Research Article

Pandemic and Social Capital: Synthesis Model for ``Jogo Tonggo'' Policy Implementation

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Abstract.
One of the regions that received the Regional Innovation award in a Productive and Safe New Normal Order for COVID-19 was Central Java Province through the policy of the Jogo Tonggo Task Force. Based on several previous research results related to policy evaluation, it is seen that this policy is still ineffective in suppressing the spread of COVID-19 because each region has different social capital and complexity of implementing policies. This article aims to formulate a conceptual framework for policy implementation based on the Synthesis Model for the Jogo Tonggo policy. This article uses a qualitative approach with a literature study method. The result of this research is the conceptual framework for implementing the Jogo Tonggo policy with the Hybrid Model approach. That approach analyzes what is obtained and what is done by the policy implementer and the interaction between human resources, policy factors, and the place where the policy is implemented. This research is important as a reference for formulating social capital-based policies in reducing and as an effort to mitigate disaster risk at the local government level, especially in Central Java.

Keywords: Pandemic, Social Capital, "Jogo Tonggo" Policy, Hybrid Model, Policy Implementation.

1. Introduction

The 2019 Corona Virus Desaese (COVID-19) pandemic is a non-natural disaster that affects all lines of people's lives in almost all parts of the world. The World Health Organization (WHO) released

98.2 million reported cases and more than 2.1 million deaths globally due to the COVID-19 Pandemic.(1) The Ministry of Health of the Republic of Indonesia recorded that 6,442,624 people were positive for COVID-19 and 158,192 people had died as of October 8,2022.(2) The government makes policies both written and unwritten, the two

types of government policies ideally can run in parallel to accelerate the handling of COVID-19 in Indonesia.

These various policies have also been carried out by the government, both the central government and local governments through various mechanisms. In addition, the handling steps apart from the central government to the regions also involve various community components.(3) One of the local governments that received an award as the 1st winner of the Regional Innovation Competition in the COVID-19 Productive and Safe New Normal Order was the Central Java Provincial Government. This is related to the Central Java Provincial Government Policy through the Central Java Governor's Instruction as Chair of the Task Force for the Acceleration of Handling Covid-19 in Central Java Province Number 1 of 2020 concerning Community Empowerment in Accelerating the Handling of COVID-19 at the Level of Community Units through the establishment of "The Jogo Tonggo Task Force".

The policy was formulated through the establishment of an organizational structure for the Jogo Tonggo task force at the Community Units level. The Task Force is then obliged to provide regular reports every day to the village. This policy is in the concept of a top-down policy model for the acceleration of handling Covid-19 at the provincial level which gives instructions to the structure below it to form the organizational structure of the task force at the Community Units level by determining the number of administrators with a definite number. The researcher opinion is that this policy has not considered the complexity and characteristics of the community in each region, although it is designed to consolidate and synergize all existing social group organizational activities such as Karang Taruna, Dasa Wisma, Posyandu, and residents at the Community Units level.

If analyzed further, the policies designed from the Higher Scale Structure, are not always in accordance with the circumstances and perspectives of Smaller Scale Units in this case the local community.(4) This is in line with the research results, The implementation of the Jogotonggo policy has not yet optimally, there are still obstacles in collaboration, and there is still a substantial evaluation of various replications of Jogo Tonggo into social activities that are tailored based on the needs of each region.(5) In line with this research, the implementation of Jogo Tonggo in Rembang Regency only covers health and security, not optimal implementation of Jogo Tonggo is influenced by several factors including the lack of communication between the bureaucracy in socializing Jogo Tonggo, the task force does not understand the program implementation guidelines so it does not know the tasks, functions and authority.(6) In disaster risk reduction, the greater involvement of the community, the greater input for the

government in developing risk reduction and disaster management programs in the future.(7)

There is optimism about the Jogo Tonggo policy as a social capital-based policy that can accelerate the handling of Covid-19 in Central Java Province. It is proven that this policy is considered to be able to involve many elements such as organizations and the community itself in handling Covid-19, besides that this policy can educate the public as well as invite the community to actively participate.(8) (Sulistiani and Kaslam, 2020). Other research shows that the JogoTonggo concept was taken as a policy step in the field of law which is very grounded in the conditions of the local community or can be said to be based on local wisdom.(3) (Tyesta, 2020). The spirit of mutual cooperation, solidarity and generosity that is still strong in the people of Central Java is one of the added values in the implementation of the jogo tonggo policy.

This article does not attempt to enter into the discussion of the Jogo Tonggo policy evaluation because the policy has been ratified through the Central Java Governor's Instruction since April 22, 2020. The logical flow of writing this article leads to a conceptual idea of what elements need more attention in implementing the Jogo Tonggo policy so that policy makers and implementers can ensure this policy is implemented according to its objectives.

2. Method

The method used in this article is descriptive qualitative with data collection through literature studies or literature studies, namely research based on scientific papers that have been published in the form of journals, proceedings, books, seminar results, newspapers and other relevant literature. Literature or literature research does not need to go to the field to conduct interviews or collect data directly. In library research, library research is not only the first step in preparing a research framework (research design) but at the same time utilizing library sources to obtain research data.(9)

3. Results and Discussion

3.1. Covid-19 Pandemic and Social Capital

The function of policy implementation includes what is in the Policy Science which is called the "Policy Delivery System". One of the Critical Success Factors in the Policy

Delivery System is effective communication between the community and the government.(10) Although in reality, many policies have been successfully implemented, but there are also many policies that only succeed on paper while their implementation is poor.(11) This condition is inseparable from the capacity of the community in building their social capital, this is in line with the principles of Community Building.(12)

In the context of the implementation of the COVID-19 handling policy, community resilience is being tested during the COVID-19 pandemic. This is in line with the concept of social capital which is considered the most important part in realizing community resilience in order to respond and recover when disaster conditions occur.(13) Social capital provides a number of benefits during the critical condition of the COVID-19 pandemic, people who have high social capital will be more effective than those with low social capital.(14) In other words, social capital becomes a point of departure for the community in resisting the negative impacts of COVID-19.(15)

The existence of social capital comes from local values that accommodate common interests, customs or traditions, educational institutions, religious teachings, traditional institutions and others.(16) (Abdullah, 2013). Temporary conceptualizes social capital as the actual and potential resources associated with the ownership of an enduring network of institutionalized and mutually rewarding relationships.(17) In general, social capital can be interpreted as a relationship between individuals in a community group that contains mutual trust (trust) among its members. In line with that, Fukuyama uses the concept of trust to measure the level of social capital. He argues that social capital will become stronger if in a society the norms of reciprocity and co-operation are coherent through a network of social institutional relations.(18)

In the context of the COVID-19 pandemic in Indonesia, ideally people have high social capital. It will ultimately foster collective awareness to face the COVID-19 pandemic together. Through the mechanism of mutual assistance and cooperation based on the value of mutual trust so that it can provide support and benefits for every member of the community in dealing with this COVID-19

Pandemic. This is certainly in line with the idea of social capital which focuses on social relations and its main elements consist of Social Network, Civic Engagement, Norms Reciprocity, and Generalized Trust.(19)

In line with this idea, there is the term Society Centered Model focuses on community involvement in the democratic and economic growth of a country through social capital, the lack of social capital in society can also be caused by dysfunctional government institutions.(20) In the situation of the COVID-19 pandemic, the functioning of government institutions that collaborate with the strong social capital of the community is an absolute

requirement in the successful policy implementation to handling of Covid-19. In line with the research results that the concept of social capital serves as a useful framework for successful development and policy formulation.(21) The concept of social capital is also in line with the principles of disaster management where active community participation is required in the development decision-making process and mutual cooperation in the implementation of development.(22)

3.2. Policy Implementation Model

The study of policy implementation is often found in various scientific disciplines including public administration, organizational theory, policy management and political science.(23) In line with the opinion, study of public policy has two basic aspects that are very closely related to politics, the first aspect is related to the study of power and the second aspect is related to public management including technical management and decision making.(24) The implementation of the policy itself is usually referred to as the implementor and the target group.(25) Thus, the two elements of policy implementation are important factors in ensuring that public policies can be implemented in accordance with the objectives of policy formulation.

In line with these variables, DeLeon and DeLeon(26) reveal, approaches in policy implementation can be divided into three generations. The first generation assumed that implementation usually consisted of problems that occurred between policy and its execution. The second generation is the era of the Top-Down approach, this approach is oriented towards compliance and command and control. Then at the same time an alternative policy emerged, namely the Bottom-Up approach. The third generation was developed by a social researcher named Malcom L. Goggin. This generation assumes that the behavior of implementers can affect the outcome of a policy implementation. Then at the same time, Implementation scholars propose contingency or situational theory as a way to explain the complexities of policy implementation. This generation calls it a Synthesis or Hybrid approach. This approach arises because the previous approach largely ignored the complexity of implementation. As stated by Honig(27), policy implementation is not just what can be obtained and what is done by the implementor. But it is also related to the interaction between human resources, policy factors, and the place where the policy is implemented. It is the interaction of the three that will determine the success or failure of policy implementation.

In fact, this synthetic approach emerged as a reaction to the growing anxiety and debate between Top-Downers and Bottom-Uppers, researchers such as Elmore (1985),

Sabatier (1986), and Goggin et al. (1990) tried to synthesize both approaches. The new models presented by these scholars combine elements from both sides in order to avoid top-down and bottom-up conceptual weaknesses.(23)
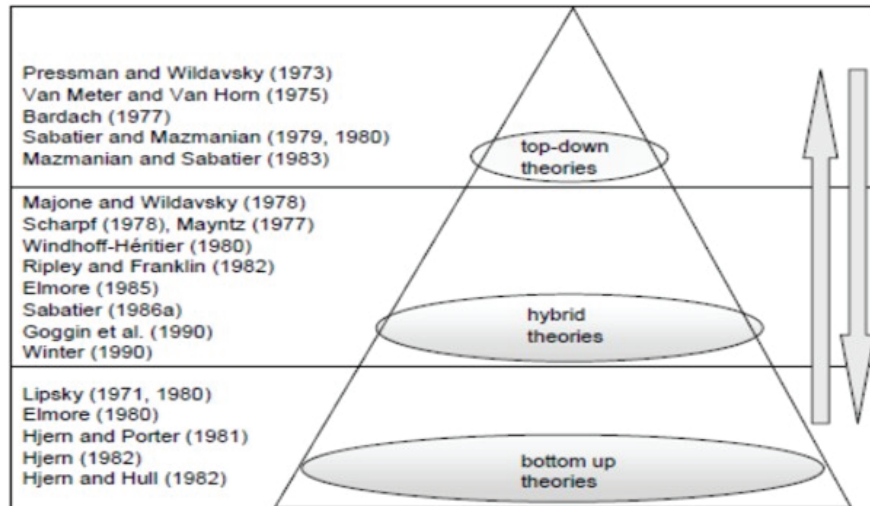
Source: (Pulzl, Helga and Oliver Treib, 2007).

Figure 1: Top-Down, Button-Up, and Hybrid Theory: Key Contributions.

The article from O'Toole (2004) which states that the existence of synthetic theories can at least serve as a bridge for researchers in the field of policy implementation studies to further develop implementation studies in the present. This is in line with the results of research that has explored several approaches to policy implementation in the Triangle perspective of content, context and process variables that can analyze policies more comprehensively.(28)

In recent years, several researchers have argued with each other about the sustainability of policy implementation studies. Although the implementation development is very limited and very complex, finally the Policy Analysts agree that implementation studies are still needed because they are useful in connecting the theoretical world with the real world.(29) There is no definite concept of Grand Design implementation because each expert has its own approach and method to explain implementation. Therefore, the authors are interested in studying the study of policy implementation as an important process in public policy that is still relevant and worthy of study from various approaches. Various approaches that exist ideally can consider several variables that can support the success of the policy in terms of the complexity of the implementation of the policy.

3.3. Social Capital and Implementation of the Jogo Tonggo Policy

Based on the opinion of several experts regarding the relevance of implementation studies, Honig(27), offers a new approach in the study of policy implementation. According to him, at least the policy must look at three elements, namely Policies, Place, People. This model does not only answer what is implemented and how it works, but also answers for whom, where, when and why it happened. The policy model has represented a synthesis model that does not ignore the complexity of policy implementation. The synthesis model from Honig can be described as follows:
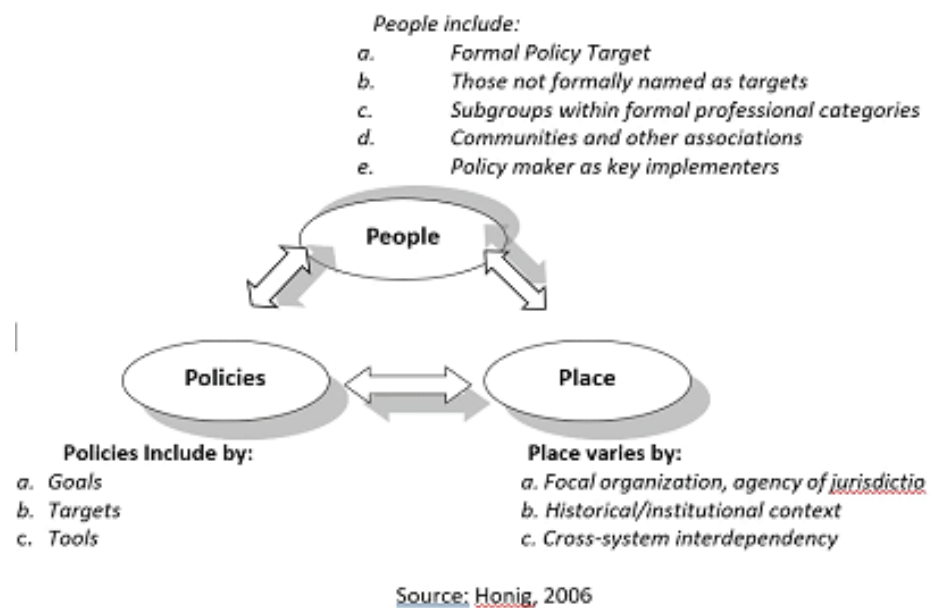
People include:
a.   *Formal Policy Target*
b.   *Those not formally named as targets*
c.   *Subgroups within formal professional categories*
d.   *Communities and other associations*
e.   *Policy maker as key implementers*

People

Policies   **Place**

Policies Include by:
a. Goals
b. Targets
c. Tools

Place varies by:
a. Focal organization, agency of jurisdictio
b. Historical/institutional context
c. Cross-system interdependency

Source: Honig, 2006

Figure 2: Contemporary Dimensions of Policy Implementation in Practice and Research.

3.4. Policies

Every policy must have influencing factors. In this theory there are three influencing dimensions, namely goals, objectives, and strategies or instruments. However, the objectives stated by Honig revolved only around the technical objectives of the policy. In fact, if it is drawn deeper, the purpose of the policy is not just a comparison between the technical matters that occur with the applicable standard measures. Goals have a more distinctive character than missions. However, in this study the intended goal is the goal of a policy. The "Jogo Tonggo" policy in its implementation has been implemented and some have not been implemented for various reasons. If this policy is carried out optimally, it will not only be useful for overcoming the Covid-19 pandemic but can

continue to support the Sendai Framework in disaster risk reduction efforts for 2015-2030. The outcome of Sendai's 15-year framework is a significant reduction in disaster risk and loss.(30)

3.5. People

The main factor that is influenced by a policy is people. However, not only people who are directly involved with the policy are affected, but people around the policy are also affected. It also includes associations or groups that participate in policy, either directly or indirectly. He also sees people as key implementors, namely people who make the main decisions or policies. Then, Honig emphasizes that it is not just who and what form. But the values they bring, then their commitment, and even what I'tikad or intentions are behind their involvement, and so on. Involvement of groups or communities in policy is a community development process where the community can identify problems.(12)

3.6. Place

Many factors cause the failure or success of a policy. Including the place and the environment, and not only formal institutions that can influence policy but informal institutions that have dynamic and complex systems can also influence a policy. Nugroho,(31) states that there are two most decisive environments, namely the policy environment, namely the interaction between policy-making institutions and policy implementers with other related institutions.

The Jogo Tonggo policy is one of the local policy handling of COVID-19. This policy was legalized based on the Governor's Instruction Number 1 of 2020 concerning Community Empowerment in Accelerating the Handling of COVID-19 at the Level of Community Units (RW) through the Establishment of a Task Force (Satgas). The Jogo Tonggo Task Force is a Task Force for Keeping Neighbors in charge of ensuring that the community works together against the spread and transmission of COVID-19 in their area. In addition, the Jogo Tonggo Task Force is also tasked with ensuring that support from outside the region can be targeted and effective for handling COVID-19. The existence of this program is also expected to be able to explore the potentials that exist in the community to be empowered and able to survive the impacts caused by the Covid-19 pandemic.

When analyzed with a policy implementation approach, this policy is one form of policy that is still top-down where the policy is made by the Regional Head at the

Provincial Level. Then he appealed to the Regent/Mayor in Central Java as the Chair of the Task Force for the Acceleration of Handling COVID-19 in his Regency/City. In the Jogo Tonggo policy, the main task areas have been regulated which consist of Health, Economics, Social Security and Entertainment. In addition, the organizational structure is made in such a way that the Head of the Community Units is the Head of the Task Force and all RT Chairs in the Community Units area are representatives who are assisted by a Treasurer and Secretary. From the author's point of view.

Long before there was Covid-19, there was actually a program that was already running at the village level, namely Desa Siaga. The standby village was initiated by the Ministry of Health which aims to create healthy village communities and care and be responsive to health problems in their area including vigilance and preparedness of rural communities against the risk of health problems such as disasters or disease outbreaks.(32) Organizing in the standby village program utilizes the existing village forum with a structure of chairman, deputy chairman and members.(33) If the village standby program is already running, the jogo tonggo program can actually be integrated or complement the existing program. Surveillance activities are one of the activities in the standby village and also in "Jogo Tonggo", so the author believes that these two programs can work together considering that the communities involved are also the same but program strengthening is needed, especially in disaster resilience. Considering that Central Java is a disaster-prone area, when the pandemic is over, this policy can be continued and applied to disaster risk management and reduction in Central Java.

In the context of the COVID-19 Pandemic and social capital where the community as the frontline in handling COVID-19, ideally the community can increase social capital through various elements including Social Network, Civic Engagement, Norms Reciprocity, and Generalized Trust. In implementing community-based policies, the government should use a synthesis approach in implementing the Jogo Tonggo policy. This of course aims at community participation in accelerating

the handling of COVID-19 in accordance with its capacity and characteristics. The synthesis approach in the implementation of public policy does not ignore the complexity of the implementation itself.

Even though the Jogo Tonggo policy is considered to have been based on or adapted to local wisdom, this is actually not illustrated, because the regulations require a rigid bureaucratic structure, so that the number of membership in each field of work is determined. Human resource capacity is also an obstacle, so that some members of the task force do not understand the intent and purpose of this policy.(6) This will have an

impact on the success of policy implementation, as stated by Sabatier and Mazmanian (1979) in Nugroho 2011,(31) that there are three groups of variables that affect the success of policy implementation, one of which is the policy environment.

In the context of policy implementation, of course, the Implementor at the lower level (Street-level Bureaucracy) has the authority to develop creativity and innovation towards the policy objectives themselves. The term Street-level bureaucracy itself was popularized by Lipsky(34) in his writings revealing that policy implementation requires discretion, namely space for implementors in the field to choose their own autonomous actions within the limits of their authority when faced with special situations. Discretion in the bureaucracy includes a series of actions taken by public servants that represent services based on the initiative, creativity and ability of the apparatus efficiently which do not rely too much on rigid policies.

The Jogo Tonggo policy, which prioritizes humanitarian principles, is transparent, involves all parties, is non-permanent and gotong royong, is more appropriate if its implementation is through a synthetic approach that focuses on elements of People, Policy and Place based on social capital. The following is a model that can be offered for the implementation of the social capital-based Jogo Tonggo policy adapted from Honig(27) :
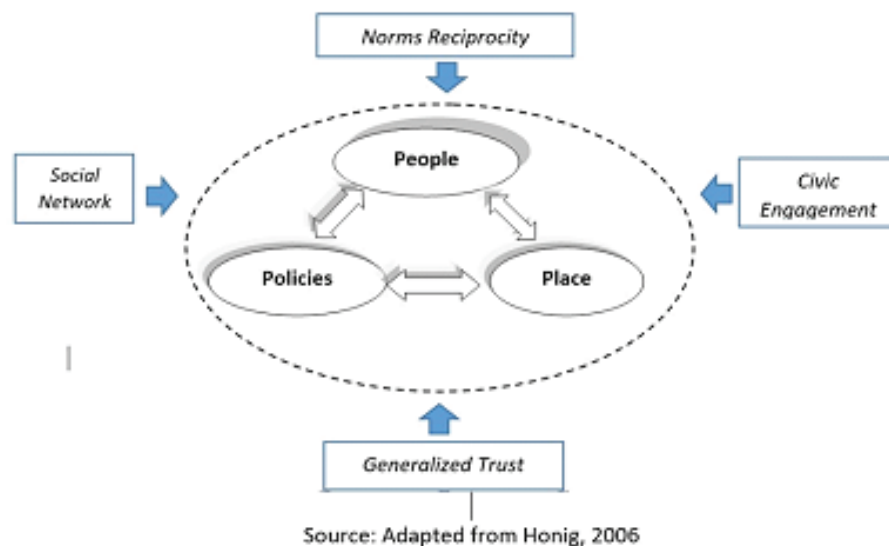

Source: Adapted from Honig, 2006

Figure 3: Synthesis Model for "Jogo Tonggo" Policy Implementation.

The implementation of social capital-based policies should not ignore the complexity of the implementation itself. Adaptive environmental variables are one of the keys to how policies can be implemented in accordance with their direction and objectives. Social Network, Civic Engagement, Norms Reciprocity, and Generalized Trust are the

main prescriptions rather than looking at institutional structure factors and static policy SOPs, implementor compliance, accuracy of policy targets , as well as what the policy implementers get. Policy implementation is broader and more complex than that, it is also related to the interaction between human resources, policy networks, and the place where the policy is implemented. and why and how policies that are in accordance with the characteristics of the environment are based on the social capital in it. In the end, implementors at Street-level Bureaucracy will be more flexible to adjust the form and application of the Jogo tonggo policy in accordance with the social capital and local wisdom of each region.

4. Conclusion

The results of this study are the conceptual framework for implementing the Jogo Tonggo policy with a Hybrid Model approach that analyzes policy implementation with elements of People, Policy and Place. The policy implementation model with this approach, is not just what is obtained and what is done by the policy implementer, but the interaction between human resources, policy factors, and the place where the policy is implemented. This conceptual framework makes a theoretical contribution to the study of social capital-based policies. Practically, policy makers and implementers can use this conceptual framework to support the success of implementing social capital-based policies. It is hoped that in the future, this policy can be strengthened in order to support efforts to reduce disaster risk.

Conflict of Interest

The author declares that there is no conflict of interest with any party in the creation or publication of this paper.

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