

Policy Implementation for Handling The Covid-19 Pandemic in DKI Jakarta Province

Implementasi Kebijakan Penanganan Pandemi Covid-19 di Provinsi DKI Jakarta

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ABSTRACT

The purpose of writing this research is to identify and analyze the implementation of policies for handling the Covid-19 pandemic in the DKI Jakarta Province, and to analyze the work structure to overcome the inhibiting factors rather than the implementation of DKI Jakarta Provincial Government policies in the context of funding. This study was designed using 4 indicator dimensions, namely: communication, resources, disposition and bureaucratic structure. The method used is qualitative-descriptive which produces descriptive data in the form of speech or writing and behavior that can be observed from people (subjects), the techniques used to collect data are: observation, interviews, documents, and audio-visual material by testing the validity data through triangulation methods based on sources, methods, and theories. The informants in this study were Deputy Chairperson of the DKI Jakarta Provincial DPRD H. Misan Samsuri, Heri Kurniawan Head of BPK RI Representative for DKI Jakarta Province, Maria Margaretha Head of DKI Jakarta Provincial Social Service, Sigit Wijatmoko Plt. Head of DKI Jakarta Provincial Communication and Information Service, H. Nuri Thahir Community Leader, H. Jamal Hasrin Community Leader, and Syarif Darmawan Jakarta Youth Leader. Based on the results of this study, it can be concluded that overcoming the Covid-19 pandemic is an effort that requires the cooperation and seriousness of the government to mobilize all available resources at all costs. In addition to improving management, human resources and coordination, it is also important to put aside political factors first. Efforts to adjust the law must be maximized simultaneously with law enforcement efforts.

Keywords: Policy Implementation, Covid 19 Pandemic, Supporting and Inhibiting Factors.

ABSTRAK

Tujuan penulisan penelitian ini adalah untuk mengidentifikasi dan menganalisis implementasi kebijakan penanganan pandemi Covid-19 di Provinsi DKI Jakarta, serta menganalisis struktur kerja untuk mengatasi faktor penghambat daripada implementasi kebijakan Pemerintah Provinsi DKI Jakarta di konteks pendanaan. Penelitian ini dirancang dengan menggunakan 4 dimensi indikator yaitu: komunikasi, sumber daya, disposisi dan struktur birokrasi. Metode yang digunakan adalah kualitatif-deskriptif yang menghasilkan data deskriptif berupa tuturan atau tulisan dan tingkah laku yang dapat diamati dari orang (subjek), teknik yang digunakan untuk mengumpulkan data adalah: observasi, wawancara, dokumen, dan materi audio visual dengan cara pengujian keabsahan data melalui triangulasi metode berdasarkan sumber, metode, dan teori. Informan dalam penelitian ini adalah Wakil Ketua DPRD Provinsi DKI Jakarta H. Misan Samsuri, Heri Kurniawan Kepala Perwakilan BPK RI Provinsi DKI Jakarta, Maria Margaretha Kepala Dinas Sosial Provinsi DKI Jakarta, Sigit Wijatmoko Plt. Kepala Dinas Komunikasi dan Informatika Provinsi DKI Jakarta, Tokoh Masyarakat H. Nuri Thahir, Tokoh Masyarakat H. Jamal Hasrin, dan Tokoh Pemuda Syarif Darmawan Jakarta. Berdasarkan hasil penelitian dapat disimpulkan bahwa penanggulangan pandemi Covid-19 merupakan upaya yang membutuhkan kerjasama dan keseriusan pemerintah untuk mengerahkan seluruh sumber daya yang ada dengan segala cara. Selain perbaikan manajemen, sumber daya manusia dan koordinasi, faktor politik juga penting untuk dikesampingkan terlebih dahulu. Upaya penyesuaian hukum harus dimaksimalkan bersamaan dengan upaya penegakan hukum.

Kata Kunci: Implementasi Kebijakan, Pandemi Covid 19, Faktor Pendukung dan Penghambat

1. Introduction

December 2019, the global community was shocked by the presence of a mysterious pneumonia case that was first reported in Wuhan, Hubei Province. Initially, this pneumonia was named 2019 Novel Corona (2019.nCoV) which then WHO announced a new name for this pneumonia, namely Coronavirus Disease (Covid-19) on February 11 2020. Covid-19 is a virus that originates from animals which is then transmitted to man. The transmission of the virus doesn't stop there, the virus also transmits from human to human very easily so that the spread of the virus is difficult to contain. This is the basis for WHO changing the status of Covid-19 from a local epidemic to a pandemic. As of January 28 2021, there were 87,640,097 million positive cases of Covid-19 with a total death of 1,890,847 thousand people spread across 215 countries in the world. Even the total cases in several countries such as the USA, Brazil, Russia, England, Spain and Italy have exceeded the total positive cases of Covid-19 in China which is the country of origin where Covid-19 first appeared by Beni (2021:38).

The Indonesian government first announced the Covid-19 case on March 2 2020, although many experts and observers were pessimistic about this statement. A virologist from Harvard, Professor Marc Lipsitch, stated that the Covid-19 virus in Indonesia had entered since the beginning of the year or in January.

The Corona Virus Disease 2019 (Covid-19) pandemic which also has an impact on the health, social and economic sectors as a non-natural disaster. In this case, the handling of Covid-19, the Government of Indonesia has established legal politics by issuing 3 (three) legal instruments as a preventive measure against the spread of the Covid-19 outbreak: (1) RI Presidential Decree No. 11 of 2020 concerning Stipulation of a Public Health Emergency for Corona Virus Disease 2019 (Covid-19); (2) Government Regulation No. 21 of 2020 concerning Large-Scale Social Restrictions in the Context of Accelerating the Management of Corona Virus Disease 2019, and; (3) Government Regulation in Lieu of Law (Perppu) No. 1 of 2020 concerning State Financial Policies and Financial System Stability for Handling the 2019 Corona Virus Disease (Covid-19) Pandemic and/or in the Context of Facing Threats Endangering the National Economy and/or Financial System Stability. For Handling the Covid-19 Pandemic as the implementation of discretionary authority in administering government. Perppu No. 1 of 2020 has been passed into Law no. 2 of 2020.

The increasing cases of Covid-19, especially in the DKI Jakarta area with a total of 1031-2000 cases as of December 2020, prompted the government to take specific actions by establishing an emergency response status in the Capital City (CNN, 2020). Considering the large number of people who have been infected and the distribution paths or clusters that are difficult to detect in an area, it is necessary to impose restrictions on large-scale social activities in that area to suppress the spread of the virus (Nurhayati & Halal, 2020), then a Large-Scale Social Restriction Policy is made (PSBB) in the Context of Accelerating the Handling of Covid-19 with careful consideration, which was implemented for the first time in DKI Jakarta on 10 April 2020 with a span of 2 weeks by the Governor of DKI Jakarta, then was also implemented in the Bodetabek area and other big cities (Hadiwardoyo, 2020).

The DKI Jakarta Government is implementing the policies taken in handling Covid 19 in Jakarta. The DKI Jakarta Government has implemented the PSBB policy several times as a step to suppress the spread of Covid 19 in Jakarta. However, the number of Covid 19 cases in Jakarta has not shown a significant decrease. The number of cases is still showing an increase, DKI Jakarta is

still considered the epicenter of the spread of Covid-19. There are several phenomena in handling Covid-19 in Jakarta:

Public compliance with health protocols and PSBB rules that are enforced. The implementation of the PSBB has been regulated by the Government of DKI Jakarta through the Capital City (Pergub) Jakarta Number 33 of 2020. The Pergub requires Jakarta residents to wear masks outside the home and limits activities outside the home. The Central Statistics Agency (BPS) reported the results of a survey regarding the level of public compliance in implementing health protocols during the Covid 19 pandemic, the results showed that the majority did not comply with the health protocol and PSBB rules, as many as 55% of respondents stated that there were no severe and strict sanctions, and as much 33% of respondents did not comply because it made their job difficult, and 23% said masks, face shields and other protective equipment were expensive (LIPUTAN6.com, 2020). In addition, the DKI Jakarta Government noted that the total fine for violating the health protocol for DKI Jakarta residents reached Rp. 4.9 billion since June 2020. There were 13,300 violators who did not use masks from 12-24 October 2020 (TribunMatraman.com, 2020). The large number of cases of violations of the PSBB policy in Jakarta by DKI Jakarta residents has greatly influenced the effectiveness of the policies and efforts that have been implemented by the Government of DKI Jakarta. This condition is in line with research conducted by R.K Webster (Wiranti et al., 2020) which explains that compliance is quite closely related to behavior. Webster also explained that there are many factors that increase quarantine compliance, namely knowledge about the disease and quarantine procedures, social norms, perceived benefits, practical problems, and financial problems.

Coordination between the central government and local governments is considered an obstacle to handling Covid-19. Since the beginning of the increase in Covid-19 cases in the country, the handling of the COVID-19 virus pandemic in Indonesia has been marked by weak coordination between the central and regional governments. This is similar to what happened in early March 2020 between the central government versus the provincial governments (DKI Jakarta and West Java), as well as the central government versus district/city governments on the island of Java. In subsequent developments, this weakness in coordination between levels of local government has expanded and deepened into coordination conflicts between local governments, both between provincial and district/city governments and between district/city governments (Ika, 2020). Weak inter-agency coordination reflects sectoral rivalries or egos between the central and regional governments.

The implementation of the policy for handling the Covid-19 Pandemic in DKI Jakarta Province has not fully reached the target, because local government conditions and policies in handling tend to overlap which has resulted in implementation in the field not being optimal because until now the pandemic is still ongoing even though it has been sloping, but community activities have not been fully implemented. recover.

Policy implementation is a stage and is inseparable from the entire policy process, Dunn (2000:24) explains that "Policies that have been taken are implemented by administrative units that mobilize financial and human resources". Policy implementation is an important aspect of the entire policy-making process, because implementation is an activity in achieving the goals that have been set. Successful policy implementation is an important factor in the entire policy process.

Implementation as an effort to create relationships that allow policies to be realized as a result of government activity. These efforts are designed with the hope of being able to realize the final results that have been thought of. The goals and objectives of the policy are translated into a program that aims to achieve the desired end result. Implementation is a process of turning policy

formulation into policy action in order to achieve the desired end result. The policies in this study also mean how the government's steps in answering the choices of actions taken by the government can: (1) the policies taken can run continuously, (2) can be implemented properly.

Thus, policy according to its character is directly practiced in the form of programs in the policy-making process. Policy analysis examines causes, effects, performance and public programs. Such policies are indispensable in the practice of decision-making in the public sector, and are therefore required by politicians, consultants and government decision-makers. Programs carried out by the government can always run well, this is because it can advance the region in facing future progress. Policies are created to regulate people's lives to achieve mutually agreed goals.

Implementation is a follow-up stage after the government makes policy decisions. Implementation is also the relationship between policy objectives and the realization of government activities. (Wahab, 2012) states that implementation is also often considered as a form of operationalizing or organizing activities that have been determined by law and becomes a mutual agreement among various stakeholders, actors, organizations, procedures and techniques synergistically driven to work together to implement policies in the desired direction.

Van Meter and Van Horn in this case developed the Policy Implementation Process Model. (Tarigan, 2000). Both of them confirmed the stance that change, control and compliance in acting are important concepts in implementation procedures. Both of them develop a policy typology according to: (i) the number of changes to be produced, and (ii) the range or scope of agreement on objectives by various parties involved in the implementation process.

Without reducing the credibility of the policy implementation process model from Van Meter and Van Horn, it can be seen that the elements that determine the success of its implementation are included in the elements of the political and administrative process model according to Grindle. The keywords namely change, control and compliance are included in the dimensions of policy content and the context of policy implementation. Likewise, the policy typology created by both of them is included in the elements of policy content and implementation context according to Grindle. The typology of the number of changes produced is included in the policy content elements and the typology of the scope of the agreement is included in the context of implementation.

In line with the opinion above, Korten (read in Tarigan, 2000) created a Conformity Model for implementing policies or programs using a learning process approach. This model focuses on compatibility between the three elements in program implementation, namely the program itself, program implementation and the program's target group.

Meanwhile, Edwards III in (Sumaryadi, 2010), states that: "Policy Implementation is the stage of policy-making between the establishment of a policy and the consequences of the policy for the people whom it affects". This means that policy implementation is a stage between policy making and the consequences of the policy for the people it influences. In addition, every implementation of public policy must have objectives, means and implementation time.

2. Methods

Research design means a process of compiling the results of truth-seeking activities carried out systematically using the scientific method. Research Design according to (Creswell, 2013) is "Research plans and procedures include broad assumptions to detailed methods in data analysis". In practice its application to a study requires a research design that is appropriate and suitable for

the conditions of the research location in order to facilitate the process of carrying out the research later.

(Yin, 2011) states, "Research designs are logical blueprints. The design serves as "logical" plans, not the "logistics" plans often referenced by others (the logistics plans are still needed but cover the management of your research, such as the scheduling and coordination of the work). The method used in this research is a qualitative research method with a descriptive approach. According to (Sugiyono, 2013) an explanation of qualitative research is: "Qualitative research is a method used to research on natural object conditions, (as opposed to experiments) where the researcher is the key instrument, data collection techniques are carried out by triangulation (combined), data analysis is inductive/qualitative in nature and the results of qualitative research emphasize meaning rather than generation."

According to (Arber in Henn, 2006), "In qualitative research, 'the researchers' primary goal is an understanding of social processes rather than obtaining a representative sample. Settings and participants are selected using snowball sampling and theoretical sampling". Furthermore, (Moleong, 2014) states that "qualitative research is research that intends to understand the phenomenon of what is experienced by research subjects, for example behavior, perception, motivation, actions and others.

3. Results and Discussion

Implementation of the Covid-19 Handling Policy in DKI Jakarta Province

Implementing a policy including the policy of Law Number 29 of 2007 article 33 concerning the Provincial Government of the Special Capital Region of Jakarta as the Capital of the Unitary State of the Republic of Indonesia. Of course, it must be supported by various factors, in this study the author tries to quote the opinion of George C Edwards III in (Herabudin, 2016) stating that the implementation stage is the stage that is between the stages of policy formulation and the results or impacts arising from the policy. According to George Edwards III, there are four causes that influence the success or failure of implementation, namely: communication, resources, disposition, and bureaucratic structure.

Communication

Communication is a very important factor because communication is related to the delivery of information, ideas, skills, regulations using certain means to those who are entitled to receive them. Policy implementation will work effectively if those who carry out decisions know what they have to do. As according to Edward III, there are three important things that must be considered in the policy communication process, namely transmission, clarity and consistency.

In this study, the author will describe the delivery of information in the context of implementing the handling of the Covid-19 pandemic in DKI Jakarta Province. In this study, researchers analyzed communication as a success factor in implementing DKI Jakarta Provincial Government policies. There were 2 informants interviewed, namely: namely H. Misan Samsuri Deputy Chairman of DPRD DKI Jakarta and Heri Kurniawan Kasubag BPK DKI Jakarta Representative.

The results of the author's interview with H. Misan Samsuri Deputy Chairman of DPRD DKI Jakarta show that the delivery of information is done directly and indirectly. This is because in making provisions, the Central Government tends not to directly involve the Provincial Government of DKI Jakarta. As a result, there is a mismatch in communication because of the

emergence of several confusing regulations. He gave an illustration, when the emergence of Covid-19 in Indonesia, the Central Government tended to be slow and dismissive. Then when the virus actually infected people in Indonesia, panic arose among policy makers at the central government level. For example, when the Minister of Health issued Regulation of the Minister of Health Number 9 of 2020 which only allows online motorcycle taxis to transport logistics and goods in areas that have established Large-Scale Social Restrictions (PSBB). However, after the regulation took effect, Minister of Transportation Regulation Number 18 of 2020 appeared which allows online motorcycle taxis to carry passengers. In other words, this mismatch is caused by a lack of understanding at the central government level. More Misan Samsuri says:

"Actually, at the beginning of the emergence of Covid, I explained earlier, the central government seemed to underestimate it. Over time, problems of poor communication and coordination emerged. For example, when the Minister of Health, Pak Terawan, issued Minister of Health Regulation Number 9 of 2020 which requested that online motorcycle taxis in areas where PSBB had been established could only transport logistics and goods, not passengers. Well, Governor Anies followed the rules from Mr Terawan, with the issuance of Governor Regulation Number 33 of 2020. So it was made in line with the contents of the Permenkes. But recently a regulation appeared from the Coordinating Minister for Maritime Affairs and Investment which allowed online motorcycle taxis to transport passengers, if I'm not mistaken it was regulated in Minister of Transportation Regulation Number 18 of 2020 at that time. So actually it can be said that the communication relations between the central government and the local government at that time were actually bad."

Misan Samsuri added that the communication mismatch was caused by a disagreement with the norms that would be enforced.

"You see, the relationship between the Central Government and the Regional Government, including DKI Province, at the beginning of the pandemic was very disorganized. For example, the internal regulations of the central government are out of sync, in many ways one of which is related to homecoming, which we all know that the minister of health and other ministers differ in issuing policies. But in the end the central government and DKI are synergistic, coordinating with each other. Because in the end everyone agrees that Covid must be solved together. When asked which example, when Anies handed over health care to the Central Government at that time, many patients from DKI's buffer zones went to DKI Jakarta for treatment. So DKI, which is not strong enough to accommodate, must also coordinate with the central government."

The same view was also expressed by Heri Kurniawan, Head of BPK Representative for DKI Jakarta. According to Heri, there is a mismatch between the central government and DKI Jakarta Provincial Government. It's just that, he is more focused on the discussion of budgeting. In full, Heri said that the provincial government of DKI Jakarta was afraid to reallocate and refocus the budget.

"At the beginning of the pandemic, it was a shock, yes, it's natural. But in time, everything can be overcome slowly. For local governments, supervisory agencies and the central government in terms of communication, especially regarding the use of the budget, it should indeed be based on the direction of the Ministry of Home Affairs led by Mr. Tito. At that time the Regional Government seemed afraid, unsure about reallocating the budget. Hence, the BPK then became a mentor, assistant in the reallocation and refocusing of the budget. So, on the one hand, the BPK must also follow directions from the Ministry of Home Affairs and other institutions to the Regional Government. For example, there is Permendagri Number 20 of 2020 which gives

authority to regional heads to reallocate and refocus the budget with three focuses, namely improving health, preparing a social safety net, and continuing to help the business world stay alive. We BPK also refer to that provision.”

From the answers of the informants above, it can be interpreted that there are still differences between policy makers and implementers regarding communication in implementing policies for handling the Covid-19 pandemic in DKI Jakarta Province. At the level of policy makers, all agree that there is communication that is not in harmony with the central government so that it will confuse local governments in making a technical policy. While at the implementer level, all are of the opinion that there is unity of information through unified communication between DKI Jakarta Provincial offices. This is actually understandable, because in the Regional Autonomy Law and the Health Quarantine Law, the policy makers in determining the handling of Covid-19 rest with the central government, while local governments are nothing but technical implementers in handling the Covid-19 pandemic. So, the pressure point for the lack of coherence in handling Covid in DKI Jakarta Province actually starts from the central government. In other words, in the context of conveying information and clarity of information it is clear that this has not been fulfilled in handling Covid-19, especially with regard to the relationship between the central and regional governments, in this case the Provincial Government of DKI Jakarta.

Resource

Resources influence the success of policy implementation. No matter how well the policy concept is formulated and no matter how accurate the policy information is communicated, if without the support of relevant resources, then the implementation of the policy will not have any useful results. Then what is meant by resources in Edwards' view? According to Edwards (1980:53), the resources that influence the success of policy implementation include: staff, information, authority, and facilities. Employees (staff) who have the appropriate capacity (size) and ability (skills) to carry out the tasks assigned to them are the most important resources in the policy implementation process (Edwards, 1980:54). In terms of capacity, Edwards did not only evaluate the bureaucracy on the number of employees, but also carried out an evaluation in terms of skills in carrying out the tasks assigned. The limited number of staff had a negative impact on the implementation process.

Based on the research results, there are several views related to the DKI Jakarta Provincial Government's resources. Misan Samsuri said, in terms of resources, the Provincial Government of DKI Jakarta was clearly lacking in quantity when faced with a precarious situation, namely handling the Covid-19 pandemic. For example, in the health sector, the available resources are very limited. Because of this, the Governor of the DKI Jakarta Provincial Government took the initiative to recruit other workers, even though they are in the health sector. Another example is the inadequate quality of resources, especially in the education sector. More Misan Samsuri says:

"It cannot be denied that DKI Jakarta's human resources during Covid were very limited. Based on several reports, for example, the Health Service has a serious shortage of human resources. That's why Governor Anies took human resources from other agencies besides the health office. The aim is to provide support for non-medical activities. That is actually the main focus where HR is centered. So if asked whether it was enough or not, it was clear no, that's why many recruits from other people were contracted to be placed in health service centers. It's different from the education sector, they are forced to be literate in technology, while many of our teachers are still not ready, so they are surprised. That's why many DKI Jakarta human resources are actually not enough, especially in the education sector."

With the conditions mentioned above, it is clear that the capacity of the resources in the field is inadequate. Because as explained earlier, the capabilities of other agencies will certainly be different from the health department with their own scientific specifications.

"Obviously it's not effective, I said earlier, there are many HR capabilities that are not their field. For example, in the health sector, except for certain areas, those who are proficient in their fields must really handle them."

Meanwhile, Misan Samsuri added that in terms of human resources, the Provincial Government of DKI Jakarta is insufficient in quantity. Especially during the implementation of the PSBB, the resources they had were not enough to oversee the tens of thousands of companies operating in Jakarta. Thus, said Syaifullah, even though DKI Jakarta Governor Letter Number 6 of 2020 has been issued, the ratio of human resources is not sufficient. So, of course in the implementation in the field it is clear that it will not be effective. Syaifullah said:

"Actually not enough human resources. You see, DKI Jakarta's human resources are not only in Jakarta, all regions in the world are not ready for this condition. during the PSBB, DKI clearly lacked the human resources to oversee tens of thousands of companies in Jakarta. For example, after the issuance of DKI Jakarta Governor Letter Number 6 of 2020, to be honest, the ratio of human resources to those with supervisory certification is only 58 personnel. Meanwhile, it is also impossible for us to directly deploy the 58 personnel as a whole so they don't get exhausted. So for example today we deploy 29 people, the next 29 people, and so on. That's not to say, if someone is positive for Covid, the personnel will be reduced. Not to mention health, that's clearly not enough. That's why there are so many requests from the community directly or from other agencies that are stationed there, now with the hospital, to be honest, it's really on the verge of capacity, very limited. In fact, at that time we in DKI Jakarta already had 17,500 doctors and 27,000 nurses, as well as 900 health workers. That amount is clearly far from sufficient."

From the information the researchers obtained from all the informants above, it can be interpreted that all informants said that in terms of quantity the number of human resources owned by the Provincial Government of DKI Jakarta in handling Covid-19 is not sufficient. Even so, they still try to work as much as possible.

4. Conclusions

From the results of the research that has been done, this research can be concluded as follows: 1) There are differences between policy makers and implementers regarding communication in implementing policies for handling the Covid-19 pandemic in DKI Jakarta Province. At the level of policy makers, all agree that there is communication that is not in harmony with the central government so that it will confuse local governments in making a technical policy. While at the implementer level, all are of the opinion that there is unity of information through unified communication between DKI Jakarta Provincial offices. This is actually understandable, because in the Regional Autonomy Law and the Health Quarantine Law, the policy makers in determining the handling of Covid-19 rest with the central government, while local governments are nothing but technical implementers in handling the Covid-19 pandemic. So, the pressure point for the lack of coherence in handling Covid in DKI Jakarta Province actually starts from the central government.

In other words, in the context of conveying information and clarity of information it is clear that this has not been fulfilled in handling Covid-19, especially with regard to the relationship between the central and regional governments, in this case the Provincial Government of DKI

Jakarta. 2) In terms of resources, all informants said that in terms of quantity the number of human resources owned by the Provincial Government of DKI Jakarta in handling Covid-19 was not sufficient. Even so, they still try to work as much as possible. From the source of funds, the source of the budget in handling Covid-19 in DKI Jakarta comes from the APBD where the realization varies depending on the respective departments.

Then, DKI Jakarta Province seen from the context of facilities and infrastructure is the most complete province. 3) Several points in the implementation of the policy for handling the Covid-19 pandemic in DKI Jakarta Province, that in terms of attitude the ASNs show support and commitment in handling Covid-19. 3) From the context of the bureaucratic structure, both supervisors and implementers, the Provincial Government of DKI Jakarta is in accordance with the division of labor and assigned tasks. It's just a note, again because at the central government level it often makes rules that affect the bureaucratic structure, especially in making SOPs. Because one of the important points in the bureaucratic structure is the conformity of the rules with one another.

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