

Conference

Implementation of an Emergency Community Restriction Policy (PPKM Darurat) for COVID-19 Mitigation in Surabaya

Frita Ayu Pribadi

Departement of Public Policy, Faculty of Social and Political Science, Universitas Airlangga

ORCID

Frita Ayu Pribadi: 0000-0001-5294-0473

Abstract. Various efforts have been made by the government in Indonesia with the aim of reducing the number of COVID-19 cases, one of which is the implementation of emergency community activity restrictions (PPKM Darurat), which was carried out from July 3 to the extension of July 25, 2021. The purpose of this study was to analyze the implementation of this policy in the city of Surabaya. The theoretical model of Grindle was used, with two successful policy implementations consisting of content of policy and context of implementation. This research used qualitative descriptive methods and secondary data sources such as books, scientific journals, related internet websites, official government reports, and others. The results demonstrated that the content of policy indicators had not been explained in detail regarding the administrative sanctions for those who violated the PPKM Darurat policy. Meanwhile, following the implementation of the PPKM Darurat policy, the number of COVID-19 cases in Surabaya did not decrease.

Keywords: policy implementation, PPKM Darurat, COVID-19

Corresponding Author: Frita Ayu Pribadi; email: fritaayu99@gmail.com

Published 15 March 2022

Publishing services provided by Knowledge E

© Frita Ayu Pribadi. This article is distributed under the terms of the [Creative Commons Attribution License](#), which permits unrestricted use and redistribution provided that the original author and source are credited.

Selection and Peer-review under the responsibility of the IAPA Conference Committee.

1. Introduction

Corona Virus Disease-19 (Covid-19) has been a public discussion since early 2020. The World Health Organization (WHO) (1) designated Covid-19 as a Public Health Emergency of International Concern on January 30, 2020. Covid-19 has become a pandemic for all countries in the world, including Indonesia. Since the announcement of the first case on March 2, 2020, there have been additional positive cases every day in all regions of Indonesia. This has made Covid-19 a threat to society, so the president issued a decision contained in the Keputusan Presiden RI Nomor 12 Tahun 2020 tentang Penetapan Bencana Nonalam Penyebaran Coronavirus Disease 2019 (Covid-19) Sebagai Bencana Nasional.

Covid-19 has an impact on the entire community, both in terms of health, social and economic. Various efforts have been made by the Indonesian government by forming a Task Force for the Acceleration of Handling Covid-19. The government has also issued various policies as a step to reduce positive cases of Covid-19 in Indonesia.

 OPEN ACCESS

Efforts are being made by the central government and local governments in dealing with Covid-19. Like the social distancing policy with the term Pembatasan Sosial Berskala Besar (PSBB), Pemberlakuan Pembatasan Kegiatan Masyarakat (PPKM) in Java and Bali, Pemberlakuan Pembatasan Kegiatan Masyarakat (PPKM) Mikro in all villages or sub-districts in Indonesia, and most recently the PPKM Darurat for the Java and Bali areas.

The implementation of PPKM Darurat for the Java and Bali regions is one of them for the City of Surabaya. The trend of adding positive cases of Covid-19 occurred in the metropolitan city of Surabaya. Reporting from *news.detik.com* (2), the city of Surabaya is ranked second as the highest addition of Covid-19 cases in East Java. This happened because Surabaya experienced an increase in Covid-19 with the number of active cases of 491 as of 27 June 2021.

The Emergency PPKM policy is contained in Instruksi Menteri Dalam Negeri Nomor 16 Tahun 2021 tentang Perubahan Instruksi Menteri Dalam Negeri Nomor 15 Tahun 2021 tentang Pemberlakuan Pembatasan Kegiatan Masyarakat Darurat Coronavirus Disease 2019 di Wilayah Jawa dan Bali (3). Based on the minister's instructions (Instruksi Menteri), the City of Surabaya is included in the level 4 criteria in the spread of Covid-19. The implementation of Emergency PPKM in Surabaya will take effect from July 3, 2021 until July 20, 2021, this is stated in the Surat Edaran Wali Kota Surabaya Nomor 443/7787/436.8.4/2021 perihal Pemberlakuan Pembatasan Kegiatan Masyarakat Darurat Covid-19 di Kota Surabaya (4).

Implementation of the policy of limiting emergency community activities (PPKM Darurat) is expected as an effort to reduce the spike in cases in Surabaya. This is due to restrictions on educational activities (online learning); restrictions on non-essential sectors, namely by working from home (WFH); shopping centers/malls are temporarily closed; places of worship are temporarily closed; public facilities temporarily closed; prohibition of activities that cause crowds; and others. In addition, in the PPKM Darurat policy, 3T strengthening is also applied (testing, tracing, treatment). As well as efforts to accelerate vaccination to reduce the number of Covid-19 transmissions. This policy also explains the existence of sanctions for those who violate the rules, such as administrative sanctions with business closures for business actors, restaurants, shopping centers, and public transportation.

However, the implementation of the policy of restricting emergency community activities (PPKM Darurat) in the city of Surabaya also caused a negative response, especially for the community. Reporting from *Jatim.Suara.com* (5), the impact of the PPKM Darurat is termination of employment (PHK) for 210 thousand mall employees in Surabaya.

Termination of employment (PHK) is due to the closure of the place of business / mall which causes losses to stakeholders. In addition, due to the existence of this PPKM Darurat, it also causes losses for entrepreneurs. Reporting from *liputan6.com* (6), there are restrictions on operating hours and restrictions on crowding for the community, this has resulted in the lack of buyers in shopping centers. The Emergency PPKM policy also has an impact on the number of public transport passengers. Reporting from *Madura.tribunnews.com* (7), the number of terminal passengers in Surabaya has decreased by 80%. The number of passengers before the Emergency PPKM on July 1, 2021 was 8,448 passengers, while at the start of the Emergency PPKM on July 3, 2021 the number of passengers was 4,651 passengers.

Based on the problems above, this study will discuss the implementation of the Emergency PPKM policy in the city of Surabaya. This study discusses the PPKM Darurat policy in the City of Surabaya with the aim of analyzing the implementation of the PPKM Darurat policy in the City of Surabaya with the Marilee S. Grindle Model. The success of policy implementation consists of content of policy and context of implementation (8).

2. Literature Review

2.1. Public policy

Public policy in general according to Sirajul Haq (9) is defined as a series of government actions to solve problems faced by a country. The definition of public policy according to Robert Eyestone (10) in his book entitled *The Threads of Public Policy*, defines public policy as the relationship between units of government and their environment. This understanding is still too broad in meaning to understand from public policy.

According to Jatmikowati (11), public policy is a series of actions taken or not carried out by the government that have a purpose or are intended for certain purposes for the benefit of the community. This understanding is the same as the definition of public policy according to Thomas R. Dye (12), "Public Policy is whatever a government chooses to do or not to do." According to Dye (12), public policy means that public policy is a choice of government steps to do something or not to do something. Another opinion according to William N. Dunn (13), public policy means a complex pattern of choices of a decision made by the government. The government's step to respond to a problem in a country is called a public policy, this step can be in the form of making rules or laws, a policy or program, and/or a method by not taking any steps.

So it can be concluded that public policy is a choice made by the government that is designed to be implemented or not implemented to solve public problems. In this study, the government took a step in solving problems amid the Covid-19 pandemic, namely the implementation of the PPKM Darurat policy.

2.2. Policy Implementation

Policy analysis according to Quade (14) means a fact that arises because the existing policy formulation is unsatisfactory. Meanwhile, according to William N. Dunn (13), policy analysis is used to reformulate problems as part of the search for solutions that were not detected previously. In this case, policy analysis is a way to see the emergency PPKM policies in Surabaya that are causing problems.

Policy implementation according to Van Meter and Van Horn (15) which means actions taken by the government and the private sector both individually and in groups intended to achieve the goals and targets that are policy priorities. The same is true of the notion of policy implementation according to Grindle (8), namely as a general process of administrative actions taken by the government or the private sector in achieving certain goals. While the implementation of public policy according to Wahab inside Anggara (16), said that policy implementation is the process of implementing public policy decisions in the form of laws, government regulations, judicial decisions, executive orders, or presidential decisions. As in the implementation of the Emergency PPKM policy in Surabaya, which is guided by Instruksi Menteri Dalam Negeri Nomor 16 Tahun 2021 tentang Perubahan Instruksi Menteri Dalam Negeri Nomor 15 Tahun 2021 tentang Pemberlakuan Pembatasan Kegiatan Masyarakat Darurat Coronavirus Disease 2019 di Wilayah Jawa dan Bali (3). And based on Keputusan Gubernur Jawa Timur Nomor 188/379/KPTS/13/2021 tentang Pemberlakuan Pembatasan Kegiatan Masyarakat Darurat CoronaVirus Disease 2019 di Jawa Timur (23).

Policy research according to Nugroho (17), as a study of policies aimed at the public interest of implemented policies. Policy implementation in the Grindle model consists of two parameters for the successful implementation of a policy.

1. The policy process is to see the suitability of the policy implementation with the design that refers to the policy action; and
2. The achievement of policy objectives is to look at two factors which include the impact on the community both individually and in groups and the level of change

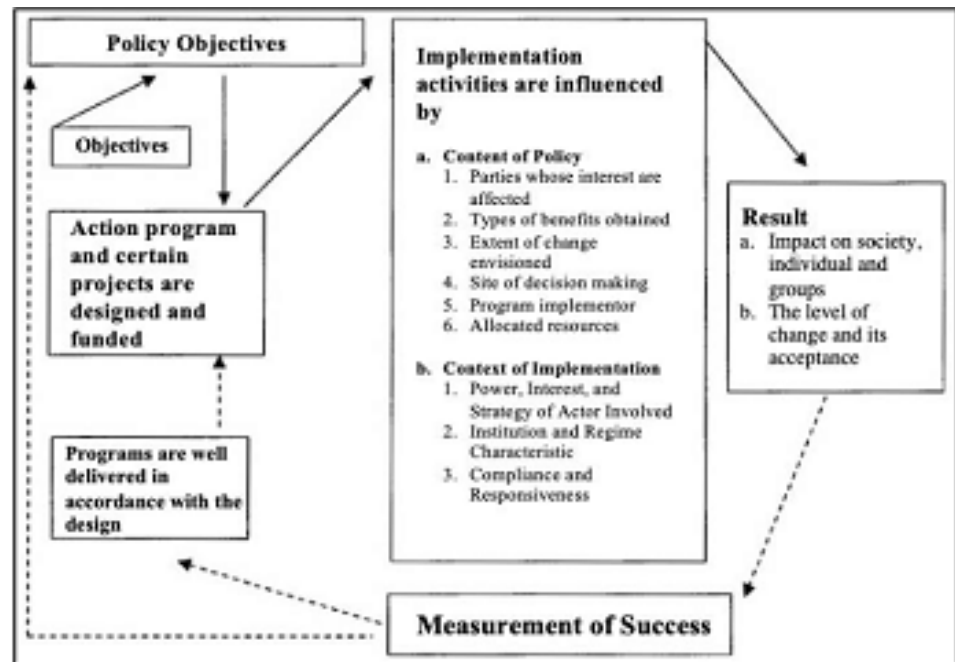


Figure 1: Marilee S. Grindle Model. (Source: Grindle (8)).

that occurs as well as the acceptance of the target group and the changes that occur.

In Grindle's policy implementation model, it consists of content of policy and context of implementation. The content of policy includes interest affected, type of benefits, extent of change envisioned, site of decision making, program implementer, and committed resources. While the context of policy focuses on power, interest, and strategy of actors involved, institution and regime characteristics, and compliance and responsiveness.

3. Methods

Research is used to understand social life in general, and provide solutions to various problems. According to Neuman (18) methodology can be defined as understanding the entire research process, including data collection, data analysis, and reporting results. Meanwhile, according to Semiawan (19), the research method is a series of scientific activities carried out to obtain data on the problems being faced, starting from determining the topic, collecting data, to data analysis. The author uses qualitative research methods, namely research methods by understanding problems in the community, in this case related to the implementation of the PPKM Darurat policy in the city of Surabaya. The data collection method is carried out by literature review, namely by collecting big data from secondary data such as books, scientific journals, related

internet websites, official government reports, and others. The data is then processed, analyzed, and interpreted using theory to get a conclusion on the problems being faced (20).

4. Results and Discussion

The results of the search for policies related to Emergency PPKM in the City of Surabaya starting from the enactment of July 3 to July 20, 2021, and the extension of the active period until July 25, 2021. This study examines the analysis of the implementation of the Emergency PPKM policy in the City of Surabaya, using a theoretical model from Marilee S. Grindle. In Grindle's theory of policy implementation, policy outcomes are influenced by the content of policy and context of implementation.

The content of policy from the Emergency PPKM policy in the city of Surabaya is contained in Surat Edaran Wali Kota Surabaya Nomor 443/7787/436.8.4/2021 perihal Pemberlakuan Pembatasan Kegiatan Masyarakat Darurat Covid-19 di Kota Surabaya (4). Content of policy according to Grindle (8), consists of:

4.1. Interest Affected

Policy content relates to various interests that affect a policy implementation. Policy content must cover all interests so that no party is harmed so that policy implementation can run smoothly. Implementation of the PPKM darurat policy in the City of Surabaya as a policy made by the Central Government as stipulated in the Instruksi Menteri Dalam Negeri Nomor 16 Tahun 2021 tentang Perubahan Instruksi Menteri Dalam Negeri Nomor 15 Tahun 2021 tentang Pemberlakuan Pembatasan Kegiatan Masyarakat Darurat Corona Virus Disease 2019 di Wilayah Jawa dan Bali (3). The implementation of this Emergency PPKM must be supported by optimizing coordination and communication between the central government and local governments. This coordination was carried out by the Badan Perencanaan Pembangunan Daerah (Bappeda), Satuan Gugus Tugas (Satgas) Penanganan Covid 19, in accordance with the President's direction. So in this case, every local government is expected to accelerate the implementation of Emergency PPKM. The City of Surabaya has taken steps to issue a Surat Edaran Wali Kota Surabaya Nomor 443/7787/436.8.4/2021 perihal Pemberlakuan Pembatasan Kegiatan Masyarakat Darurat Covid-19 di Kota Surabaya (4).

4.2. Type of Benefits

A policy must have several types of benefits by showing the positive impacts resulting from the implementation of the policy to be implemented. The PPKM Darurat policy is expected to be a step to reduce the transmission of Covid-19, as well as control the capacity of hospitals that handle Covid-19 patients so that they are not over capacity. Due to the addition of positive cases every day, the government issued an PPKM Darurat policy as a way to deal with Covid-19.

4.3. Extent of Change Envision

Policies are made for change, so this point explains how much change this policy wants to achieve when it has been implemented. The change that the government wants to achieve through the implementation of the PPKM Darurat policy in the city of Surabaya is to reduce positive cases in the city of Surabaya, because it reduces community activities so as to reduce the number of spreads.

4.4. Site of Decision Making

Explain where the decision making is to be carried out. Based on the rules that have been set, the implementation of PPKM Darurat is based on an increase in Covid-19 cases which continues to rise. And people's attitudes do not limit their activities, resulting in positive cases every day. So the government issued instructions for the implementation of restrictions on community activities, and it was required for all regions with high Covid-19 cases to implement PPKM Darurat, including Surabaya.

4.5. Program Implementer

Policy implementation goes well and must be supported by policy implementers who have good capabilities. The implementers of the PPKM Darurat policy are all people who are included in the group of regions with high Covid-19 cases, including Surabaya. Implementing the PPKM Darurat policy, carried out by all communities without exception. This is aimed at reducing the positive number of Covid-19 in Surabaya.

4.6. Resources Committed

Implementing a policy must be supported by supporting resources so that in its implementation it runs according to the objectives. PPKM Darurat is implemented to reduce the positive number of Covid-19 cases, as well as reduce overcapacity in hospitals. So that in this policy, the central government and local governments cooperate with law enforcement (TNI, Polri dan Kejaksaan) in coordinating and supervising the implementation of PPKM Darurat. The Surabaya Mayor's Circular also stated that there were sanctions for those who violated it. For example, business actors, restaurants, shopping centers, and public transportation who violate the rules will be subject to administrative sanctions up to business closure in accordance with the provisions. However, in the contents of the policy, it is not explained in detail about the sanctions that will be received for those who violate it for non-business actors. So that details are still needed regarding sanctions for violators.

In addition to policy content, another factor that influences the results of policy implementation according to Grindle (8) is the context of implementation. The analysis of the policy context is as follows:

4.7. Power, Interest, and Strategy of Actor Involved

In the policy context, the environment in which the policy is implemented will be influenced by the power, interests, and strategies of the actors involved. This actor will be seen to be fully or slightly involved according to the content of the policy. The implementation of the PPKM Darurat policy in the city of Surabaya is also influenced by policy-making actors. There is power for policy-making actors to require the implementation of PPKM Darurat in Surabaya, if there are violations, administrative sanctions are given. This has a negative impact on the economic and social aspects of the community, for example for business actors who experience losses, due to the time limit for opening their businesses and restrictions not to crowd.

PPKM implementation rules are considered unclear and disturbing the community. The PPKM policy is considered a government step in minimizing the spread of Covid-19, but under these conditions, the community is experiencing an economic crisis (21).

4.8. Institution and regime characteristics

The characteristics of the institution or regime will affect the outcome of the policy. The implementation of the policy will depend on whether the existing regime is open or closed. Ideally, according to Grindle (8), it should be responsive to the implementation of policies, so that implementers will be flexible in implementing implementation. The PPKM Darurat policy was formed by the central government agency along with the ranks of the Covid-19 Handling Unit (Satgas) with the aim of reducing the number of positive cases in all regions and especially in Surabaya. However, in determining the implementation of PPKM Darurat does not involve the voice of the community. So it can be seen from the implementation that is less than optimal, because community participation is considered low in the successful implementation of PPKM Darurat. Because one of the biggest reasons people often violate the PPKM Darurat policy is because of economic problems.

4.9. Compliance and Responsiveness

In achieving the objectives of a policy, the compliance of the implementers in implementing the policy greatly influences the results. In addition to compliance, the importance of the response of the parties involved in the policy also affects the outcome of the policy. In achieving the objectives of a policy, implementers face two problems that highlight the interaction of the environment and program administration. First, implementers must overcome problems to achieve compliance as expected. Second, the problem regarding the response of the implementer. Policy implementation needs to get a response for policy achievement. Implementers must be able to properly understand the policy environment implemented. The target in this PPKM Darurat policy is all people living in areas with a high number of Covid-19 cases, including Surabaya. The compliance of the Surabaya community in implementing the PPKM Darurat is sufficient, the public is aware of the health protocols to reduce the increase in cases. However, this still has not fully succeeded in reducing the positive number of cases in Surabaya, because there is still a level 4 PPKM policy sustainability. The limited scope for business actors (MSMEs) such as traditional traders who expect buyers to come to the business location is not optimal. Due to social distancing or physical distancing for the community and companies in carrying out their activities (22). People with lower-middle economy find it difficult to make ends meet if the PPKM Darurat policy continues to be extended. Inconsistent government policies also complicate the pandemic response. The change

from New Normal which has no legal basis, the existence of PSBB and PPKM is one of the inconsistent government policies (21).

5. Conclusion

Based on what has been explained in the results and discussions, it can be concluded that the implementation of the PPKM Darurat policy is a good effort to reduce the number of positive cases of Covid-19. Because the purpose of the PPKM Darurat is to reduce the transmission rate of Covid-19, in addition to reducing overcapacity in hospitals. In terms of policy content, PPKM Darurat has mentioned restrictions made by the community, both for online schools, working from home (non-essential), restrictions on activities in shopping centers/malls, closure of places of worship, closure of public facilities, closure of art activities, restrictions on for public transportation, and others. From this policy, the implementation of PPKM Darurat experienced pros and cons from the community. PPKM Darurat for the community provides economic difficulties. The closure of businesses in shopping centers/malls has resulted in various stakeholders experiencing losses. There are restrictions on buyers of places to eat/restaurants/cafes, and the existence of rules for working at home, resulting in lonely buyers for business actors. In addition, the public transportation sector also suffered losses due to the PPKM Darurat policy. Due to restrictions on the number of passengers on public transportation. The government's policy in implementing PPKM Darurat is indeed considered good to reduce Covid-19 cases. However, not all people are able to accept it and the government needs to evaluate this PPKM Darurat policy.

References

- [1] World Health Organization. Pertanyaan dan jawaban terkait Coronavirus. World Health Organization; 2020. Available from: <https://www.who.int/indonesia/news/novel-coronavirus/qa/qa-for-public>
- [2] Esti W. Jumlah aktif kota Surabaya ranking 2 di jatim, 65 RT zona merah, 288 kuning. News.detik.com; 2021 Jun 28. Available from: <https://news.detik.com/berita-jawa-timur/d-5623000/jumlah-aktif-kota-surabaya-ranking-2-di-jatim-65-rt-zona-merah-288-kuning>
- [3] Instruksi Menteri Dalam Negeri nomor 16 tahun 2021 tentang perubahan instruksi Menteri Dalam negeri nomor 15 tahun 2021 tentang pemberlakuan pembatasan kegiatan masyarakat darurat Instruksi Menteri Dalam Negeri nomor 15 tahun 2021

tentang pemberlakuan pembatasan kegiatan masyarakat darurat Corona Virus Disease 2019 di wilayah Jawa dan Bali.

- [4] Surat Edaran Wali Kota Surabaya nomor 443/7787436.8.4/2021 perihal pemberlakuan pembatasan kegiatan masyarakat darurat Covid-19 di Kota Surabaya.
- [5] Taufiq M. 210 ribu karyawan mall di Surabaya terancam PHK akibat perpanjangan PPKM Darurat. Suarajatim.id; 2021 Jul 21. Available from: <https://jatim.suara.com/read/2021/07/21/183916/210-ribu-karyawan-mall-di-surabaya-terancam-phk-akibat-perpanjangan-ppkm-darurat?page=all>
- [6] Henry. Dampak PPKM Darurat, toko pakaian di Surabaya obral murah baju branded. Liputan6.com; 2021 July 18. Available from: <https://www.liputan6.com/lifestyle/read/4610093/dampak-ppkm-darurat-toko-pakaian-di-surabaya-obral-murah-baju-branded>
- [7] Koloway B. Dampak PPKM Darurat di Surabaya, jumlah penumpang di terminal turun sampai 80 persen. Tribunmadura.com; 2021 Jul 13. Available from: <https://madura.tribunnews.com/2021/07/13/dampak-ppkm-darurat-di-surabaya-jumlah-penumpang-di-terminal-turun-sampai-80-persen>
- [8] Grindle MS. Politics and policy implementations in the third world. New Jersey: Princetown University Press; 1980.
- [9] Haq S. Public policy process in Pakistan: Key causes of public policies failures. Journal of Economic and Social Thought. 2015;2(2) 127-131.
- [10] Eyestone R. The treads of public policy: A study in policy leadership. Indianapolis: Boobs-Merrill; 1971.
- [11] Jatmikowati SH. A study of public policy implementation in e-administration services. Academy of Strategic Management Journal. 2021;20(2) 1-23.
- [12] Dye TR. Understanding public policy. 7th ed. New York: Prentice Hall; 1992.
- [13] Dunn W. Analisa kebijakan publik. (Samodra wibawa, penerjemah). Yogyakarta: Gajah Mada University Press; 1999.
- [14] Quade ES. Analysis for public decisions. New York: Elseiver Science Publishing Co; 1984.
- [15] Van Meter DS, Van Horn CE. The policy implementation process: A conceptual framework. Journal of Administration and Society. 1975;6(4) 445-448. doi: <https://doi.org/10.1177/009539977500600404>
- [16] Anggara S. Ilmu administrasi negara. CV Pustaka Setia; 2012.
- [17] Nugroho R. Public policy. Jakarta: PT. Elex Media Komputindo; 2012.

- [18] Neuman LW. Social research methods: Qualitative and quantitative approaches. 7th ed. Edinburgh Gate, Harlow: Pearson Education Limited; 2014.
- [19] Semiawan CR. Metode penelitian kualitatif. Grasindo; 2010.
- [20] Darmalaksana W. Metode penelitian kualitatif studi pustaka dan studi lapangan. Pre-Print Digital Library UIN Sunan Gunung Djati Bandung; 2020.
- [21] Miharja, D. Implementation of emergency public activity restrictions (PPKM) in accordance with human rights and pancasila principles. Budapest International Research and Critics Institute- Journal (BIRCI-Journal). 2021;4(3):6855-6866. DOI: <https://doi.org/10.33258/birci.v4i3.2505>
- [22] Harahap DA. PPKM Darurat: Onlinenisasi pilihan UMKM bertahan. Citizen Journalism; 2020 Jul 14. Available from: <https://galamedia.pikiran-rakyat.com/citizen-journalism/pr-352166707/ppkm-darurat-onlinenisasi-pilihan-umkm-bertahan>
- [23] Keputusan Gubernur Jawa Timur nomor 188/379/KPTS/13/2021 tentang pemberlakuan pembatasan kegiatan masyarakat darurat Corona Virus Disease 2019 di Jawa Timur.