms of supporting tourism activities and supporting industries for tourism activities, including transportation, accommodation, restaurants and restaurants, souvenir industry, and the Travel Bureau (BPW).
12	(Suryanto, Ahmad Junaedi, Sudaryono, 2015)	Cultural Aspects in the Privilege of Yogyakarta City Spatial Planning	Yogyakarta was built based on socio-cultural and religious concepts, namely the existence of the Pathok Negoro Mosque. Not only that, but Yogyakarta is also identically referred to as the city of education. So many tourists and students choose Yogyakarta as a destination for education and tourism.
13	(Ramdhani, 2017)	General Concept of Public Policy Implementation	The implementation of public policy is influenced by several factors, including authority, resources, communication, and disposition.

14	(Mutiarin, 2016)	Public Perceptions of the Services of the Health Social Security Administering Body at the Morgan Hospital, Sleman DIY	The success of policy implementation is based on scientific theories and principles are too many and complex, clear accountability procedures, responsible, parties must be involved in policy formulation, regular monitoring, and evaluation, and pay attention seriously to policy formulation.
15	(Dian Purwanti, 2018)	The effectiveness of the new student admission policy of the zoning system for vulnerable students to continue their education	Implementing the zoning system policy in 2018/2019 is more effective than implementing the policy in the 2017/2018 school year.

## F. Theoretical Framework

### 1. Effectiveness

Effectiveness comes from the English "effective" which means successful, or something has been done successfully. In the scientific dictionary defines effectiveness as the accuracy of use, supporting goals or useful results. Soewarno (1994:16) argues that "Effectiveness is a measure in the sense of achieving predetermined goals". This opinion is in line with Hidayat in the journal Setiawan, (2014) which states that: "Effectiveness is a measure that states how far the target (quantity, quality and time) has been achieved. Where the greater the percentage of targets achieved, the higher the effectiveness".

In his journal Mutiarin & Gaddafi, (2017), Effendy argues that effectiveness is communication in achieving goals following with the budgeted cost, the time specified and the number of personnel that has been determined (Khadafi, 2017). Hadayingrat (1996) in his book entitled Principles of Organizational Management,

he argues that effectiveness is a measure that means the achievement of predetermined goals and objectives.

Meanwhile, effectiveness comes from, which means an effect or desired result of an action. The general encyclopedia states that what is meant by effectiveness shows the level of achievement of a goal.

The word effective comes from the English language, namely effective which means successful. In popular scientific dictionaries, 'effectiveness' can be defined as determination (Misnawati, 2016).

According (Dian Purwanti, 2018) Effectiveness is a measure that states how far the target quantity, quality, and time have been achieved Is the greater the percentage of targets achieved, the higher the effectiveness.

Furthermore, Georgopolous and Tannenbaum (1985:50), stated: "Effectiveness is viewed from the point of view of achieving goals, where the success of an organization must consider not only organizational goals but also mechanisms to defend themselves in pursuing goals. In other words, the assessment of effectiveness must be related to the problem of goals and objectives (Dian Purwanti, 2018).

Then according to (Ramdhani, 2017), Effectiveness is related to the achievement of predetermined results, or the achievement of the objectives of the implementation of the action, which is related to aspects of technical rationality and is always measured by-product or service units (Dunn, 2003). In implementing public policy, effectiveness is measured by achieving the goals and targets set in public policy.

Furthermore, the criteria or measures regarding the achievement of objectives are effective or not, as stated by Siagian (1978:77) (Dian Purwanti, 2018), as follows:

- a. Clarity of goals to be achieved
- b. The process of analysis and formulation of a solid policy, related to the objectives to be achieved and the strategy that has been determined, means that the policy must bridge the objectives with the efforts to implement operational activities.
- c. The clarity of the strategy for achieving goals, it is known that the strategy is "on the track" which is followed in making various efforts to achieve the specified goals.

- d. Availability of work facilities and infrastructure, one indicator of organizational effectiveness, is the ability to work productively. With the facilities and infrastructure available and may be provided.
- e. Effective and efficient implementation.
- f. An educational system of supervision and control, considering human nature is not perfect, the organization's effectiveness requires a system of supervision and control.

## **2. Public Policy**

The policy is an instrument of government, not only in the sense of government which only concerns the state apparatus, but also governance that touches on the management of public resources. In essence, policies are decisions or choices of direct actions that regulate the management and distribution of natural, financial, and human resources for the public interest, namely the community or citizens. The policy is also the result of synergy, compromise, and even competition between various ideas, theories, ideologies, and interests representing a country's political system (Mutiarin, 2016).

Bridgeman dan Davis (2004) (Mutiarin 2014), explained that public policy has at least three interrelated dimensions, namely as a goal (Objective), as a legal or legal choice of action (Authoritative Choice), and as a hypothesis (Hypothesis).

### **A. Public policy as a goal**

The policy is a means to an end, a tool to achieve a goal. Public policy is a set of government actions designed to achieve certain outcomes expected by the public as government constituents. Therefore, a good policy will avoid this trap by explicitly formulating:

- 1. An official statement regarding the choice of actions to be taken
- 2. The cause and effect model that underlies the policy
- 3. The results to be achieved within a certain time

### **B. Public policy as a legal choice of action**

The choice of action in the policy is legal or authoritative because it is made by institutions that have legitimacy in the government system. The decision is binding on citizens and the government, to implement something or implement certain programs.

Then, that policy can be seen as an official response to a public issue or problem. This means that public policy includes:

1. Purpose.

Public policy is always concerned with achieving government goals through the application of public resources.

2. Decision.

Making decisions and testing their consequences.

3. Structure.

Structured with the players and the steps are clear and measurable.

4. Action.

Actions of a political nature that express the selection of priority programs of the executive agency.

### **C. Public policy as a hypothesis**

Policies are made based on theories, models, or hypotheses regarding cause and effect. Policies always rely on assumptions about behavior. Policies always contain incentives that encourage people not to do something. The policy must be able to unify estimates (projections) regarding the success to be achieved and the mechanism for overcoming failures that may occur (Mutiarin, 2016).

According to Eston, the definition of public policy is the forcible allocation of values to all members of society. Laswell and Kaplan also define public policy as a program of achieving goals, values in directed practice. Then Pressman and Widavsky as quoted by Budi Winarno (2002:17) define public policy as a hypothesis that contains initial conditions and consequences that can be predicted (Taufiqurakhman, 2014).

Meanwhile, Robert Eyestone, as quoted by Leo Agustino (2008:6) (Taufiqurakhman, 2014) defines public policy as the relationship between government units and their environment. Furthermore according to Nugroho, there are two characteristics of public policy, namely :

- a. Public policy is easy to understand because its meaning is things that are done to achieve national goals;
- b. Public policy is easy to measure, because the measurement is clear, namely the extent to which progress has been made in achieving the goals.

Meanwhile, Woll, as quoted by Tangkilisan (2003: 6) states that public policy is several government activities to solve problems in society, both



directly and through various institutions that affect people's lives. Not much different from James E. Anderson, as quoted by Islamic (2009:17), reveals that policy is a series of actions that affect certain goals followed and implemented by an actor or group of actors to solve a particular problem. (Taufiqurakhman, 2014).

From the definition of the experts above, it can be concluded that public policy is: "a series of policy decisions taken by a person or group of people to realize certain goals in society".

Then James E. Anderson as quoted by Suharno (2010: 24-25), conveyed the categories of public policy as follows:

1. Substantive policies and procedural policies.

The substantive policy is a policy that concerns what the government does. While the procedural policy is how the substantive policy is implemented.

2. Distributive and regulatory policies versus redistributive policies.

Distributive policy concerns the distribution of services or benefits to communities or individuals. Regulatory policies are policies in the form of restrictions or prohibitions on the behavior of individuals or community groups. While redistributive policies are policies that regulate the allocation of wealth, income, ownership, or rights among various groups in society.

3. Material policy and symbolic policy.

Material policies are policies that provide comprehensive resource benefits to the target group. While symbolic policies are policies that provide symbolic benefits to the target group (Taufiqurakhman, 2014).

There are five stages in the policy analysis process according to (Taufiqurakhman, 2014) :

1. Problem formulation

Characteristics of problem formulation are to provide information about the conditions that cause problems.

2. Forecasting (Forecasting)

The characteristic of forecasting is to provide information about the future consequences of implementing alternative policies, including if they do not make policies.

3. Policy recommendations.

The characteristics of policy recommendations are to provide information about each alternative's net benefits and recommend policy alternatives that provide the highest net benefits.

4. Policy monitoring

The characteristic of policy monitoring is to provide information about the current and past consequences of implementing alternative policies, including the constraints.

5. Policy evaluation.

Provide performance information.

### **3. Policy implementation**

Policy implementation is a way for the policy to achieve its objectives. To implement public policy, there are two options: directly, implementing it in the form of a program or through the formulation of derivative policies or derivatives of these public policies. A series of policy implementations can be observed, starting from programs, projects, and activities. Policies are derived in the form of programs which are then reduced to project projects and finally manifest in activities, whether carried out by the government, the community, or in collaboration between the government and the community (Alamsyah, 2016).

Based on the above opinion, the sources of resources to achieve the goals that the public policymakers have previously set include three mutually supportive elements: human, resources, budgetary capabilities, and organizational capabilities carried out by the government and the private sector (individually or in groups).

According to Grindle, (in Abdul Wahab, 1997) that actual policy implementation is not only concerned with the mechanism of elaborating political decisions into routine procedures through bureaucratic channels but more than that, concerning issues of conflict, decisions, and who gets what from a policy (Alamsyah, 2016).

The policy implementation phase will not begin until policy formulation sets the goals and objectives in advance. Thus, the policy implementation phase occurs only after the law is enacted and funds are provided to finance the implementation

of the policy. Policy implementation is an experimental stage and is different from policy formulation as a theoretical stage.

Anderson (1978:25) suggests: "Policy implementation is the application by government's administrative machinery to the problem". Then Edward (1980:1) explained that: "Policy implementation is the stage of policymaking between the establishment of a policy. And the consequences of the policy for the people whom it affects". Based on the explanation above, Tachjan (2006: 5) concludes that the implementation of public policy is a process of administrative activities carried out after the policy is determined and approved (Alamsyah, 2016).

Lester Stewart, (2008:108) explains that policy implementation is known by two approaches, "a top-down approach which is similar to command and control and a bottom-up approach which is similar to the market approach. The top-down or command and control approach is carried out in a centralized manner starting from the actors at the central level. The top-down approach starts from the perspective that different administrators or bureaucrats must carry out political decisions (policies) that policymakers have set at lower levels (Almansyah, 2016).

Tatjana (2006:26) explains the elements of absolute policy implementation, 1) implementing elements, 2) the existence of programs implemented, and target groups or target groups.

The programs included in the public policy implementation program are:

- a. Designing programs detailed tasks, formulating of clear objectives, determination of clear performance measures and costs and time.
- b. Implement the program by utilizing the structure and personnel of funds and other sources, procedures, and appropriate methods.
- c. Build a system of scheduling, monitoring, and adequate monitoring facilities and evaluation (results) of policy implementation (Alamsyah, 2016).

According to Bridgman and Davis as quoted by Suharto (2007) (Mutiarin 2016), There is much literature that shows the conditions for successful policy implementation, namely:

- a. It is based on scientific theories and principles about how programs and regulations operate.

- b. Has steps that are not too many and complex. The more complex the policy steps, the greater the difficulties the policy faces due to the many misunderstandings and conflicts that arise.
- c. Have clear accountability procedures.
- d. The party responsible for providing services should be involved in the formulation of the policy design.
- e. Regular monitoring and evaluation.
- f. Policymakers should pay as much attention to implementation as they do to policy formulation.

#### **4. Policies for handling COVID-19 by the Yogyakarta government**

Large-scale social restrictions (PSBB) are government policies issued through government regulation No. 21 of 2020 concerning Large-Scale Social Restrictions in the context of accelerating the handling of COVID-19.

This Large-Scale Social Restriction is based on several basic rules, namely Law no. 4 of 1984 concerning Infectious Disease Outbreaks, Law No. 24 of 2017 concerning Disaster Management, and Law No. 6 of 2016 (Imas Novita Juaningsih, Yosua Consuello, Ahmad Tarmidzi, Dzakwan NurIrfan, 2020).

From the several basic constitutional regulations above, the regional government certainly has several policies in handling COVID-19 that are adapted to the conditions and impacts in the area. The following are some of the policies of the Yogyakarta government:

##### **1. Health protocol for handling COVID-19.**

In this health protocol, to protect yourself from COVID-19. The government applies this as a habit of the people. Namely, there are several things you can do to prevent or help stop the spread of COVID-19 such as: Cover your mouth when sneezing/coughing with a tissue or use a mask, Dispose of the tissue or mask in a closed trash can, Wash your hands with soap and water for at least 20 seconds or use an alcohol-based hand sanitizer at least 60 percent, Clean and disinfect frequently touched surfaces such as smartphones, keys, or doorknobs, Implement a healthy lifestyle by consuming nutritious foods and exercising regularly (Diy P. , 2020).

Then that, several things should not be done, namely, being near people who are sick or sneezing, touching their nose, mouth, or eyes with unsterile hands, hoarding masks, or other items that are currently needed by many

people, and traveling. leaving the house when you are sick or showing symptoms of COVID-19 (Yogyakarta P. d., 2020).

## **2. Campus academic activities in Yogyakarta are optimized online.**

Located in Dalem Ageng, Kepatihan Complex, Yogyakarta, Sri Sultan held the meeting accompanied by the Deputy Governor of DIY KGPAA Paku Alam X, and the DIY Secretary, Drs. R. Kadarman Aji, Kalak BPBD DIY, Drs. Biworo Yuswantana, M.Sc., and Paniradya Pati, Drs. Benny Suharsono, M.Si. The meeting was attended by parties specifically related to the field of education, one of which was the head of LLDIKTI Region V, Prof. Dr. Didi Achjari, S.E., M.Com., Ak., CA.

In the meeting, Prof. Didi said that he had reported to the Governor of DIY regarding the current condition of the lectures. The campus complies with the rules from the Ministry of Education and Culture that ask for the implementation of online lectures. However, not all activities are carried out online, for some activities such as practicum and others that cannot be done online, are still carried out offline. Of course, by continuing to apply health protocols.

Then Prof. Didi also added that there would be two possibilities for consideration to increase vigilance. The first is students who will return to DIY in the new academic year, as well as prospective students who take part in the selection of new students. "According to the rules, we will still apply the two methods, online and offline, depending on the type of lecture. For registration, we have Jogjaversitas id which will allow the new student registration process to be carried out online. So they don't need to come to Jogja for the new student admission process," (Yogyakarta P. d., 2020).

## **3. Yogyakarta's efforts to reopen the tourism sector.**

The tourism sector is the sector that is considered the most severely affected during the COVID-19 pandemic. In almost all regions of the country, the tourism industry has experienced a drastic decline in the number of visitors, including cultural and historical tourist destinations such as Yogyakarta (Diy P. , 2020)

Entering the third period of the emergency response period, the Yogyakarta Special Region Government is gradually making efforts to encourage tourism in the region to grow again to suppress the prolonged

economic impact. However, Biwara Yuswantana as the Head of the Yogyakarta Special Region Task Force emphasized that he was not in a hurry to take the policy without proper preparation (Diy P. , 2020).

Therefore, the DIY government conducted trials and various simulations to ensure the readiness of tourist sites including hotels, restaurants, shopping places, and other supporting facilities. There is a verification team and law enforcement field tasked with assessing the readiness of supporting devices, especially in terms of implementing health protocols. Thus a verification team was formed, and there is a field of law enforcement, to verify to hotels, objects to see, evaluate, to what extent the readiness of the equipment needed for the implementation of health protocols is formed (Yogyakarta G. D., 2020).

Not only that, but the government also conducts education and outreach to the public, especially business actors in the tourism sector. Local governments are trying to adapt to new habits when the tourism industry starts operating again by utilizing outdoor media, television, and social media.

#### **4. Empowering SME through “Si Bakul Jogja Free-Ongkir”.**

Micro, Small, and Medium Enterprises (SME) have been the most affected by the impact of the COVID-19 pandemic on the DIY region. Even the DIY Bank Indonesia Representative Office analysis, which was sourced from processed data from the DIY SME Cooperative Office, showed that more than 55 percent of consumers could not access UMKM products, thereby reducing UMKM sales turnover. As a result, around 44 percent of SMEs were forced to lay off or suppress the number of workers, by laying off or terminating employment. This condition confirms that SMEs are the affected parties, expecting information support or marketing media. In addition, they also expect policy support to support the purchase of UMKM products.

Observing this, the Regional Government considers economic recovery efforts to be steps taken to suppress the spread of the COVID-19 pandemic, with several stages and priorities. One of them, by providing stimulation to the public to buy UMKM products, as stated in the Circular Letter of the

Governor of DIY Number 519/7669 concerning the call purchase UMKM products (Yogyakarta G. D., 2020).

Purchases of MSME products are carried out online to strengthen social distancing policies, through the page: [web.sibakuljogja.jogjaprov.go.id](http://web.sibakuljogja.jogjaprov.go.id) as a market hub, and the JOGJAKITA play store application, which includes the SIBAKUL JOGJA menu. In short, consumers are not at all charged with shipping costs for products purchased from UMKM (Yogyakarta P. d., 2020).

This is a real action to empower SMEs that have slumped over the last few months, and provide guidance to SMEs. SMEs trying to survive amid the COVID-19 pandemic are facilitated by marketing through SIBAKUL JOGJA and get the convenience of free shipping or free shipping. This step was warmly welcomed by SMEs in DIY, to register in droves to the Cooperatives & SMEs Service, online. In fact, until mid-June, 300 SME had received free-shipping facilities, with around 50 to 100 SMEs being curated by the DIY SMEs Cooperative Department inventory team. One of the considerations in conducting this curation includes the availability of product stock, IT literacy, availability of online banking service access, and the production process that remains based on the health protocol (Yogyakarta P. d., 2020).

On the other hand, the public's interest in developing the free-shipping SIBAKUL JOGJA was quite enthusiastic, when until mid-June 2020, it showed that shipping costs of Rp. six times as much. This means that this MSME empowerment scheme is the answer to economic recovery for the lower classes who still want to struggle through the COVID-19 pandemic. It is hoped that the SIBAKUL JOGJA free shipping activity will be a real reflection of the local government's steps in providing incentives for people who want product services without the hassle and convenience for KUMKM actors to get their market through online media and ease the aspect of shipping costs (Diy P. , 2020).

##### **5. Health, Social and Economic Priorities for DIY Budget Allocation.**

Three main priorities are reallocating the Yogyakarta Regional Government's budget to deal with COVID-19, namely health, economic and social. The center requires a budget reallocation of more than 50% carried

out by DIY, which has allocated almost all of its budget for handling COVID-19 (Sekda Diy, 2020).

(Sekda Diy, 2020) also revealed that the budget for health includes the procurement of rapid tests, APD, and incentives for health workers who handle COVID-19. With this focus, it is hoped that it will control the spread of the Corona Virus in DIY.

However, Aji explained that, no matter how intensive the government's efforts to stop the spread of the coronavirus, it will still not get maximum results without the community's support. One of them is in the health sector. Lack of public awareness to carry out physical distancing, reduce crowds and force activities outside the home without any urgent need can be the biggest failure in the health sector (Sekda Diy, 2020).

## **G. Conceptual Definition**

According to Singarimbun and Sofian (2018: 43), the conceptual definition is the meaning of the concepts used, making it easier for researchers to operate the concept in the field. The conceptual definition in this study is as follows:

### **1. Public Policy**

Public policy is done or not done by the government that contains certain goals and is formulated rationally according to the conditions, position, authority, functions, and organizational capabilities which are usually then stipulated in the form of law.

### **2. Policy implementation**

Policy implementation is an advanced stage after the law is enacted and the policy has been transformed into a program, where actors, procedures, organizations, and techniques work together to carry out policies to achieve the goals set.

### **3. Policy effectiveness**

Effectiveness is a level of success produced by a person or organization in a certain way by achieving the goals. In other words, the more plans that are successfully achieved, the more effective activity is. Moreover, Effectiveness is defined as the level of success in achieving the target. The target is defined as a desired state or condition.



## H. Definisi Operasional

**Table 1.2**  
**Variable and Indicator**

Objective	Variable	Indicator
<p>Islamic community organizations (NADHATUL ULAMA and MUHAMMADIYAH) perspective</p>	Policy objectives	<ul style="list-style-type: none"> <li>- What policies have been issued by the DIY government in handling COVID-19</li> <li>- Of all the policies that have been issued whether they are in accordance with the conditions of the community or not.</li> </ul>
	Strategy Clarity	<ul style="list-style-type: none"> <li>- What strategy does the DIY government use in handling COVID-19</li> <li>- - Has the strategy worked well</li> </ul>
	Facilities and infrastructure	<ul style="list-style-type: none"> <li>- How are the facilities and infrastructure that support the handling of COVID-19</li> <li>- Are the facilities and infrastructure easily accessible to the community ?</li> </ul>
	Effectiveness and Efficiency	<ul style="list-style-type: none"> <li>- Is the policy issued has been running</li> </ul>

		effectively and efficiently.
	Monitoring and Evaluation	- Is there any monitoring and evaluation in the policy implementation process from the government to the task force ?

## I. Research Method

The research method is a process or procedure carried out by a researcher to collect information for research purposes. Researchers in completing research using the following steps:

### 1. Type of Research

This study uses a qualitative method to understand the phenomena experienced by research object by describing them through statements using various scientific methods (Maleong, 2017).

### 2. Research location

This research will be carried out in DI Province. Yogyakarta. In this case, researchers are interested in seeing how effective the DI government is. Yogyakarta in handling COVID-19 cases from the perspective of community organizations.

### 3. Data Type

In this study, two types of data are used, namely, primary data and secondary data.

#### a. Primary data

Primary data is data obtained directly at the research site (Sugiyono, 2019). The primary data source comes from the perspective of the people of the DI province. Yogyakarta in the form of interviews and documentation regarding the Effectiveness of Handling COVID-19 by the Provincial Government of DI. Yogyakarta.

**Table 1.3**  
**Primary Data**

<b>No</b>	<b>Primary Data</b>	<b>Data source</b>	<b>Data collection technique</b>
1.	Strategy in handling COVID-19 by the DI Provincial government. Yogyakarta.	Secretary of task force PW NADHATUL ULAMA and Commander of Sar MDMC DIY (Dr. H. Ahmad Bahiej and Mr. Afid Ade Afrizal).	Interview
2.	Policies in handling COVID-19 by the DI Provincial Government. Yogyakarta.	Secretary of task force PW NADHATUL ULAMA and Commander of Sar MDMC DIY (Dr. H. Ahmad Bahiej and Mr. Afid Ade Afrizal).	Interview
3.	The Impact of Handling COVID-19 by the DI Provincial Government. Yogyakarta.	Secretary of task force PW NADHATUL ULAMA and Commander of Sar MDMC DIY (Dr. H. Ahmad Bahiej and Mr. Afid Ade Afrizal).	Interview

**b. Secondary data**

Secondary data are documents obtained indirectly (Sugiyono, 2019). Secondary data in this research is in the internet or directly in the form of journals, books, and regulations related to research.

**Table 1.4**  
**Secondary Data**

No	Secondary Data	Data source	Data Collection Technique
1.	Number of People in DI Province. Yogyakarta	Central Bureau of Statistics	Documentation / Application of My Data
2.	Number of Cases	Public Relations Jogja	Documentation / website Yogyakarta Tanggap COVID-19

*Figure: 1.1*

*My Data Application*

**Figure: 1.2**

**Website Yogyakarta Tanggap COVID-19**



#### 4. Data Collection Techniques

Data collection techniques are the most important step in research because the main purpose is to obtain data. Without knowing the data collection techniques, the researcher will not get data that meets the data standards set. According to (Sugiyono, 2019), that the data collection was obtained from observation, interviews, documentation, and a combination of the four. The researcher uses the interview method in the research and is equipped with documentation in each research implementation.

##### a. Interview

Esterberg (2002) (Sugiyono, 2019) An interview is a meeting of two people to exchange information and ideas through question and answer, to construct meaning in a particular topic. Moreover, with interviews, researchers will know more in-depth about participation in interpreting situations and phenomena that occur, where this cannot be found through observation. In this study, researchers will conduct interviews regarding the effectiveness of handling COVID-19 by the DI provincial government. Yogyakarta is based on the perspective of its people.

##### b. Documentation

According to (Maleong, 2017), documentation complements the interview method in qualitative research. More precisely, documentation is a record of events usually in pictures, writings, photos, and videos. Thus, documentation is also included in one of the data collection techniques. This technique will be able to devote every

moment of research which will later become one of the research documentation data in the field. Documentation in this research can be in photos, letters, souvenirs, diaries, reports.

## **5. Data Analysis Techniques**

Data analysis is the process of systematically searching and compiling data obtained from interviews, field notes, and documentation, by organizing data into categories, describing them into units, synthesizing, compiling into patterns, choosing which ones are important and which will be learned. After that, it makes conclusions so that they are easily understood by themselves and others (Sugiyono, 2019). In this study, there are several processes of qualitative data analysis, including:

### **a. Data collection technique**

The data collection technique is a strategy in obtaining the data needed to answer questions. In this study, researchers collected data through relevant techniques, namely by looking for recording and collecting data from interviews and documentation related to the effectiveness of handling COVID-19 by the DI Provincial government. Yogyakarta.

### **b. Data reduction**

Data reduction is the process of selecting and simplifying rough data obtained in the field. Data reduction is made by summarizing the data obtained from the field and collecting documents relevant to the research.

### **c. Data presentation**

The presentation of data in qualitative research is carried out in the form of brief descriptions, charts, relationships between categories, flowcharts, and the like. According to Miles and Huberman (1984) (Sugiyono, 2019), the most frequently used to present data in qualitative research is narrative text.

### **d. Nvivo**

Nvivo is software produced by QSR International and is designed for qualitative researchers working using text-based and/or multimedia information.

### **e. Conclusion drawing/Verification**

Conclusions in qualitative research are new findings that have never existed before. Findings can be in the form of a description or description of an object that was previously dark so that after being examined it becomes

clear, it can be a causal or interactive relationship, hypothesis, or theory.  
(Sugiyono, 2019).