

MEASURING LOCAL GOVERNMENT CAPACITY IN TACKLING COVID-19 IN INDONESIA: THE CASE OF SUKABUMI CITY

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ABSTRACT

Capacity is important to help government in facing COVID-19, because the government will be unable to absorb the COVID-19 problem when establishing strategy or policy if the capacity is lack. This study aims to measure how far local government capacity in tackling COVID-19, especially in Sukabumi City which is still facing the problem of COVID-19 cases. There are 8 criteria to measure local government capacity according to UNDP, namely: 1. Strategic Positioning, 2. Responsiveness, 3. Effective, 4. Efficient, 5. Sustainability, 6. Leadership, 7. Gender, 8. Coordination. The qualitative method with the case study approach was used in this research. The results showed that the capacity of local government has a significant impact, especially in tackling COVID-19. The capacity of Sukabumi City's local bodies showed a good role with an improvement in reducing COVID-19 cases and has a strong coordination both with all element in Sukabumi City and with the central government, even though in some period has a significant case increased. However, several point must be fixed and improve related to the capacity of local government in tackling COVID-19 in Sukabumi City: (1) improve the quality of human resources, especially the health workers and secondly, (2) increase the community participation in order to compliance with all government policies, and (3) ensure the effectiveness and the efficiency of the COVID-19 programs and policies.

Keywords: *Capacity, COVID-19, Local Government*

A. INTRODUCTION

In December 2019, a respiratory illness epidemic caused by the novel coronavirus SARS-CoV2 was detected in Wuhan, China (Wu et al., 2020). Since January 2020, Coronavirus Disease-19 (often referred to as COVID-19; also

known as coronavirus) has infected over 479 million confirmed cases and over 6 million people have died from this disease (WHO, 2022). In Indonesia itself, on March 2, 2020, President Joko Widodo reported the first confirmed two cases of COVID-19 infection in Indonesia (The Jakarta Post, 2020). After that, the spread of COVID-19 is quite massive and the positive number of patients with COVID-19 has increased day by day (BBC Indonesia, 2020 As of 26 March, the Government of Indonesia reported a total of 893 confirmed cases with 78 deaths and 35 recoveries across 27 provinces (WHO, 2020a).



Figure 1. Geographic distribution of confirmed COVID-19 cases in Indonesia
Source:(WHO, 2020a)

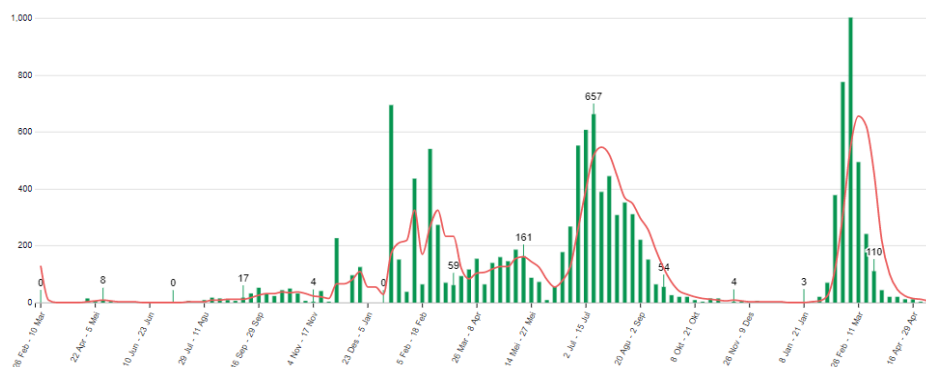
Indonesia is the world's fourth most populous country, and as a result, it is expected to suffer greatly in the long term when compared to other less populous countries in combating COVID-19 (Djalante et al., 2020). Unlike other large populous democratic nations such as India, Malaysia, and the Philippines, Indonesia did not put the COVID-19 outbreak into full lockdown (Golechha, 2020; Hapal, 2021; Teoh, 2021). The government was reportedly concerned about the difficulty of enforcing strict lockdowns, which would have to be prolonged several times, would be extremely costly to the country, and would stimulate new problems (CNN Indonesia, 2021a; Jawa Post, 2020). In response, instead of implementing a full lockdown, the government has tried to implement several policies such as social distancing policy, calls for activities outside the home, large-scale social restrictions (PSBB), until enforcement of restrictions on community activities (PPKM) (Gitiyarko, 2021; Ihsanuddin, 2020; Ikmal & Noor, 2022). But, in practice that all policy has not been dismissing COVID-19 spread. The evidence showed that until now, as of April 27, 2022, there has been 5.564.448 confirmed cases of COVID-19 with 148.335 deaths (Covid.go.id, 2022).

Furthermore, there are some problems that had been faced by government in tackling COVID-19 in Indonesia. First, Indonesia lacks of the public health system, infrastructure, and facilities for responding COVID-19 issues such as a lack of hospitals for the treatment of patients infected COVID-19 and a lack of skilled health workers (Herdiana et al., 2020; Muhyiddin & Nugroho, 2021).

Second, there is a lack of government performance in tackling COVID-19. Evidence showed the level of public satisfaction with the government in handling COVID-19 pandemic was only 57.8 percent (CNN Indonesia, 2021b). Third, lack of public compliance with the government policy, such as not wearing a mask or avoiding social distance, and desperate to going home even though they are violated (Kementerian Kesehatan, 2020a; Paat, 2021; Sumartiningtyas, 2021). According to the zoning map of compliance with wearing masks and keeping a distance, based on data from 512 districts/cities showed that only around 9% of districts/cities are obedient to wearing masks and fewer than 4% of districts/cities are obedient in maintaining distance (Covid.go.id, 2020), thus community non-compliance contributed to an increase in the number of confirmed positive cases in the region.

Seeing all the problems that had been came as the impact of COVID-19 in Indonesia, the issue of government capacity has become increasingly critical. Infection and fatality rates will stay high and continue to climb due to a lack of capacity to battle the pandemic, particularly in local government (WHO, 2020b). Local government has an important role in combating COVID-19, because the policy from the center is lowered and must be translated as well as possible for each region that incidentally has a different cultural and customary conditions (Fridayani & Soong, 2021). Moreover, local governments are being closer to the people and better acquainted with the cultural characteristics of local communities, so they can be more responsive to the local needs (Herdiana et al., 2020). As a result, it's not surprise that it continues to interest the important of local government's capacity in tackling COVID-19, including in Sukabumi City. On April 2, 2020, the Mayor of Sukabumi City reported the first positive confirmed cases in Sukabumi City. Then, since 2020, Sukabumi City has recorded 12.645 positive confirmed cases, with 583 people died (Alamsyah, 2022). In addition, sukabumi City itself was hit by three waves of COVID-19; the first wave of which emerged in 2020, followed by the delta variation of COVID in 2021 and the omicron variant of COVID in 2022 (Fatimah, 2022; Heryadie, 2020; Rohman, 2021). The spread of COVID-19 in Sukabumi City has a significant peak in each phase, and could be seen in the figure below.

Figure 2. COVID-19 Graphic Daily Cases of Sukabumi City



(Source: Pikobar, 2022)

In the figure 2. showed the significant trend of COVID-19 cases in Sukabumi City from 2020 to 2022. In 2020 the number of confirmed cases in Sukabumi City was recorded at 1888 cases with 59 deaths (NW, 2020). Then, there was a significant growth of 5485 cases, with the number of confirmed cases reaching 7373 in 2021, with as many as 225 people dead (Riksan, 2022). In 2022, not only the COVID-19 confirmed cases stays high but also there was a rise in cases (confirmed COVID-19) over the past week on February 2022, reaching more than 150 cases each day and two sub-districts with red zone status detected (Budiyanto, 2022; Rohman, 2022). As the result, Sukabumi is recognized as one of the locations with a level 4 Enforcement of Community Activities (PPKM) status on March 1, 2022, with a high risk of COVID-19 spread, caused by high community mobility and health procedures that are increasingly being neglected (Muhammad, 2022; Portal.sukabumikota.go.id, 2022). Based on the foregoing, Sukabumi City is still struggling to halt the spread of COVID-19, thus the government's capacity to respond is extremely needed. According to Grauwe (2009), there can be no progress if the government lacks or does not have capacity. We assume that, because of a lack of capacity, the government will be unable to absorb the COVID-19 problem when establishing strategy or policy.

On the other hand, while there is a growing body of studies exploring government capacity and its dimensions, there are virtually limited studies that showed empirical research on measuring local government capacity. Several studies related local government capacity in tackling COVID-19 had been conducted, but still lacked. Herdiana et al (2020) criticized four components of strengthening local capacity to cope with COVID-19, namely policy/regulation, human resources, organizational restructuring, and budget reallocation. Meanwhile, Agustino et al (2021) examined government capacity through an individual lenses and demonstrated the impact of inadequate capacity on community participation. Another study looked at the relevance of local government agencies' capacity to overcome COVID-19 by examining six requirements for local government capacities in disaster management (Audia et al., 2021). Then, the research's distinctiveness from the prior research is we analyze local government capacity in combating COVID-19 in a small local area by using the evaluation of UNDP's contribution to strengthening local governance. The indicator of those evaluation criteria we fit with COVID-19 issues that mainly concerned in local government capacity.

Therefore, we carried out this study in Sukabumi City rather than a large metropolis with a high risk of COVID-19, such as Jakarta, Bandung, and so on, because not only despite being a small city, but also the population is large with roughly 346.325 people (BPS, 2021). So, the number of COVID-19 cases in Sukabumi City has lately grown dramatically, then piqued our interest in doing this research. In the end, the study attempts to measure and analyze the capacity of Sukabumi City's government in preventing the transmission of the COVID-19 at the lower level.

B. LITERATURE REVIEW

Local Government Capacity: Theoretical Insight

Many academicians have a skewed perspective of the concept of local government capacity. In the literature of political growth, the early pioneers created government capacity as a fundamental notion. Here, the capacity of government is split into two categories. First, capacity is defined as a new function adopted by the political system from time to time in order to adapt to new challenges in the form of political system performance (Almond, 1965; Groth, 1970). Second, capacity is required for political growth since it is a basic essential of the political system to adapt to or absorb new demands coming from its social, economic and international context (Duff & Mccamant, 1968; Feng, 2006). According to this view, capacity define as a trait or a function, may alter or increase in response to societal demands.

Furthermore, capacity is widely adopted by researchers within the scope of public policy. Proposing a rational approach, Burgess (1975) stated that government capacity perform the administrative functions and tactical requirements of executing policy by undertaking programs, activities, or services. In response, Polidano (2000) focused on the capacity of the public sector and conceptualized it as three elements: policy capacity, implementation authority, and operational efficiency. Supporting that view, X. Wu et al (2015) argue that the capacity of government is the most significant factor in public policy to solve issue in community and to make sure the policy is well-implemented. As a consequence, the capacity of local governments is critical to consider when implementing local government policies or programs into action (Burgess, 1975) and government capacity could be improved by policy efforts (Choi, 2021).

Another group of scholars focuses on understanding government capacity in management terms. Donahue et al (2000) stated that government management capacity is governments intrinsic ability to marshal, develop, direct and control its human, physical, and information capital to support the discharge of its policy directions. Gargan (1981) argue that local government capacity could be seen in 3 general areas that related in management: policy, resource and program management. To this end, it was argued that a capable government can manages its physical, human, informational, capital, financial resources (Honadle, 1981; Hou et al., 2003) and strengthening government capacity must consist its effective leadership, skilled and sufficient staff, institutionalization and external linkages (Eisinger, 2002).

More significantly, we identified that the terms 'ability' and 'capability' are nearly counterparts for government capacity in our literature review and the term of government capacity. Hence, government capacity defines as government's ability to execute on its responsibilities, to conduct its assigned functions, and to achieve some intended purpose (Brinkerhoff & Morgan, 2009; Fiszbein, 1997; Gargan, 1981; Steiner, 2010). Similarly, Grindle (1997) suggested government capacity as capability of a government to perform the task appropriate "effectively, efficiently and sustainable". Furthermore, local government capacity refers to the government's capability to provide goods and services for its public or society (Biere & Sjo, 1977).

Recent practitioners and analysts continue to regard capacity as essentially a human resource issue requiring the development of individual skills, capacities, and abilities (Analoui & Mouallem, 2014; Choi, 2021; Donahue et al., 2000; Said, 2015; Yamoah, 2014). Yamoah (2014, p.1) criticizes human resources are the most valuable asset of institution/government, in developing their actor's capacity and its governments. It means, human resources capacity equips employees to achieve government's goals. Moreover, Lane & Wolf (1990) suggested government capacity as the ability to govern, which is based on governmental bodies, human resources, or the people who participate in and support the governing process, including their collective memory, commitment, technical skill, and program experience.

In addition, Burgess (1975, p.711) stated that local governments with high capacity would most likely have a balance of clear policy, program, and resource management, thus enabling them to be "adaptive, effective, and efficient". It means, the local government has the ability to tackle local issues and deal with problems (Antwi & Analoui, 2008; Gargan, 1981). As opposited, local governments with limited capacity would struggle to develop and execute creative solutions, lack the capability for self-improvement and lack of ability to establish and manage local development strategies (Burgess, 1975; UNDP, 2007).

Conceptual Framework

One model of government capacity measurement in this perspective is developed by United Nations Development Program (UNDP). UNDP (2010, p.51-54) modified the framework by focusing on five key dimensions for evaluating local government in a particular sphere, namely the relevance of local government outcomes, outputs, and activities, the responsiveness of local government to changing conditions and needs, the effectiveness of local government in achieving stated results, the efficiency of local government in using human and financial resources, and the sustainability of the results to which local government contributes. In addition, the evaluation assesses how much local government collaboration in the execution of local governance has influenced women's roles and positions. It also showed up the role of leadership to perform better its programs and goals and to provide credible intellectual and substantive leadership in manage programs. Lastly, it examines how local governments have formed partnerships to enhance local governance. According to this approach, we modified and adjusted UNDP indicator evaluation of local governance to measure local government capacity in dealing with the COVID-19 issue in local areas, and thus illustrated as follows:

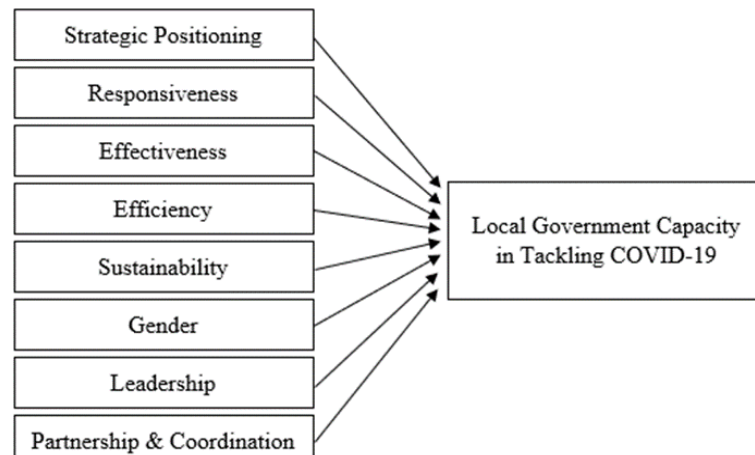


Figure 3. Conceptual Framework
Source: (Composed by Researchers, 2022)

C. METHOD

This research was conducted in Sukabumi City, West Java Province. Since the goal of this research is to analyse a specific circumstance, then the qualitative case study method was applied. The case study approach was chosen because of its ability to analyse a single condition or phenomenon inside a narrow context-restricted setting using empirical evidence and a number of data sources obtained in a variety of ways to demonstrate a variety of features of the phenomenon (Baxter & Jack, 2008; Yin, 2014). Furthermore, case study has a specific parameter such as place or time and provide a deep understanding of the phenomenon (Yin, 2018; Zainal, 2007). So, it matches the research goal of analysing the COVID-19 circumstances as a single phenomenon, by measuring the local government's capacity in tackling COVID-19 in one local area.

Data collection in this study using two data sources, namely primary and secondary data. Primary data is data obtained by researchers through in-depth interviews involving several informants that relate in tackling the COVID-19 pandemic in Sukabumi City. Some of the parties interviewed in this study include the executive and legislative of local bodies, that play an essential role in tackling COVID-19 in Sukabumi City. Meanwhile, the researchers acquired secondary data from available literature, such as government websites, online news media, government reports, publications of prior scientific articles, and so on. Further, the data analysis techniques on this research consists of three concurrent flows of activity, namely data reduction, data display and conclusion drawing/verification (Miles & Huberman, 1994). Lastly, data-checking used triangulation technique for establishing validity by merging data from many sources (Patton, 1999).

D. EXPLANATION

The tackling of COVID-19 was also carried out in Sukabumi City, West Java Province. According to UNDP (2010), there are 8 criteria for measuring the local government capacity, particularly in tackling COVID-19 crisis. Then, the capacity of Sukabumi City's local government in tackling COVID-19 are measured and analyzed as follows:

Strategic Positioning

Local governments play an essential role in developing and implementing strategy and policy in facing crisis conditions such as pandemic COVID-19. In this situation, local government have to be well prepared in conducted and positioned strategic as soon as possible to stop the spread of COVID-19 virus, because strategic positioning represents the government capacity in making decisions in order to overcome crises or problems by making changes to steps or making new steps (Brnjas et al., 1998; Jacobsen et al., 2020). Then, by choosing the right strategy, the serious problem of pandemic COVID-19 could be solved. In case, The Mayor of Sukabumi City made substantial changes in determining the best strategy for dealing with COVID-19, focusing all activities and policies on conquering COVID-19. Then, The Sukabumi City government formed a Task Force for the Acceleration of COVID-19 Handling based on the Presidential Regulation No. 82 of 2020 concerning the Committee for Handling the Corona Virus Disease 2019 (COVID-19) and National Economic Recovery, which includes representatives from all parts of government, ranging from health to law enforcement, social and financial sectors, and information and communication fields. In carrying out their duties, all task force members always obey the mayor's and the central government's instructions. It indicates the capability of Sukabumi City local bodies which has a strong commitment and relevance to national goals, strategies, rules, and policies, ensuring that the positioning strategy is well-structured (UNDP, 2010).

Moreover, strategic positioning reflected the extent to which the local government maximizes its relevance and capacity within the sphere of local government through its programs and policies. Because of the COVID-19 pandemic is a disease with health risks, then Sukabumi City Government's COVID-19 action programs and policies are based on public health concern, so the capacity of The Health Office is needed through the implementation of Testing, Tracing and Tracking (3T), providing health facilities, implementing vaccinations and so on. On the other side, because COVID-19 could be transmitted by the direct contact, there is a need for security and order measures particularly in large crowds during a pandemic. In response, the role of SATPOL PP is needed to communicate all the programs and policies from the Sukabumi City Government (Mayor) to the society, such as socializing obedience of health protocols in public places or crowd centers and dispersing masses during a COVID-19 pandemic. The legislative bodies also have an important role in aiding the executive bodies determined the strategic positioning which is relevant with the accelerate of COVID-19's handling in Sukabumi City. The legislative (DPRD), in collaboration with the executive, made effort in 2020 to implement relocation of funds sourced from the General Allocation Fund (DAU) and the Special Allocation Fund (DAK) for COVID-19 financing. All COVID-19-related actions, efforts, and policies which is carried out by the regional government must get the agreement of the DPRD, so DPRD plays an essential role in policy approval, including COVID-19 budgeting. After the finance refocusing through the APBD was approved, the DPRD will supervise the implementation of its.

According to UNDP (2010), strategic positioning is tied to the process of developing and selecting a strategy. As a result, the Sukabumi city government's choice to adopt strategies and policies for dealing with COVID-19 cases was influenced by a number of factors. Firstly, policy factors influence strategy selection and development, where in formulating strategies and implementing policies, the Sukabumi city government relies on the COVID-19 response plan on central policies ranging from West Java governor policies to presidential policies because the COVID-19 policies is centralized. When the center releases directives or policies, the Sukabumi city government translates and develops them to match the situation and conditions in Sukabumi City. Secondly, the strategy selection and development are influenced by the availability of human resources. Due to the statement of The Health Office, the main problem in handling COVID-19 in Sukabumi City is the lack of health personnel, so the human resource problem becomes a top priority in adjusting the strategy.

Responsiveness

The Sukabumi City government's response to the COVID-19 pandemic is to take actions to predict and prevent the spread of COVID-19. This preparation is carried out by establishing a dedicated room at the R. Syamsudin S.H Hospital and maintaining supervision in all Community Health Centers (Puskesmas). The mayor instructed that The Health Office and the hospital to take the appropriate action in case this virus arrived in Sukabumi. For example, R. Syamsudin S.H Hospital prepared a particular room, and The Health Office was directed to remain attentive through the puskesmas to quickly identify and coordinate with local government. On the other hand, the local authorities issued an appeal to reassure residents. Anticipating the spread of the corona virus is also relevant with the circular published by the Sukabumi City Health Office (Dinkes) Number 440/116/Dinkes on January 23, 2020 regarding the Notification of Preparedness for Anticipating the Spread of Severe Pneumonia with Unknown Ethology. The publishing of this letter relates to the letter dated January 14, 2020 from the director of the West Java Health Office on Preparedness to Anticipate the Spread of Severe Pneumonia of Unknown Ethology.

Moreover, according to the statement of the Head of Disease Prevention and Control, the health department has taken a number of proactive response efforts in preventing the spread of the Corona virus, such as providing socialization, education, and awareness about avoiding the spread of the Corona virus. In addition, The Health Office has been sent a circular letter to the hospitals and puskesmas in Sukabumi City which was provided outlining four issues. First, health services, including primary care and referral institutions operated by the government and the private sector, identify, prevent, respond to, and anticipate the appearance of this severe pneumonia cases. Second, if a case is discovered, treatment and isolation are carried out immediately in stages with surveillance to the Sukabumi City Health Office and forwarded to the West Java Provincial Health Office and the P2P Directorate General of the Ministry of Health of the Republic of Indonesia. Third, if groups or clusters of these cases are discovered in the Sukabumi City region, investigations and countermeasures must be carried out in accordance with applicable rules to prevent further transmission and spread and

to ensure that they do not escalate into exceptional events (KLB). Fourth, in order to take the appropriate actions, all health institutions should monitor the development of cases of severe pneumonia whose origin is unknown in the mainstream media.

According to UNDP (2010), adaptability and rapidity of action, as well as response to changing situations and needs, are critical to attaining long-term success. Because government policies changed quickly during the COVID-19 outbreak, all elements, including the government, needed to respond quickly to the new policies, so the Sukabumi city government tried to adapt to all changes, both policy changes and changes in people's habits. When there is a policy change from the centre, such as a change in the regional PPKM level, Sukabumi City promptly adapts and modifies policies to Sukabumi City's environmental conditions and situations. When Sukabumi enters level 2 in February 2022, the security carried out by SATPOL PP is more intense and there are additional members in patrol activities and security, because level 2 is included in the orange zone that the risk of spreading COVID-19 is high. Of course, not only SATPOL PP but also all levels of government are involved in this adjustment. Then, for the adaptation period, there is typically a week-long adaptation phase during which the new policy is being adopted. It indicates that the Sukabumi's Government has a good capability in order to responses the COVID-19 issue and changing needed.

Effectiveness

The failure to do a complete risk take on the situation and problems has limited the efficacy of developing local government capacity in unusual situations, such COVID-19 pandemic (UNDP, 2010). Indonesian Government has attempted to address the issue of COVID-19 by introducing a number of initiatives and regulations in order to halt the COVID-19 cases in the city. Also, the effectiveness of COVID-19 program and policy execution relates to the government's capacity to implement them be effectively (Audia et al., 2021). One of the efforts to break the chain of COVID-19 spread, Indonesian Government issued the vaccination program that would be strictly enforced throughout the country. In case, the vaccination program in Sukabumi City has been in place since January 30, 2021, and is based on Minister of Health Regulation No. 10 of 2021 concerning Amendments to Minister of Health Regulation No. 10 of 2021 Concerning Vaccination Implementation in the Context of Combating the 2019 Corona Virus Disease (COVID-19) Pandemic. The vaccination program has been implemented effectively in Sukabumi City, as seen by the increasing number of persons who have been vaccinated, or could be shown in the table below.

Table 1. COVID-19 Vaccination in Sukabumi City as May 16, 2022

Vaccination	Doses 1	Doses 2	Doses 3
Total Vaccination	120,59%	100,21%	35,94%
Elderly's Vaccination	117,36%	104,50%	41,41%
Children's Vaccination	94,37%	90,59%	-

(Source: Sukabumi Health Office, 2022)

From the table 1. it can be seen that the vaccination in Sukabumi City has been implemented well which is the total vaccination and the elderly's vaccination for doses 1 and 2 has reached 100%. The total vaccination including vaccine for general community, health workers, and the employee, for the doses 1 was reached 120,59% and the doses 2 100,21%; the elderly vaccination for the doses 1 was reached 117,36% and doses 2 is 104,50%; the children's vaccination for the doses 1 was reached 94,37% and the doses 2 is 90,59%. However, the doses 1 and 2 reached 100% but for the booster or the doses 3 was still lower under 50%. Then, the vaccination data backs up The Health Office's statement that "Sukabumi City met the centre's vaccination target of at least 70% in April 2022 (doses 1 and 2), and Sukabumi City has already exceeded the target by more than 100%, even though the doses 3 were lower". It indicates that the Sukabumi City has been effectively implemented vaccine programs, because according to UNDP (2010), the programs and policies could see effective when achieve its goal/targets. In terms of the factors that determine this achievement, the dedication and collaboration of all parts, including the health department, health professionals (vaccinators), the community, and other parties who support the implementation of these activities. However, the challenges encountered when carrying out all activities associated to COVID, such as vaccines are due to a lack of human resources, where the people/officers in charge of tracing, vaccinating, and monitoring COVID patients are the same, and that's it. So, because the barriers are more than just a lack of human resources, the Government cannot do much in terms of providing/adding human resources (particularly the health workers). When the circumstances of the COVID case is high, many health workers become ill from COVID infection, and on the other hand, the vaccination program should keep on working, thus a lack of human resources is the biggest problem facing by the government.

Furthermore, in order to combat the rise of COVID-19 instances in Indonesia, the government has set a range of limitations, ranging from Large-Scale Social Restrictions (PSBB) through Micro-Scale Social Restrictions (PSBM) to the Enforcement of Community Activity Restrictions (PPKM). It was declared that the spread of COVID-19 is caused by social interaction or community mobilization, therefore limitations on social, educational, and religious activities, as well as restrictions on store operation hours, are needed to reduce it. The most significant aspect of its execution, of course, is that individuals are encouraged to constantly follow health protocols, one of which is wearing masks. Those regional regulation has been enacted in Sukabumi City, but still lack because there are a number of people who do not use masks when in public places or in crowds. As response, on the beginning of December 4, 2020, the Sukabumi City Government will levy penalties on violators of the health protocol. This action was taken in response to a rise of positive COVID-19 cases in Sukabumi City, which reached 1,020 persons. The resulted shown that on 2020 the people which get the administration sanctions is 643 people. The majority of people who are subject to fines or administrative sanctions are shop/restaurant/café/shopping center owners who violate the rules for limiting operating hours set by the government, or people who organize large-scale

activities that invite/trigger crowds such as weddings, religious activities, music concerts and so on. The imposition of this administrative sanction is based on Perwali No. 36 of 2020 concerning the Implementation of Administrative Sanctions for Violation of Health Protocols. Further, to support the effectiveness of accelerating the handling of COVID-19 in Sukabumi City, SATPOL PP as the enforcement public security office welcomes any and all information or complaints from various parties. The information from community is really helped SATPOL PP in maintaining public order during the pandemic and helping minimize the spread of COVID-19 through mass dispersal. So, when community members or the central government reported the presence of a crowd, SATPOL PP quickly moved to the location to disperse and secure it.

Based on the findings, the researchers concluded that the community in Sukabumi City is not completely aware of the government's programs and policies, such as not wearing masks when conducting activities outside the home, and that there are still a number of people who have not been vaccinated. As a result, Sukabumi City must maximize public socialization and education on the programs and policies linked to the COVID-19 addressing, because all policies may be effective if there is a synergy between the government and its people (Sulistiadi & Rahayu, 2020), thus the effectiveness of its programs and policies increase the capacity of local government in order to tackling the COVID-19 issue.

Efficiency

The policies and programs who has been conducted by the government would be efficiently implemented if the policy objectives achieve the intended result while using the least amount of resources (Burches & Burches, 2020). As a result, while dealing with COVID-19, the government should consider the best ways to maximize current resources so that the COVID-19 policies implemented could function as intended. In response, Sukabumi City Government made the best use of its resources to response the COVID-19 issue by budget refocussing in all area. Sukabumi City Government performed budget refocusing in order to assist the handling and prevention of COVID-19 based on three priority areas for managing COVID-19, including handling health, handling economic consequences, and the national safety net (Social Safety Net Assistance). Sukabumi City Government's budget is adequate, with a total budget refocusing for managing COVID-19 of 22 billion on 2020. There were no irregularities in the processing and supervision of funds in practice. However, even though it was adequate and there are no violations, the budget absorption for managing COVID-19 was inefficient, with just approximately half of the budget, or 10 billion rupiah that has been realized. In order to handle COVID-19 more efficiently, Sukabumi city government will increase the budget amount to 60 billion in the following year and maximize budget absorption by adapting the settings and situations in Sukabumi City. This is due to the fact that, unlike in 2020, the budget refocussing in 2021 and 2022 has been thoroughly prepared and developed.

Secondly, human resources have an impact on the efficiency of COVID-19 implementation programs and policies. Thus, human resource capacity in

combatting COVID-19 is required, particularly in carrying out the COVID-19 program and policies. Human resources, particularly health workers, are at the forefront of the battle against COVID-19 because they have the ability to comprehend the promotive and preventative patterns of COVID-19 in the community, which is required in establishing programs and policies to expedite COVID-19 management. In response, Sukabumi City's human resource capacity, especially the health workers, is adequate, as indicated by an increase in the number of health workers six work in Sukabumi City, as shown in the chart below.

Table 2. The Number of Health Workers in Health Facilities at Sukabumi City

No	Work Unit	Doctors		Nurses	
		2020	2021	2020	2021
1	RSUD R. Syamsudin, S.H	95	91	633	614
2	RSUD Al-Mulk	16	17	45	50
3	RS. Assyifa	56	55	174	182
4	RS. Setukpa Bhayangkara	32	35	112	118
5	RS. Ridogalih	26	26	31	30
6	RS. Kartika Kasih	39	42	60	92
Total		305	309	1139	1211

Source: (Collected by Researchers from BPS, 2022)

As seen by table 2. it is clear that the number of health workers at Sukabumi's six hospitals has risen over the previous year. Despite an increase in the number of health workers, the management of COVID-19 in Sukabumi City has not been efficient. This is because the number of current health staff is insufficiently, particularly when dealing with positive COVID-19 patients. Not a few health personnel have collapsed, especially when there is a considerable increase in COVID-19 cases, causing COVID-19 management to be restricted. Furthermore, in actuality, the only individuals in charge of executing the COVID-19 vaccination are the health workers. Surprisingly, one individual may do numerous roles/duties, including tracer (COVID-19 close contact tracing officer), vaccinator, and data entry into the COVID-19 reporting system application. This implies that the quality of health workers is still low, as seen by the lack of health workers capable of managing the COVID-19 vaccine and tracer program. The researcher subsequently finds that the handling of COVID-19 has not been maximally efficient from the standpoint of human resources, specifically health workers.

On the other hand, the management of COVID-19 positive patients in Sukabumi City is ineffective. It is determined by the number of Bed Occupation Rate (BOR). When the first wave on 2020 drilled a maximum BOR of 60% and Sukabumi city was below 60% even though the number of cases was high, but during wave 2 on 2021, was up to 98%. It signifies that the number of beds or isolation rooms as one of the supporting facilities in COVID-19 handling of COVID-19 was insufficient, resulting in inefficient treatment for the COVID-19

patient. Then, in order to maximize the utilization of resources, one of which is connected to supporting facilities for managing COVID-19, Sukabumi City Government, particularly The Health Office, made an effort to enhance the number of beds in six COVID-19 referral hospitals by encouraging and leading hospitals to create and expand isolation rooms for COVID-19 patients. The isolation room building was designed with a minimal requirement for isolation rooms in mind, namely that 30 percent of present beds be used for isolation rooms. However, in actuality, the number of beds in Sukabumi City has been expanded to 69 units in 2020, 184 units in 2021, and 327 units in 2022. This effort by the government shows Sukabumi City Government's ability to maximize the use of resources facilities in order to support the efficient handling of COVID-19.

According to UNDP (2010), evaluate the mechanisms used in order to assess efficiency in terms of execution timeliness as well as, to the greatest degree achievable, cost efficiencies of the mechanisms itself. In case, the tackling of COVID-19 in Sukabumi City was conducted but not optimally efficient. It indicates that the capacity of local government is still lack especially in maximizing the human resource aspect. As a result, additional health workers and provide the training for health workers to improve their quality are necessary to aid in the implementation of an efficient COVID-19 handling program.

Sustainability

COVID-19 is a complex problem that covers several aspects, including the economic and social (Supriatna, 2020). As a result, there is a need for policies to control COVID-19 that are sustainable so that COVID-19 control can be carried out optimally. In this case, Sukabumi city government conducts monitoring and evaluation to verify that each program and policy for dealing with COVID-19 has achieved the expected objectives, and then develops and analyzes its strengths and flaws so that these programs and policies could be sustainable. Further, the evaluation process will evaluate the sustainability of Sukabumi City Government interventions and factors that enhance or undermine long-term sustainability of the COVID-19 programs due to stopped the COVID-19 cases.

Monitoring and evaluation of cross-sectoral collaboration in dealing with the COVID-19 pandemic are carried out by Sukabumi City Government in order to measure the success of implementing collaboration and the drop in new COVID-19 cases. Monitoring is done at least once every three months, and assessment is done at the end of the year. The monitoring and evaluation results are utilized to improve recommendations for executing cross-sector collaboration in dealing with the pandemic in Sukabumi City the following year. Managing solutions are established when current inadequacies may be detected, and existing strengths are retained. One example is budget refocusing, where the amount allotted in 2020 was less planned because the sudden crisis. This is then examined in a shared evaluation process so that the budget relocation for COVID-19 is more specific in 2021 as a result of maximal preparedness. The implementation was planned and incorporated in the general budget policy actions (KUA) in 2021 by assigning a greater budget, and the influence may be felt. Communities affected by COVID-19, specifically those who were confirmed positive, were brought to the hospital and financed, health facilities were improved, and medical personnel

handling COVID-19 with around two hundred people, were also given incentives both from the Sukabumi city government and from central government financing.

Based on the findings, the researchers concluded that monitoring and evaluating activities are necessary to assure the long-term sustainability of programs and policies. Additionally, according to UNDP (2010) program sustainability is critical to the results and effect of such programs, thus increase the capacity of local government. In Sukabumi City, the program's sustainability has had a positive impact and demonstrated strong results in lowering COVID-19 instances, one of which is Tracing. This is demonstrated by the success of tracing efforts carried out by Sukabumi City Government, which is regarded as the best in West Java based on an assessment of six key performance indicators (KPI) undertaken by the West Java Provincial Government. As a result, the program's sustainability must be maintained and even progressively evaluated in order to increase local government capacity in response to COVID-19, and therefore the process of dealing with COVID-19 can be halted.

Leadership

Leadership is an activity performed by the leader in guiding an organization. Leadership are also vital in leading activities connected to organizational functions, particularly when confronted with a disaster situation. Leadership capacity in disaster situations refers to the ability to make timely and appropriate decisions. To achieve community engagement in the environment, leadership abilities are required. The local leaders recognize the importance of cooperating alongside community to tackle the COVID-19 outbreak. Policies or regulations imposed by the government will have no effect on efforts to speed up the response to the COVID-19 epidemic if the community does not cooperate (Mahmudah & Debora Imelda, 2021). It states that a leader must become a leader who can be trusted by the community in order to solve the problem of COVID-19, so that the community will follow all government programs and policies.

In the response to COVID-19 issue in Sukabumi City, The Mayor of Sukabumi City, Mr. Achmad Fahmi has shown an attitude that is capable of being responsive in issuing decisions in the context of breaking the COVID-19 chain and showed the intellectual leadership as the leader to combat COVID-19 in Sukabumi City. It showed in implementing several strategies or policy, the mayor always makes a major contribution, not only in ratifying all laws and policies, but also in monitoring all policies that have been formed including providing direct supervision in large social activities (PSBB), supervising the vaccination programs, socializing the community about health protocols, and other activities are among them, and also went directly to distribute masks to the public who showed a responsive attitude. In addition, The Mayor demonstrated empathy by providing social assistance to people who were affected by COVID-19 in order to repair people's lives. Moreover, the Mayor and Deputy Mayor took the initiative to donate 4 months of their salary for handling COVID-19 in Sukabumi City in 2020, and then urged their subordinates to contribute by setting aside a small portion of the salary received for handling COVID-19 as a form of concern for the people affected by COVID-19 in Sukabumi City.

According to UNDP (2010), the substantive leader might boost local government capacity in dealing with crisis situations such as COVID-19. As the response, the Mayor of Sukabumi City has reflected a substantive leader by contributing on policy development and decision-making in the context of speeding the management of COVID-19 cases, as well as overseeing all actions carried out by his team to ensure that the intended goal of halting the spread of COVID-19 in Sukabumi City could be realized. Also, The Mayor reflected the substantively empathetic to environmental situations and conditions by helping communities affected by COVID-19 and providing incentives to health workers to appreciate their performance and empower them as the frontline in treating COVID-19 patients.

Gender

According to UNDP (2010), local government capacity may be strengthened through including and empowering women in dealing with certain issues and conditions, one of which is the COVID-19 issue. Furthermore, it is now widely accepted in political debate that women can make a substantial contribution to better development practice. The involvement of women in dealing with Covid-19 is critical and has a genuine impact on limiting the spread of Covid-19 cases. In this situation, the participation of women in the management of COVID-19 in the city of Sukabumi is quite good. This is demonstrated by the inclusion of women in the development of effective and efficient Covid-19 management procedures. In this scenario, women are also participating as leaders, specifically the head of the health department. Where all policies are oriented on health concerns, the position of the health department head is crucial. Furthermore, one of the health office's field chiefs is a woman, and she has had a substantial influence on lowering the number of COVID-19 cases in Sukabumi City. The Head of the Disease Prevention and Control (P2P) Division of the Health Service (Dinkes) had a part in handling the tracing of Covid-19 cases, with the West Java Provincial Government naming Sukabumi City as the best or number one in the field of tracing Covid-19 in 2020. Furthermore, in Sukabumi City, the health cadres play a crucial role in disaster preparedness activities, particularly during the present COVID-19 epidemic. The health cadres was dominated by the women. So, the women volunteers in every kelurahan and sub-district have stepped up their involvement in the current COVID-19 response, from spraying disinfection to health promotion and education, case tracking (Tracing), and participation in the implementation of soup kitchens for the community, among other things. in each location to assist the Vaccination program.

Based on the preceding remark, the researcher believes that women's engagement in addressing COVID-19 in Sukabumi City plays an essential role in lowering COID-19 instances. Furthermore, the role of women in the society has been optimized through the engagement of female cadres/volunteers in assisting the government in socializing all COVID-19 initiatives.

Partnership & Coordination

The involvement of local governments in dealing with the COVID-19 pandemic is inextricably linked; collaboration of all relevant parties in dealing is

one of the important aspects in minimizing the transmission of the COVID-19 virus (Amin et al., 2021). In consequence, the Sukabumi city government has undertaken efforts to foster synergy and collaboration among diverse groups, including the government, the corporate sector, and the community to work together to combat the COVID-19 issue. In terms of the government sector, the regional secretariat has compiled guidelines for cross-sector collaboration, which are contained in Sukabumi Mayor Regulation No. 47 of 2020 concerning Guidelines for Implementing Cross-Sectoral Collaboration in Handling the 2019 Corona Virus Disease Pandemic in Sukabumi City in order to realize integration and synergy in the implementation of cross-sectoral collaboration in handling the Pandemic in Sukabumi City. In Addition, The COVID-19 management cannot be handled by a single person or institution/organization. Then, in terms of health-care collaboration, The Health Office work with all healthcare facilities, as well as all levels of government and the community. For example, when there is an increase in both monitoring individuals and monitoring patients who require self-isolation, the health sector is not the only one to solve it. However, cooperation with many parties is required, as is done in Sukabumi City in partnership with police dorms, Gedung Juang 45 halls, and hotels. On vaccination programs, The Health Office coordinates and collaborates with other organizations or institutions, such as the police office, university, school, and so on, to hold a mass vaccination booth. Further, in the order and security sector, SATPOL PP in carrying out coordination regarding the handling of COVID-19, they partnering together with other parties, namely the TNI/Police and Transportation Agency, to carry out surveillance and controlling community activities during large-scale social restrictions (PSBB) and Enforcement of Restrictions on Community Activities (PPKM). In order for coordination to proceed, a particular location, called the COVID-19 handling post at various locations, was established as a COVID-19 coordination centre, one of them is in City Mall (shopping centre).

On the other hand, Sukabumi City Government also carries out coordination and partnership with the private sector and community organization. The collaboration is in the form of private contributions to the government in the procurement of COVID-19 supporting facilities such as PPE, masks, hand sanitizers, portable sinks and others. In addition, not a few private parties and community organization are distributing social assistance (in the form of cash and necessary goods) to the government to be given to people affected by COVID-19, including companies (PT. SCG, Kawan Lama Group, Anugerah Hotels), health professional organizations (IDI, PDGI, IBI, IAI), community groups (Youth Care Movement, Assabiq Online Study, Chinese People's Association), and numerous universities in Sukabumi City. Moreover, The Indonesian Red Cross (PMI), as one of the government's health sector partners, helps to the prevention and management of COVID-19 by mobilizing all resources, including PMI volunteers, to disseminate and educate all levels of society on health promotion and the necessity of vaccines. PMI volunteers also help the community who fulfil the requirements for doing vaccination.

Based on the description above, researchers conclude that The Sukabumi City Government has a strong collaboration with all elements supporting the

quickness in tackling COVID-19 cases. According to UNDP (2010), strong government collaboration, as well as partnership with stakeholders and community organizations, can assist to build local government capacity, particularly in tackling with the COVID-19 issue. Because the COVID-19 problem is not simple, it cannot be managed by a single agency or party, then coordination and collaboration among all the stakeholders is necessary to come up with a cooperative solution in order to stop the spread of COVID-19 cases.

E. CONCLUSION

Based on the findings, it is possible to conclude that the UNDP (2010), approach helped this research in measuring and analysing the Sukabumi City Government's capacity to combat the COVID-19 pandemic. Local government capacity must include and be focused on decreasing the spread of COVID-19, which looked at strategic positioning, responsiveness, effectiveness, efficiency, and sustainability. Furthermore, the role of women, intellectual leadership, and collaboration and coordination among all elements in the region are required. In Sukabumi City itself all the aspects has been conducted but several aspect must be improve, thus the COVID-19 spread in Sukabumi City could be stopped, such as the effective and efficient implementation of programs and policies who still limited by a lack of appropriate and skilled health workers and a lack of public engagement to comply with all government policies.

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