

Policy Implementation Model for Handling Coronavirus Disease 19 (Covid 19) By Street-Level Bureaucrats (Slb)

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Abstract

Street-level bureaucrats are the spearhead of policy implementers, they have the power, autonomy and coping mechanisms that they carry out to produce final policies that may not be in accordance with policy demands. This study uses a qualitative approach to investigate the implementation model of the coronavirus disease 19 (Covid 19) handling policy by Street-Level Bureaucrats (SLB). The design used in this study is a case study. The results of the study show that in implementing the Covid 19 handling policy, not all street-level bureaucrats can understand the provisions for implementing the policy, even though SLB already has individual knowledge, skills, and expertise, as well as policy beliefs. Street-Level Bureaucrats (SLB) also take discretionary actions so that the services of policy implementing officers are in accordance with what the community expects, as well as coping actions because lower-level implementers are not balanced with the provision of adequate service facilities and resources. The form of coping carried out by lower-level implementing officers is in the form of rejecting Covid-19 patients because the treatment room is almost full or because the number of health workers is limited in serving Covid-19 patients in a hospital, or recommending Covid-19 patients to be referred to hospitals according to local government regulations.

1. INTRODUCTION

corona outbreak that has infect man with fast and spread globally, has become issue world health that gave birth global concern and chaos. The World Health Organization (WHO) responded issue said, on February 12, 2020, WHO officially set novel coronavirus disease in humans this, with the term Coronavirus Disease (COVID-19), and then on March 11, 2020, WHO officially establish Coronavirus Disease (COVID-19) as pandemic.

For lower infection and level death related Covid-19 pandemic so far this, some government has respond with a number of intervention policies. Among them, Cowling et al. (2020), showed that intervention non-pharmaceutical policies, such as restrictions borders, quarantine and isolation, arrangements distance, and change behavior society, has contribution to the reduction Covid-19 transmission in Hong Kong, as well as in Germany, Hartl, Wälde and Weber (2020b). The results of the study Dergiades, et. Al (2020), showed that the more big range intervention policy government at the stage early, increasingly effective in slow down or can lower level death due to the corona virus. For example, the closure of school, impact significant in the case spread of the virus, but not enough significant in lower death compared to combination intervention government. In overall, firmness government in take action early, very important For control the virus.

Various top-down policies are issued government, starting from implementation of social distancing, physical distancing, restrictions Social Large-Scale Social Restrictions (PSBB), until with Enforcement Restrictions Community Activities (PPKM), the essence of which is the same, namely limit movement society. Among policy the is Regulation Government The Bride Constitution Republic of Indonesia Number 1 of 2020 concerning Policy Finance and Stability Finance For Handling Coronavirus Disease 2019 (Covid-19) Pandemic and/ or In Order to Face A Dangerous Threat National Economy and/ or Stability System Finance; Regulation Government Republic of Indonesia Number 21 of 2020 concerning Restrictions Social Large Scale in frame Acceleration Handling of Coronavirus Disease 2019 (Covid-19); Presidential Decree Number 9 of 2020 concerning Amendments to Presidential Decree Number 7 of 2020 concerning the Task Force Acceleration Handling Covid-19; Presidential Decree Number 11 of 2020 concerning Determination Public Health Emergency Due to Coronavirus Disease 2019 (Covid-19); Instructions President Republic of Indonesia Number 4 of 2020 concerning Refocusing Reallocation Budget, as well as Procurement of Goods and Services in frame Acceleration Handling of Coronavirus Disease 2019 (Covid-19); and various policies taken by several ministry related.

In its implementation, the policy handling of Covid 19, such as implementation of PSBB and others, not have implications law because of action This only shaped A appeal to society, and strengthened with No existence sanctions or effort law more carry on in Regulation Government Number 21 of 2020. Problems others, lack of socialization in form communication public apparatus executor concerning policy handling of Covid 19, resulting in the amount violation in its implementation, besides that, the government No have a real program in carry out planned, measurable and achievable socialization evaluated. Condition This naturally cause difficulty in implementation policies taken government, especially the apparatus implementer at the level below (street-level bureaucrats) who directly relate with society, which according to Lipsky (2010), own role as a policy implementer in the field, which can determine the success or failure of the policy. The results of the study, Alcadipani, et.al (2020), indicate that in developing countries, besides problem lack source Power humans, street-level bureaucrats (SLB) are also tasked in arrangement limited and weak institutions, standards poor accountability, and lack of trust in the rules government.

Apparatus executor level street-level bureaucrats often face a dilemma situation, where they sued For give service in accordance rules, on the other hand they own limitations source power. Lipsky (2010), identified that limitations source power on the apparatus executor level These street-level bureaucrats, often not enough taken into account by the makers policy. Apparatus executor level below (street-level bureaucrats (SLB)) usually Work in situation critical lack source power, load Work height, uncertainty, and ambiguity high (Brodin, 2012; Lipsky, 2010). In a state of like that, the apparatus executor level street-level bureaucrats have sufficient freedom For take decisions and often act as maker policy (Hupe and Hill, 2007; Lipsky, 2010). Conditions critical at the level lower can cause situation suffering, demotivation, alienation, and separation self (Tummers, et.al, 2015). In addition, according to Lipsky (2010), often rules applied No always in accordance with situation or context certain from inhabitant society that becomes group target (target group). As response on situation said, the implementer level street-level bureaucrats (SLB) develop coping mechanisms, where they simplify characteristic work they or limit services by implementing routine activities and feeling that they do work with Good in a number

of things , thinking negatively (stereotypes) about customers, and favoritism towards people who need services .

Response another characteristic of the conflict they experience according to Weatherley and Lipsky, is with use a number of habit or coping strategies without realized . Bureaucrat level Street use tricks like try lower request on service they with limit information about service , let client waiting , making access difficult , and burdensome various cost psychological other to client . Coping strategies other is share service with set priority among tasks with those concentrated on a number of client , case , and chosen solution (Winter, 2002) . This it is possible Because they own power certain or autonomy in work them (Sætren and Hupe, 2012: 3).

In implementation policy related handling of Coronavirus Disease 19 (Regulation) Government Republic of Indonesia Number 21 of 2020) in Gorontalo City, in general empirical Still found , heard and seen , good in a way direct and also via electronic media about complaint society , for example residents who are active like usual during the day day as if No there is PSBB with riding tandem , loading passenger more from one person, and Not yet comply protocol health like using a mask even There is a number of perpetrator business that is still let crowd occurred . The violation occurred said , there are those who are given sanctions by officers field (police / army) , but There are also those who don't . The sanctions given also vary . depends on who the officer who gave sanctions violations , such as push-ups, memorizing Pancasila principle , cleaning garbage scattered around the area of violation , until sanctions financial . All sanctions said , no There is the correlation with the desired goal achieved by policy handling of Covid 19. because all sanctions imposed only aimed at the effect deterrent solely , not on change attitudes and behavior offender .

LITERATURE REVIEW

Policy public , Implementation Policy and Street-Level Bureaucrats (SLB)

Policies concerning public , taken various countries to prevent spread of the virus, giving maintenance medical , supply goods and services to population , and allows support finance For underprivileged citizens able , is key For overcome crisis . Policy public filtered through the policy process certain , adopted , implemented through law , regulation action , action government , and priorities funding , and enforced by public bodies (Cochran and Malone, 2014: 3). Meanwhile, Rose, as a expert knowledge political recommend that policy should understood as a series little activity Lots related , along with the consequences for those concerned than as a decision separately . Policy according to him understood as direction or pattern activities and not just a decision For do something (Kay, 2006). The Covid-19 pandemic is incident outside usual forcing every government For respond to it in form policy . Policies issued by the government various countries, tend to leading to institutional models and in its implementation refers to a top-down approach , where institutions government (executive and legislative) that makes policy , then its implementation use command and control approach , which literally means giving commands and supervising their implementation (d eLeon and d eLeon, 2002).

Implementation policy handling of Covid-19, requires involvement worker line front from various areas , such as officer health , workers social , education (teachers), security public , etc. Professionals This also called executor level below (street-level bureaucrats), are player central or key on the front line in countermeasures pandemic , because touch direct with public For give service necessary emergency , which continues do work that is risky to oneself they themselves (Dunlop, Ongaro, and Baker, 2020: 370). In the implementation field work , implementer level street -level bureaucrats often face problem implementation , where they sued For take decision or act based on the authority held , and balance demands implementation formal policy with need the community served (Lipsky 2010; Brodtkin 2012).

Ferreira and Medeiros (2016), stated There is Lots factors that can influence behavior bureaucrat level Street in take actions and decisions as frontline implementers , such as factor personal (beliefs , values , altruism , interests) personal and power discretionary) , factor management institutions and policies (policies , systems) control , accountability , law , norms and rules , values , resources power , system incentives , standards performance and structure power) , and factors connection (connection with those

targeted by the policy and with managers and officials selected). Based on study undergraduate research said , can arranged framework draft For analyze and explain action bureaucracy level streets and pick up decisions , namely :

a. Understanding policy

Understanding policy refers to how bureaucrat executor level street -level bureaucrats view substance , implications and coherence policy , understanding about matter said , it is believed important For implement policy (Seva, 2015). Policies that are not clear is description general sector policy , where it is difficult for maker policy For own clear view about truth content (content) policy Because complexity problems (Hysing and Olsson, 2011), and try For manage marked issue with different expectations (Head, 2008). Furthermore , Nilsson, et al (2008), stated that policy Can more or not enough coherent (concerned) paut). In overall , condition This can result in bureaucrat executor level street -level bureaucrats develop different understanding of the substance formal policies , and will result in taking decision based on level understanding them (Seva, 2015; Lotta and Pires, 2019).

b. Source Power implementation

Source Power is factor key for effectiveness implementation policy . Without source adequate power , no Possible a policy can implemented with okay . Also possible, source Power implementation is interested actors in field policy certain that helps maker decision in implementation policy . In case when formal policies are considered No clear , and bureaucratic executor level street- level bureaucrats do not own enough experience For interpret essence policy , then source Power implementation This potential influence policy with possible way , or Possible it is not in accordance with in line with essence objective maker policy (Likspy , 2010). Advice given by actors This possibility big will influence the understanding of bureaucrats , especially about policy , so that bureaucrat executor can make decision in implementation policy (Sandstrom, 2010; Seva, 2015).

c. Belief policy

Belief policy is belief the basis held together by the actors in a coalition policy . Belief policy This containing perception and values . According to Sabatier and Jenkins-Smith, beliefs policy determine choices and actions individuals , and influence taking decision bureaucrat executor level below (street-level bureaucrats) (Weible, et.al, 2012). Trusty and Cervený (2012) show that mark owned individual apparatus bureaucrat in a deeper sense general , will influence decision they (Keizer, 2010). Bureaucrats executor level street -level bureaucrats develop belief collective about moral justification for actions and decisions they when interact with colleague work (colleagues) level) in limitation organization they (Sandfort, 2000).

Use Discretion by Street Level Bureaucrats

Use Discretion in implementation policies by street level bureaucrats are difficult avoided , especially For respond with fast demands society , while what is requested society / public Not yet set up in Constitution or policy certain (Bell and Smith, 2019: 8). According to Brodtkin, Maynard-Moody and Musheno, and Maynard-Moody and Portillo, discretion viewed as things that are not avoidable For apply rule general , regulations , and norms in situation certain , which helps increase effectiveness of policy and support programs democratic for the program . Moreover remember limited time , money and resources other available power , as well the amount rules , regulations and norms that must be applied , which is important bureaucrat Street can prioritize rule What should applied , considering condition special place they on duty (Tummers and Bekkers , 2014), and factors culture . Something that is almost The same Hupe and Buffat stated that Discretion level Street it also happens because obstacles faced bureaucrat level Street in implementation policies , which include at least three type tricks actions , namely : (1) formal rules , originating from from administration public ; (2) professional norms , such as guidelines work , and (3) hope from society (i.e. , opinion) public) (Zang, 2016: 5). In reality , the law No Possible arrange all problem public and government in a way real , appropriate with need public served , so street level bureaucrats need to do action Discretion For finish problems that occur in the field .

Therefore that , for service public in handling of covid-19, authority discretionary sometimes needed For respond with fast demands society , while what is requested public Not yet set up in Constitution or policy

certain conditions . like this , a official public at SLB (Street Level Bureaucrac) is possible For to go through policy discrete throughout still be in the corridor duties and responsibilities to answer guidance the community served .

Coping Mechanisms

Street level bureaucrats (SLB) have sufficient freedom big in implement policy public . Lipsky (2010), stated that they give benefits and sanctions direct to society , has characteristic features general like taking decision based on discretion , and have autonomy relatively from management . Through strength the discretion they have have that is , street level bureaucrats (SLB) are capable to form policy public in place tasks . However , on the other hand , street-level bureaucrats face dilemma , where they feel that source available power , no capable For sufficient need the request addressed to him . Based on condition This is what street-level bureaucrats do a number of agreement For overcome existing deficiencies with use various tricks or way , which Lipsky calls “coping”, namely a form investigation or diversion carried out by the authorities in give service to inhabitant public For hide weakness or limitations source the power possessed , such as try reduce request on service they with do restrictions access information about service , delay giving service , let client waiting , making access to service become difficult , and forcing various cost another psychological for clients (Boahen , 2016: 2; Hohmann, 2016: 2-3). Tummers and Rocco (2014: 6), noted that coping is response important For problem the work of street-level bureaucrats, when field administration public No own classification comprehensive handling .

2. METHOD OF IMPLEMENTATION

Study This use approach qualitative For investigate understanding policy Handling *coronavirus disease* 19 (Covid 19) by *Street-Level Bureaucrats* (SLB). In accordance choice approach qualitative , author to field For collect data in natural context , interact with subject / participant For to obtain perspective they in the real world . The methods used in study This is studies case . According to Creswell (2014) and Yin, the study case is design or special strategy study qualitative (Baxter and Jack, 2008). Data in study This There are two, namely primary data and secondary data . Both data type used in a way each other complete For justify implementation parameters policy handling of coronavirus disease 19 (Covid 19) by *Street-Level Bureaucrats* (SLB) that occurred in the research setting . Meanwhile, the activities data analysis in study This done since initial data is collected , and carried out in a way Keep going continuously until end research . This is intended so that can known deficiencies and weaknesses of the data obtained . Data analysis is the process of tracking and arranging in a way systematic to transcripts interview , notes field , and materials others , so that researchers can serve his findings . Some steps taken in this data analysis process among them is through triangulation , data reduction , data categorization , determination and rolling informant study next .

3. RESULTS AND DISCUSSION

Apparatus bureaucrat executor level below (*street-level bureaucrats*) are actor main in implementation policy . SLB is actor most important in success a policy . In practice , they are the ones who hold the role strategic in operate policy everyday and able influence perception and views public to policies that are implemented . Where things the will depends on behavior and interpretation *street level bureaucrat* in carry out a policy .

a) Understanding policy

Understanding related policies that will implemented , usually owned by a group or institutions that are also involved direct in the formulation process the policy in question . The results of the study show that apparatus bureaucrat executor level below (*street-level bureaucrats*) as executor at the forefront of the field Already given explanation and directions related what they will implement in the field , namely to uphold implementation protocol health in activity daily inhabitant society and how prevent the occurrence crowd citizens so that the spread of corona does not become massive . However , the explanations and directions received apparatus bureaucrat executor level lower Not yet nature comprehensive related substance policy , so that in implementation enforcement protocol health and prevention crowd happen

difference perception depends level interpretation apparatus apparatus bureaucrat executor level below (*street-level bureaucrats*) related explanation leader agency origin of each apparatus bureaucrat executor level below (*street-level bureaucrats*). According to Van Horn and Van Mater (1975), in order for policies to be public Can implemented with effective , then what is it standard objective must understood by individuals (*street-level bureaucrats*) as responsible party answer on achievement standards and objectives policy .

Therefore that , standards and objectives must communicated to implementers . Communication in framework delivery information to the implementers policy , about What become standards and objectives must consistent and uniform (*consistency and uniformity*) of various source information . For that's it , Standard Operational Procedures (SOP) must be truly emphasized to apparatus bureaucrat executor level below (*street-level bureaucrats*) as executor policy as reference in to uphold provision policy handling of Covid 19. Research results show that apparatus bureaucrat executor level lower in group task No own Standard Operational Standard Operating Procedure (SOP) in enforcement protocol health and prevention crowd citizens , they only using agency SOP origin of each, so that in giving sanctions often different between apparatus bureaucrat executor level down , depending perception the relevant authorities . Researchers to argue that group task as organization implementer in the field must have their own SOP as guidelines or reference act For apparatus bureaucrat executor level below (*street-level bureaucrats*) who come from from various agencies , so that they No using different SOPs Because according to Ripley and Franklin (1981) bureaucracy is a dominant institution in implementing policy programs, the level of importance of which varies for each stage .

Next , in implementation policy handling of Covid 19, no A little policies issued by the government central and government the area which is essentially do restrictions activity inhabitant society and implementation protocol health . However , still just Lots happen violations committed society , good That violation rule protocol health and also activities that cause crowd . Monitoring results researchers , many violations committed inhabitant public due to Because lack of understanding part big public about the dangers of Covid 19 and not yet accustomed to it public with rule in protocol health Because is new activities . Therefore that , is needed more communication intensive Again to society so that they understand that compliance they to rule is key main For prevent spread of Covid 19. Communication required for compliance to expected rules to public is compliance that arises Because existence awareness in self society , not compliance pseudo , namely afraid of the officer or sanctions that will be accepted If do violation . For that , cluster task handling of Covid 19 as organization that coordinates the authorities bureaucrat executor level below (*street-level bureaucrats*) who come from from various agency , must intense do communication so that the implementers No road individually in implementation policy handling of Covid 19, which can resulting in the loss of trust inhabitant public to apparatus bureaucrat .

In a organization public , communication often is a difficult and complex process . The transfer process news to down inside organization or from a organization to organization others , and to communicator other , often experience distortion , whether intentional and also no . If, source communication different give interpretation that is not the same (*inconsistent*) with respect to a standards and objectives , or source information The same give full interpretation with conflicting , then at a certain point moment executor policy will find a more incidents difficult For carry out a policy in a way intensive . With Thus , the prospects implementation effective policy is largely determined by communication to the implementers policy in a way accurate and consistent (*accuracy and consistency*) (Varn Horn and Van Mater (1975).

b) Source Power implementation

Source power possessed executor policy is very important success implementation policy handling of Covid 19. With Thus , success implementation policy is very dependent from ability utilise source available power . Source Power man the joint implementer in group the task that comes from from various agency government , is apparatus bureaucracy that has experience a lot of work , so they can it is said has own knowledge and skills in carry out his / her duties . Strong commitment from official absolute implementer required in implementation policy Because is important variables , in effort realize the goals

that have been poured out in policy . In addition , skills are also needed from the implementors in determine priority goals and efforts to realize objective implementation (Mazmanian and Sabatier, 1983). Source Power other namely social capital in the form of existence closeness connection Work between apparatus bureaucrat executor level below (*street-level bureaucrats*) who come from from the same agency , and also the relationship cooperation that has been intertwined with apparatus bureaucrat executor level bottom that comes from from agency others , and coincidentally You're welcome merged in team unit group task handling of Covid 19. Conditions This naturally is the initial capital formation strong network between apparatus bureaucrat executor level lower in implementation Policy . Network the facilitate the occurrence communication and interaction that enables growth each other believe and strengthen cooperation . Putnam (1995) argues that networks close social the will strengthen feeling cooperation of its members as well as benefits from his participation that . For that , the apparatus bureaucrat executor level below (*street-level bureaucrats*) who are members in group task must capable to weave relation cooperation to inhabitant public as group target through effective communication related the dangers of Covid 19 for health inhabitant society , so that compliance inhabitant to policies taken government is key main prevention the spread of a deadly virus said . Social capital in general will grow and develop , not just Because existence similarity goals and interests , but also because existence sustainable relationship as well as maintenance effective communication and dialogue between apparatus bureaucrat executor level below (*street-level bureaucrats*) with inhabitant public in implementation policy handling of Covid 19, where matter the in accordance with Onyx's statement (1996) that healthy society tend own networks solid social . People know and meet with other people, they Then build thick interrelation , good both formal and informal .

Implementation policy handling of Covid 19 is actions carried out by individuals actor in group directed task For reach the goals that have been set in decisions policy previously . This is show that in the implementation process policy , social capital required by the actor For reach objective from policies that have been formulated (Milward and Provan, 2000). With thus consists of social capital from networks , norms, and trust needed actor in the implementation process policy Covid 19 handling . Research results show that Not yet all apparatus bureaucrat executor level below (*street-level bureaucrats*) as actor executor policy take advantage of the social capital they have have in implement policy handling of Covid 19. This is can seen from No existence or Not yet the maximum collaboration (collaboration involving distribution task , where everyone does their job every work that is not quite enough the answer is for the sake of achieving objective together) between apparatus bureaucrat executor level lower with inhabitant public as stakeholders interests (*stakeholders*), such as cooperation between apparatus implementers and the created community For increase participation public in ward off the spread of the corona virus.

Availability technology also plays a role determine success implementation policy handling of Covid 19. Research results show that apparatus bureaucrat executor level below (*street-level bureaucrats*) as executor policies in the field lack source Power technology , such as tool Covid 19 detector , tool protector self For power health , room isolation , home sick , technology communication For delivery information , and others. Mazmanian and Sabatier (1983) argue that that with technology , a policy program relatively more easy get support , because various programs can socialized and implemented through utilization modern technology , good via electronic media and print media .

Source other power that can support success implementation policy handling of Covid 19 namely routine organization . Task force Covid 19 handling is filled by agencies the government that has experience lots of work and already carry out work that is routine everyday . Research results show that routine organization owned by the authorities bureaucrat executor level below (*street-level bureaucrats*) can help they in carry out task as part from group task Covid 19 handling . Task force as institution executor only need coordinate just for routine every institution No each other spilled overlap in implementation task they . According to Kiesler and Weick, problems routine organization important , good in guard stability and instability organization , and this is where maker and implementer policy own a number of skills gained from organization place work , including commitment brought from organization (Warwick, 2017).

c) Belief policy

Implementation policy handling of Covid 19 related with beliefs held by the authorities bureaucrat executor level below (*street-level bureaucrats*) that the policy in question can prevent the spread of Covid 19 massive .

Monitoring results researchers in the field that apparatus bureaucrat executor level street - level bureaucrats feel own strong belief can carry out his job with Good Because the work to be done they do is activity they everyday , such as the TNI/ Polri and Satpol PP who are on duty to uphold discipline on protocol health , as well as power health on duty handle residents who are confirmed to have Covid 19. With Thus , it can it is said that apparatus bureaucrat executor level lower has own skills and competencies related implementation his duties , because they Already own experience a lot of work . The expertise of Lots competence need experience . Among them experience in managing people, communication in front of group , finish problems , etc. People who don't Once relate with organization big and complex No Possible develop intelligence organizational For understand dynamics power and influence in environment .

Success implementation policy handling of Covid 19, can measured with see conformity between implementation or implementation policy with design , goals and objectives policy That myself , and give impact or positive results for breakdown problems faced . Research results show that group task handling of Covid 19 is indeed consists of from the apparatus that has sufficient understanding Good related task They will but they originate from different institutions and of course bring mark respective institutions , so need instant coordination to ensure confidence base apparatus bureaucrat executor level below (*street-level bureaucrats*) in the form of perception and values can directed at targets and goals policy handling of Covid 19, and not goals and objectives respective institutions . Heclo state understanding policy refers to changes thinking or intention resulting behavior from experience and related with achievement or revision) purpose policy (Cerna, 2013:6). Tendency behavior or characteristics from executor policy play a role important For realize implementation appropriate policy with objective or target . Character important thing to do owned by the executor policy for example high honesty and commitment .

d) Discretion

Research result show that There is a number of apparatus bureaucrat executor level below (*street-level bureaucrats*) do Discretion in implement policy handling of Covid 19. Discretion carried out by the authorities bureaucrat executor level lower done Because existence guidelines Work institution them , and not yet There is guidelines official official work related Handling violation protocol health , so that apparatus bureaucrat executor level lower take decision based on the interpretation to provision policy handling of Covid 19. Taking action Discretion This in accordance with Hupe and Buffat that discretion taken by the authorities bureaucrat executor level lower because of customary norms based on guidelines Work institutions (Zang, 2016: 5).

Discretion in general taken by the authorities bureaucrat executor level down on the aspect violation protocol health . In case this , violation to restrictions activity religious and also activity social others , which use place or facility common cause crowd can Article 218 of the Criminal Code is applied , which states that goods who at the time the people came crowd with on purpose No quick go after ordered three times by or on Name the competent authority , is threatened Because follow as well as grouping with criminal maximum imprisonment of 4 (four) months and 2 (two) weeks about crowd . Against element crowd in chapter This can interpreted that crowd in the middle situation pandemic will potential increase the spread of covid-19 is increasing fast and widespread , so that will cause emergency health . Implementation sanctions law in policy handling of Covid 19 aims For prevent all violation and suppression loss or cost as small as possible . However , in the implementation is also visible from results research , apparatus bureaucrat executor level down (*street-level bureaucrats*) sometimes take Discretion without consideration law or based on law , such as There is apparatus bureaucrat executor level below that allows crowd happen with reason that crowd the happened Because inhabitant currently carry out custom habit society . With Thus , the action Discretion can happen without consideration law in accordance with Aaron's opinion , which stated that toritas powers granted by law For act on base evaluation heart conscience , and its use more from just moral ideas than law (Dineen, 1966), and Davis

(1969), who stated Discretion can done with or without consideration law , in other words the discretion exercised can according to legal or No according to law (illegal).

e) *Coping*

Research result show that a number of apparatus bureaucrat executor level bottom combined in group task handling of Covid 19, often take action *coping behavior* (behavior investigation) especially due to Because existence pressure from the community served , for example request For do isolation independent at home just Because Afraid infected with the Covid 19 virus if treated at home sick , even though risks faced more big if do isolation independent at home Because Can just family or the closest person follow infected . Another reason patients force For do isolation independent at home , so that you can near with family that can every moment help they , compared to if home isolation Sick Because family No Can visit they . In the situation like this , the apparatus bureaucrat executor level under the service , forced must agree request inhabitant with get around write reasons that can be accepted For home isolation alone . There are also apparatus bureaucrat executor level below (*street-level bureaucrats*) agree request inhabitant people infected with Covid 19 to home isolation Alone Because existence limitations equipment owned by health centers and hospitals Sick .

This result show that apparatus bureaucrat executor level below in general do *coping behavior* For get around condition the job he is facing consequence limitations source the power that is owned . This is in line with Lipsky's view (1980) is that distribution source power that is not evenly cause force apparatus bureaucrat executor level lower For take policy investigation on the shortcomings it has . The results of the study this is also appropriate with Lipsky's opinion (1980) states that public often No understand regulation applicable laws in service . In case this , society can it is said tend to force will For do isolation independent at home alone , even though No There is guarantee they will comply with the provisions If do isolation independent at home . However Because pressure infected citizens , then apparatus bureaucrat executor level lower get around with write reasons that can be accepted For do isolation independent at home . Other related matters with *coping behavior* , that apparatus bureaucrat executor level lower do action *coping behavior* Because pressure from bottom (*bottom-up*), namely come from inhabitant people infected with Covid 19 who want to do isolation independent at home , and not Because limitations source the power that is owned . This is different with Loveland's view , which states that behavior investigation carried out by the authorities bureaucrat executor level lower Because existence pressure from top -down (Alden, 2015).

Professionalism apparatus bureaucrat executor level below (*street-level bureaucrats*) in give service is very much needed especially when want to take action investigation . Behavior investigation Lots found in giving sanctions violation protocol health and place maintenance residents infected with Covid 19. Some apparatus bureaucrat executor level below , such as the TNI/ Polri and military personnel health (doctors , paramedics and nurses) admitted often do *coping behavior* in give service to public . *Coping* actions taken power health namely usually No obligatory infected citizens For do isolation independent in health center or House sick and allowed to stay at home , because see condition health center or House the pain is indeed not enough support from availability room and equipment health . This action taken Because according to Tummers and Rocco (2014: 6), *street-level bureaucrats* tend more choose easy activities done , in addition to also caused by limitations source power possessed *street-level bureaucrats* , namely lack of tool protector (PPE) in the form of a hazmat suit for power health For nurse infected patients . On the other hand others , apparatus bureaucrat executor level lower such as TNI/ Polri , form usual *coping* behavior done is No give punishment fine in the form of money to citizens who come out House without use a mask, and don't to dissolve activities that cause crowd Because is activity customs (circumcision , baiat , etc.). *Coping behavior actions* carried out by the authorities bureaucrat executor level lower the is reflection from courage and professionalism apparatus bureaucrat executor level below (*street-level bureaucrats*) in serve inhabitant community . Experience in give service For things that are true become his job daily make it easier apparatus bureaucrat executor level lower in do behavior coping *behavior* .

Monitoring results researcher conclude that actually the officers bureaucrat executor level below (*street-level bureaucrats*) have strong desire For make it a success implementation policy handling of Covid 19,

because handling of Covid 19 will also impact on self myself and family they from dangers of the Covid 19 virus. Interview results with a number of informant power health says that they forced give permission residents infected with Covid 19 do isolation independent at home , even though should isolated in health center or House Sick Because limitations source the power they have have . Findings This in line with Nielsen, et.al (2009) opinion that apparatus bureaucrat executor level below (*street-level bureaucrats*) have strong desire For carry out task with it would be better , but Because existence limitations source Power infrastructure and facilities health and added ignorance in a way wide inhabitant public about the danger of Covid 19, then with regret behavior *coping* done and they feel guilty use mechanism coping , situation this is what it says Vedung (2015: 3), that Good bureaucrats and clients considered is at in situation lose-lose . The apparatus bureaucrat executor level lower serve inhabitant in a way different with desired condition citizens and residents No in position For demand the rights that should be they get in service health .

COMMON EXPLANATION (FINDINGS)

Implementation policy handling of Covid 19 will succeed if apparatus bureaucrat executor level below (*street-level bureaucrats*) have understanding , supported by sources power , and have belief to policies that will implemented . Implementation will walk effective if size and purpose can understood by the authorities bureaucrat executor level below (*street-level bureaucrats*) because they is individuals who have not quite enough answer in performance policy . Size and objectives can understood with Good if There is communication within and between organizations involved as implementer . According to Van Meter and Van Horn (1975) , successful implementation often need mechanisms and procedures institution Because matter the will push more possibilities big for officials high (top) for push implementers (officials) subordinates) act in a consistent way with sizes basis and objectives policy .

For that , the apparatus bureaucrat executor level below (*street-level bureaucrats*) as executor at the forefront , should be No only focus on enforcement rule protocol health , but also must do collaboration with inhabitant public in form empowerment community in the field health in each sub- district . Collaboration is A interaction or compromise between a number of elements , institutions and /or parties involved in a way direct and indirect directly receiving consequences and benefits . The values that become runway main existence collaboration that is same goal , sameness perception , will For process , mutual give benefits , honesty , love Darling as well as based on community . Collaboration in Handling Covid-19 cases are urgently needed started from commitment , namely in the form of regulation regulation legislation that becomes material in step . Concept *collaborative governance* can made into as step alternative in Handling expected Covid-19 cases can realize acceleration and implementation from handling of Covid-19 which involves various parties and involvement communities at the RT and RW levels , sub-districts , communities interests , hobbies , etc follow established rules government , such as protocol 3M health (maintaining distance , washing hands and wear a mask) to prevent COVID-19 transmission in the community . Work The same between stakeholders (government , community and private sector) in realize strength and defense in face pandemic . Work The same from These three pillars are very important existence as form effort in prevention the spread of Covid-19.

Collaboration with inhabitant public in form empowerment community in the field health in each sub-district , can in the form of a strong village , sub-district standby , etc. Collaboration public field health is purposeful efforts For develop knowledge , attitudes and behavior society to be able to identify problem solving , planning and solving problem his health with utilise potential local and existing facilities , both from cross sectors , Non- Governmental Organizations (NGOs) and figure society . While that , empowerment public in prevention of Covid-19 is efforts made public with dig potential to be empowered and capable play a role and prevent Covid-19 transmission .

With existence implementation through collaboration , expected public later capable face problem in a way more independent in the problems that occur in a way dynamic so that principles *good governance* can realized . If collaboration between stakeholders running smoothly , namely collaboration between stakeholders capable increase awareness circles society so that the pandemic This quick ended , society

become more obedient to all rule or the appeal given by the government , and most importantly is capable increase number the economy is plummeting consequence existence pandemic and after existence pandemic , then expected can give results positive to effort face pandemic as form from *bottom-up participation* (participation) from below) or form participation public to government in handle problem moderate health happen said . Good policy just No Enough in effort handling Covid-19. In addition , it is needed existence commitment public in the form of comply all rules and policies made government . Compliance public Alone only will appear if public own *belief system* (system) same trust) with government .

Implementation of policies for handling coronavirus disease 19 (Covid 19)

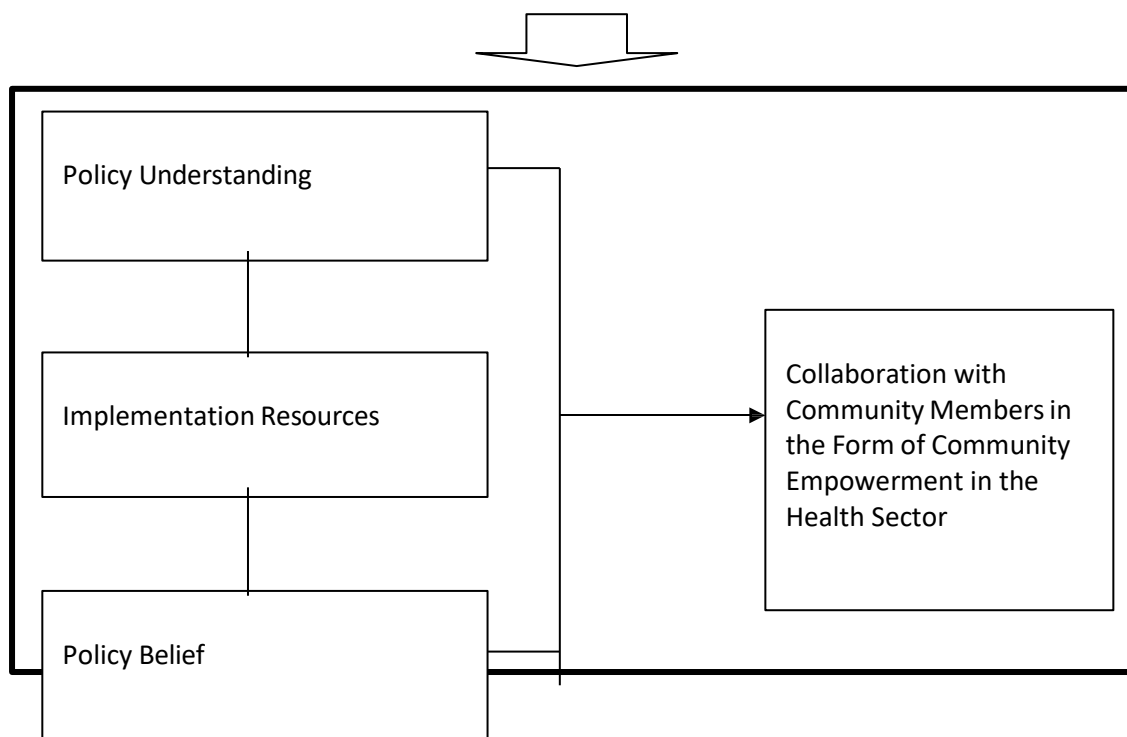


Figure 4.1. Implementation Model Policy Handling of Coronavirus Disease 19 (Covid 19) by Street-Level Bureaucrats (SLB) with Variables Community Collaboration in Form Empowerment Health

4. CONCLUSION

In implementing policy handling of Covid 19, not yet all executor level below (*street-level bureaucrats*) can understand related provision implementation policy . From the aspect quantity resource the human being Still limited , such as amount TNI/ Polri members who must supervise discipline public in implementation health protocols , then officer the number of laboratories limited , they expected Can work 24 hours but moment This only can be just 8 hours , then It is hoped that the lab can Work for 16 hours. In the implementation Covid 19 policy , implementer level below (*street-level bureaucrats*) do action discretion for service apparatus executor policy become in accordance with what to expect society , then policy operational that can viewed as a discretion , namely

effort For adapt wisdom with the situation that has develop . Then , the implementer level down (*street-level bureaucrats*) sometimes do action *coping* Because executor level lower No balanced with provision facilities and resources adequate service . Form *coping* that is done apparatus executor level lower namely in the form of rejection Covid 19 patients because room almost complete care full or Because amount power limited health in service Covid 19 patients in a House sick , or recommend Covid 19 patients for referred to to House Sick in accordance provision government area .

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