

## Evaluation of the Implementation of Traditional Market Health Protocols in East Java

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### ABSTRACT

The occurrence of the Second Wave of the Covid-19 Pandemic has made the Indonesian government issued a new policy called the Emergency PPKM Policy with Health Protocols (Prokes). A policy must have an impact on people's lives, as well as scrap metal traders at Setono Betek Market in Kediri City and PKL Culinary Center and traditional market in Rungkut District, Surabaya City. This research was conducted with the aim of knowing how the impact of PPKM Darurat in the control of health protocols on the lives of iron traders who had to close their stalls for two weeks according to applicable regulations and controlling prokes by Satpol PP at the PKL at the Culinary Center in Rungkut District, Surabaya City. This type of research is descriptive research with a qualitative approach. With data collection methods through interviews, documentation, field studies, and literature studies. Technical Data analysis in this study uses interactive methods through data reduction, data presentation, and conclusion drawing. The results of this study show that the Emergency PPKM regulation makes these iron traders must close their stalls for two weeks, namely in the initial period of July 3-July 20, 2021. As a result of this closure, scrap metal traders experienced a decrease in an average turnover of almost 90%. The social impact these iron merchants feel is also complex, especially on behavior change. An appeal to do marketing online, but still, not all merchants can take advantage of existing technology. While the control of the health process by Satpol PP, Effectiveness, Efficiency, Adequacy, Equity, Responsiveness, and Accuracy

## **INTRODUCTION**

In 2019, an outbreak of coronavirus disease 2019 (Covid-19) began to be detected in Wuhan, China. In the end, the whole world felt the impact, the spread of the Corona virus which has spread to various parts of the world has brought various impacts in all sectors, including in Indonesia. This outbreak has caused more than 250 thousand people to die in hospitals in the Asian region, America, Australia, Africa, Europe and Antarctica, because the spread of this virus is very fast, therefore the affected countries are flocking to make efforts to overcome this virus starting from making policies that regulate the mobility of citizens' activities, vaccinating and others. The Covid-19 pandemic is developing rapidly so that many countries are not ready to adapt. The World Health Organization (WHO) declared the disease a pandemic and began to enter Indonesia on March 2, 2020. According to WHO (2020), each country must continue to implement a National Action Plan based on a community approach and a realistic assessment of what its objectives must first achieve to slow the spread of Covid-19 and reduce deaths from Covid-19. Since its inception, the WHO has suggested focusing the handling of the pandemic on the health aspect by implementing regional isolation and banning activities involving crowds due to the rapid transmission of the coronavirus.

The latest data on the development of handling the Covid-19 pandemic in Indonesia on September 24, 2022 nationally, positive confirmed patients (RT-PCR/TCM and antigen) increased by 1,724. The total cumulative number or number of positive confirmed patients recorded since the first case until today reached 6,421,118 cases. Based on data compiled by the Covid-19 Task Force, positive confirmed cases today, September 24, increased from 33 provinces, while 1 other province had zero new cases. Of the 33 provinces, 15 of them with the addition of fewer than 10 new cases. (<https://www.liputan6.com>, retrieved 26 September 2022). As for East Java, according to kemkes.go.id, covid19.go.id, BNPB, until Friday (9/9/2022), the number of Covid-19 infections throughout East Java Province has reached 604,454 cases. Meanwhile, 31,799 people died due to the coronavirus, and 806 were actively positive (still being treated), and 571,849 people were declared cured. The city of Surabaya is the city with the highest number of positive confirmed cases in all East Java Province, namely 129,602 people, while Sidoarjo Regency is the regency with the highest number of positive confirmed cases in East Java Province, which is 47,123 cases. The city of Surabaya is also the city with the highest number of deaths in the entire East Java Province, namely 2,974 patients, while Banyuwangi Regency is the regency with the highest number of deaths in the entire East Java Province, namely 1,856 people.

The steps taken by the government in controlling fewer victims due to Covid-19 are social distancing, increasing testing, tracing, and treatment, as well as preparing hospitals and health workers. This social restriction is known as the Implementation of Community Activity Restrictions (PPKM), Emergency PPKM, schools are carried out online. In addition, Vaccination 1, Vaccination II and Booster are also carried out. Health Protocols with the habit of using masker, washing hands strictly, maintaining distance, staying away from crowds, and

reducing mobility. Emergency PPKM is enforced thoroughly, including in traditional markets.

Traditional markets are typical markets found in every region of Indonesia. This market is always crowded because it provides various needs of the community. However, during this pandemic, we must always be vigilant when shopping or selling in the market by complying with and implementing health protocols when buying and selling in the market. To implement health protocols properly, we must first understand the health protocols when in the market. One of the traditional markets in East Java is The Setono Betek Market in Kediri City which sells scrap metal. The existence of the Emergency PPKM Policy carried out by the Government. Kediri City Market temporarily closed the Iron Market block for 2 weeks as an effort to implement the Emergency PPKM policy to prevent the spread of the Covid-19 virus. This is because according to the instructions, it applies 100% WFH (Work from Home) for the Non-Essential sector (business-related and does not provide food ingredients). Because the Iron Market block is a non-Essential sector, according to the applicable regulations, it is not allowed to operate within the market first. The total number of traders in Setono Betek Market in Kediri City is 1,438 consisting of two groups, including Essential Traders, namely traders who sell basic necessities such as vegetables, clothing, basic necessities, meat, and basic necessities consisting of 1,375 traders. Meanwhile, Non-Essential Traders are traders who do not sell basic needs such as vehicle parts needs, material needs, and iron consisting of 63 traders. The large number of traders is the reason why The Setono Betek Market in Kediri City is the largest market in Kediri City In this case, the Scrap Iron Merchant block is a non-Essential group, according to the instructions that apply to 100% WFH (Work from Home), iron traders are automatically forced to follow the applicable rules not to be allowed to sell in the market during this Emergency PPKM. This has a great impact on the income of the merchants in this block of the iron market, considering that they are daily workers, and for two weeks, these iron merchants have been forced to follow the applicable rules. There are a total of 63 scrap metal traders consisting of 60 traders who are still active (still operating or selling) and 3 traders who are no longer active (not operating or selling). According to the applicable rules, these 60 traders who are still active must follow the one made by the government where they must be 100% WFH (Work from Home) and cannot work inside the Stono Betek Market. As of this Emergency PPKM regulation, it will take effect from July 3 to 20, 2021. This implementation was implemented by the Setono Betek Market PD in Kediri City as a form of following government regulations to reduce the spread of the Covid-19 Virus through the Emergency PPKM Policy. A policy made will have an impact, be it a positive or negative impact. Likewise, this Emergency PPKM policy has an impact on the community of scrap metal traders in Setono Betek Market, Kediri City. The researcher took 1 focal point which was used as the focus of research on the Scrap Iron Merchant community at The Setono Betek Market in Kediri City which was considered effective to be used as a study because the iron merchant community in this market was the most affected compared to other traders. This is because according to the applicable rules they are not given access to sell in the market

for 2 weeks longer, as it is known that these scrap metal traders are day laborers, where trading scrap metal is their main income.

Another traditional market that experiences the same thing is Sopyonyo Market is also affected by the PPKM policy because there is a PKL control policy carried out by the Pamong Praja Unit (Satpol PP) in Rungkut District, Surabaya City to discipline Street Vendors (PKL) using 2 ways, namely: 1) Socializing by going around MSME places and public facilities such as markets, supermarkets, cafes/stalls, culinary centers and distributing masks to the pkl and the community in the place. 2) Conducting operational hours of 2 shifts from morning to night at 08.00-16.00 and 16.00-22.00 WIB. In shift 2 there is a SWAB Hunter by Satpol PP at night at a café or coffee shop, for activities to comply with health protocol policies and provide violations if there is a PKL or community that violates.

In fact, at the time of implementation of the PPKM policy for 2 weeks, it had an impact on the income of traders in the Iron Market block in Betek Kediri. Likewise, it is not uncommon for conflicts between Satpol PP and pkl in culinary centers and traditional markets in Rungkut District, Surabaya, because they feel that this unfairness results in differences of opinion.

The implementation of the strategic policy carried out by Satpol PP related to tasks in the new normal era is still ongoing to bring order to the PKL by carrying out health protocol operating hours and going to the field. The regulation of PKL has been carried out from 2020 to 2022 until President Jokowi announced the free mask in May 2022. There are 2 operational hours, namely shift 1 starting from 08.00-16.00 WIB and shift 2 starting from 16.00-22.00 WIB. To evaluate the policy, whether it is always successful or not its implementation and how solutions and risks must be taken, using the theory of 6 criteria used to study policy evaluation according to William N Dunn (2003) namely: effectiveness, efficiency, adequacy, flattening, responsiveness, and accuracy. Then it is associated with compliance, consistency, and sanctions.

## **LITERATURE REVIEW**

William N. Dunn gave the meaning of the term evaluation, namely that, in general, the term evaluation can be equated with appraisal, giving numbers (rating) and assessment (assessment), words that express an effort to analyze policy results in the sense of units of value. In a more specific sense, evaluation is concerned with the production of information regarding the value or benefit of policy outcomes (William N. Dunn, 2000). In evaluating policies, there is a focus that evaluators want to achieve. In this study, the author used a theory according to William N. Dunn about 6 types of policy evaluation criteria and was associated with compliance, consistency, and sanctions. According to researchers, this theory can fully describe how the evaluation of health protocol operations that have been carried out in traditional markets.

William N. Dunn put forward several policy evaluation criteria. There are 6 types of policy evaluation criteria according to William N. Dunn, as follows:

Table 1. Policy Evaluation Criteria

Criteria Type	Question
Effectiveness	Have the desired results been achieved?
Efficiency	How much effort is put into achieving the desired result?
Adequacy	How far does achieving the desired result solve the problem?
Alignment	Are the costs and benefits distributed equally to different groups?
Responsiveness	Do policy results satisfy the needs, preferences, or values of certain groups?
Accuracy	Is the desired result (goal) useful or valuable?

Source: William N. Dunn (2003)

The above criteria are benchmarks or indicators of public policy evaluation. William N. Dunn developed three policy evaluation approaches to produce good judgments, namely pseudo-evaluation, formal evaluation, and theoretical decision evaluation.

Evaluation of the impact of policy refers to the theory put forward by Jones (1984:199), namely according to him that: "Evaluation is an activity designed to judge the merits of government programs which vary significantly in the specification object, the techniques of measurement, the method of analysis and the forms of recommendation". It explains that policy evaluation is an activity designed to assess or measure the benefits of a policy or government program implemented through more specific sub-sub-policies. Policy evaluation activities have certain measurement techniques, have analytical methods, and produce policy recommendations. This is because through this specification process, the objectives or criteria that will be used to evaluate the policy are identified. On this point Jones goes on to explain: "Evaluation refers to the identification of the goals or criteria by which a program or process is to be evaluated" (Debby D. V. Kawengian & Joyce Jacinta Rares, 2015).

Based on the policy evaluation tool described above, Jones (1984:4) further explained that policy evaluation can be used for two purposes, namely: 1) To assess things that happen to the entire policy process. Policy evaluation is a tool to look back, then anticipate or assess all the progress that can be achieved by the government's policies that are compiled and then implemented. 2) It is a systematic effort, to assess the benefits of certain government programs. It is an attempt to identify systematic methods for assessing government programs such

as experimental methods, comparison methods, replication or cost-benefit analysis.

Furthermore, Jones (1991: 359) then explained that there are basically 3 types of objectives for implementing policy evaluation (Debby D. V. Kawengian & Joyce Jacinta Rares, 2015) namely:

- 1) *Political Evaluation*. (Evaluation for political gain). Policy evaluation activities are carried out to answer the question "Whether the program to be implemented will benefit the entire country. Whether the program to be implemented will increase political support in the re-campaign, whether the program will increase support from the media.
- 2) *Organizational Evaluation*. Evaluation for the benefit of the organization. The evaluation of the organization departs from the question of whether the program to be implemented will get support from existing agencies or implementing bodies. Whether the benefits that will be received by the implementing bodies, will be more targeted than the costs that will be incurred. Whether the program to be implemented will be able to provide an expansion to the implementing bodies.
- 3) *Substantive Evaluation* (evaluation of a substantive or real nature) substantive evaluation is to see "whether the program achieves the objectives in accordance with what is established (in the legislation or in the form of certain specifications). What form of impact is generated by the program.

#### **Substantive Evaluation or Impact Evaluation**

Substantive Evaluation or Impact Evaluation is an evaluation that assesses the success rate of a policy through the impact that occurs after the policy will be carried out to cause new behaviors in the target group (effects). Objectives of Substantive Evaluation / Impact Summative evaluation is generally carried out to obtain information related to the effectiveness of a policy / program on the problems that are intervened. This evaluation aims to: a) Assess that the program has brought the desired impact to individuals, households, and institutions; b) Assess that the impact relates to program intervention; c) Explore the existence of unforeseen consequences, both positive and negative. d) Assessing how the program affects the target group, and the improvement in the condition of the target group is due to the existence of the program or due to other factors.

#### **Impact of Social and Economic Change**

The impact caused by the Emergency PPKM on iron traders in Setono Betek Market, Kediri City, is quite a lot. The two things that iron merchants feel the most impact on are the economic impact and the social impact. Douglas et al (in Disbudpar Banten, 2013: 28) explained about the social impact of policies can be seen from several indicators such as, (1) changes in social systems, (2) individual and collective values, (3) social relationship behavior, (4) lifestyle and fashion expressions and, (5) community structure.

Social changes that occur in society also have an economic impact, the economic impact described by Cohen (in Dwi, 2015: 21) consists of, (1) impact on income, (2) impact on economic activity, (3) impact on expenditure. From this it is clearer that the economic impact is explained because of a change that occurs in the environment. From this, the author can assess the impact experienced by

iron traders at Setono Betek Kota Kediri Market and PKL on traditional markets in 7 (seven) markets and culinary centers of Rungkut District. Includes: Soponyono Market, Pahing Market, Sinarbaru Kedung Baruk Market, Krempyeng Kedung Baruk Market, Wonorejo Market, Krempyeng Pandugo 2 Penjaringansari Market, Krempyeng Penjaringansari Market and Culinary Center.

## **METHODOLOGY**

The type of research used in this study is descriptive research with a qualitative approach which is to examine the background of phenomena that cannot be researched through quantitative research. On qualitative research methods, Creswell in the book *Research Design* (2008), defines it as an approach or tracing to explore and understand a central symptom. To understand these central symptoms, researchers interviewed study participants or participants by asking common and rather broad questions. The information submitted by the participants is then collected, the information is usually in the form of a word or text. Data in the form of words or texts are then analyzed. The results of the analysis can be in the form of depictions or descriptions, or it can also be in the form of themes. From these data, the researcher made an interpretation to capture the deepest meaning. The result of qualitative research is set forth in the form of a written report.

The focus of this study is to describe the impact caused by the Emergency PPKM Policy on the Iron Merchant Community in Setono Betek Market, Kediri City. This research refers to Jones' theory of the Substantive Evaluation type. Substantive Evaluation parameters are the extent to which the impact caused by the policy of the health protocol through PPKM Darurat is measured from: a) Economic Impact, there are many impacts that a policy has. Economic factors are among the most impacts caused by this emergency PPKM policy. Indicators of economic impact can be seen from; (1) Impact on revenue, (2) Impact on economic activity, and (3) Impact on expenses. b) Social Impact, the occurrence of social impacts experienced by scrap metal traders in Setono Betek Market, Kediri City, can be seen from several indicators, namely: (1) Changes in social systems, (2) Individual and collective values, (3) Behavior of social relations, (4) Lifestyle and expression of fashion as well as, and (5) The structure of society.

Meanwhile, the evaluation of strategies and factors of obstacles to health protocol operations during the Covid-19 pandemic carried out by the Pamong Praja Police Unit (Satpol PP) in increasing PKL discipline in traditional markets in 7 (seven) markets and culinary centers of Rungkut District, Surabaya City using William N. Dunn's theory put forward several policy evaluation criteria. Research Location The location of this study is a traditional market in East Java, namely Setono Betek Market in Kediri City, and PKL in traditional markets in 7 (seven) markets and culinary centers in Rungkut District.

Data Collection Techniques The methods used to collect data in this study are as follows: a) Library Study is a method of collecting data that is directed to the search for data and information through documents, both written documents, photos, images, and electronic documents that can support the writing process.

b) Observation or Field study is a data collection technique by making observations about the situation in the field. By making observations, the author becomes more understanding of the subject and object being studied. c) The process of obtaining information for research purposes by means of question and answer while meeting face to face between the interviewer and the informant or interviewee, with or without using interview guidelines (guides). Interviews are used as a data collection technique if the examiner wants to know more about things from the informant in more depth. d) Documentation is the collection of data obtained through certain documents. Documents can be in the form of writings, for example, diaries, life histories, stories, biographies, regulations, and policies that are appropriate and related to this research.

Data analysis techniques in this qualitative research are the preparation or process of collecting data by obtaining data from interviews, documentation, field studies, and literature studies. Because this research is descriptive qualitative, the results of data collection will be described or described in words to make a description of the results of the data collection. In qualitative research, conceptualization, categorization, and description are developed based on "events" obtained when field activities take place. Therefore, between data collection activities and data analysis, it is impossible to separate from each other. Both take place simultaneously, the process Miles and Huberman (1992:20) describes the process of qualitative research data analysis as follows: a). This process lasts continuously throughout the research, even before the data is collected as can be seen from the conceptual framework of the research, the problem of study, and the data collection approach chosen by the researcher. b) Data Presentation Data presentation is an activity when a set of information is compiled, thus giving the possibility of drawing conclusions and taking action. The form of presenting qualitative data can be narrative text in the form of field notes, matrices, graphs, networks, and charts. c) Conclusion Drawing/Verification Efforts to draw conclusions are carried out by researchers continuously while in the field. From the beginning of data collection, qualitative researchers began to look for the meaning of objects, noting the regularity of patterns (in theoretical notes), explanations, possible configurations, causal flows, and propositions. These conclusions are handled loosely and remain open, and skeptical, but conclusions are already provided.

## **RESULT AND DISCUSSION**

### **Evaluation of the Impact of the PPKM Policy in Setono Betek Market, Kediri City**

Community activities during the implementation of Emergency PPKM are very limited, especially activities that cause crowds of residents. No exception in the market the usual with its activity often causes crowds. In Setono Betek Market, Kediri City, the implementation of Emergency PPKM is carried out in accordance with existing regulations. As stated in Circular Letter 442.2/8/419.033/2021 concerning the Implementation of Restrictions on Community Activities corona Disease 19 that shopping and trade centers classified as Essential sectors are enforced 50% Work from Office (WFO) and the Non-Essential sector is enforced 100% Work from Home (WFH). With this regulation, the manager of the Setono

Betek Market in Kediri City regulates the implementation of the Emergency PPKM rules in accordance with his orders. In Setono Betek Market, Kediri City, there are two groups of traders, namely traders in the Essential and Non-Essential sectors. For traders in the Essential sector, a system of limiting operating hours is applied, namely until 20.00 WIB and for the Non-Essential sector, WFH (Work from Home) is enforced for two weeks.

Unlike normal conditions, during the emergency PPKM, activities in the market have decreased. Especially for the Non-Essential sections in Blocks E and F which are part of the scrap metal market and the bird market, it was completely closed for two weeks. There was no access into the block sections of the iron market and the bird market, all traders were completely closed. As a result, the merchants in this iron block had to temporarily close their stalls. For the Iron Market block area, a total closure of the territory was carried out for two weeks. Iron vendors are not allowed to sell inside their stalls and are encouraged to work from home. The market manager urged iron traders to abide by the existing policy rules. The closing activity in the iron market block area at Setono Betek Market, Kediri City, began to be carried out on July 03 to July 20, 2021.

With this rule, traders are automatically unable to carry out buying and selling transaction activities normally as usual. Although it is heavy, these iron merchants are very cooperative in implementing the policy rules that have been made by the government.



Figure 1. The Picture Above is the State of the Iron Market Block in Setono Betek Market which was Covered in Total for Two Weeks During PPKM  
Source: Author Documentation

Seen as the picture above is a portrait when the implementation of emergency PPKM is carried out. The block area of the scrap metal market in Pasar Setono Betek, Kediri City, the entrance access is completely closed. Di in the market also the stalls of these iron vendors are all closed and seem deserted there is no buying

and selling activity as usual. This shows that the manager of the Setono Betek Market in Kediri City really complies with government regulations and implements them, as well as iron traders who are cooperative in implementing the regulations given.

**Economic Impact**

Economic factors are the most felt impact by iron traders in Setono Betek Market, Kediri City. Due to the rule that NonEssensial traders are enforced 100% WFH (Work from Home) which makes these iron traders must follow the existing rules. These vendors are not allowed to sell inside their stalls for two weeks. This automatically affects their income.

**Impact on Revenue**

The absence of access to selling in their stalls automatically makes these iron traders experience a change in income (income). And here is a table of the income earned by these iron merchants during the closing of the iron market.

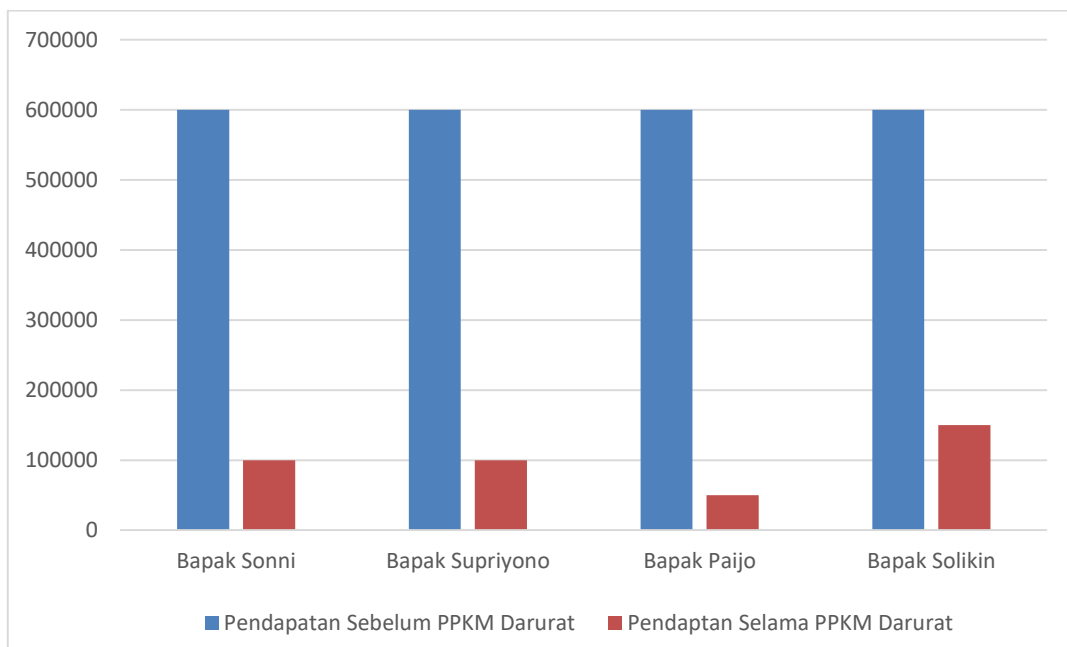


Figure 2. Income Diagram of Iron Traders in Setono Betek Market, Kediri City Before and During Emergency PPKM

Source: Data Processed by the Author

From the table above, the income (income) of iron traders in The Setono Betek Market in Kediri City has dropped drastically. When compared to before the existence of this Emergency PPKM, their average daily income was Rp. 600,000 but when the PPKM Darurat rule was implemented, the income they earned was only Rp. 100,000 on average and could not even get any income at all.

**Impact on Economic Activity**

The occurrence of the closure of iron market blocks automatically affects their economic activity. As far as we know that these iron merchants sell daily at their stalls, their tools and merchandise are also in the stalls. It is impossible to move their merchandise in the form of iron and other heavy building equipment to take

to their homes. Meanwhile, they are also unlikely to just stay silent for two weeks without trying to find a daily income.

This situation is what makes them finally sell by utilizing their social media, namely through Whatsapp to promote their sales. Some of these merchants rack their brains looking for strategies for selling through whatsapp by sharing their whatsapp numbers with their customers. It is hoped that these customers can contact iron traders if they want to buy their wares. From this, in this urgent situation, it can encourage changes in economic activity that were originally conventionally developed by utilizing existing social media.

#### **Impact on expenses**

Their erratic daily income makes these traders must limit their daily expenses. According to one of the informants said that they had to postpone some of their daily installments due to the absence of a definite income during the closure of the iron market stalls. They limit their daily expenses to only their daily food needs and for other needs they can pay for it after their economic activity is normal again. Some of their secondary need's expenses are pending first, for their daily expenses they prefer to prioritize their premier needs.

#### **Social Impact**

The PPKM policy has a very big impact on the social aspects of the Indonesian people. In addition to having an impact on economic factors, in terms of social factors, it is also felt by scrap metal traders at the Setono Betek Market in Kediri City. This social tendency can be seen from several indicators, namely:

#### **Social System Change**

The occurrence of the Covid-19 pandemic has limited all activities and social interactions of the community. All activities that cause crowds are eliminated, interaction between communities is prioritized through other media and not directly. This also affects the changes in the social system experienced by iron traders in Setono Betek Market, Kediri City. It is clearly written in the implementation rules of Emergency PPKM that non-Essential traders 100% work on a WFH (Work From Home) basis. And it was this Social System Change rule that caused the closure of the iron market block stalls to be completely closed for two weeks.

The system of social interaction between traders and buyers at The Setono Betek Market in Kediri City, which is usually carried out directly, conducts buying and selling activities directly, now cannot be done. These traders were forced to switch to using social media as a means of buying and selling transactions, although they were limited.

#### **Individual Values and Collective Values**

The individual and collective values referred to here are the extent to which society is aware of the purpose of forming a policy. In this case, it can be seen from the awareness of iron traders in The Setono Betek Market in Kediri City, obeying and implementing the existing rules. These iron traders are aware of the situation and conditions that are indeed during a pandemic which requires prioritizing health interests first rather than other interests. It was proven that during the two weeks of closing the iron market block area in Kediri City, these iron merchants obeyed the rules and completely closed their stalls in total. The

awareness of iron merchants to better protect the public or society's interests can be appreciated very well.

### **Social Relationship Behavior**

The impact of social practices that occur in the community, especially iron traders in Setono Betek Market, Kediri City, has made people experience changes in social relations. The social relationship referred to here is how these iron traders have social interactions with their buyers during implementing the Emergency PPKM policy which causes them to have to close their stalls for two weeks. Their social system is automatically changing and limited. These iron merchants used to interact with their buyers directly at their stalls, so they had to interact through other media such as whatsapp or their personal social media.

This proves that there is a social impact felt by these iron merchants. Interacting with buyers only through cellphones is also prone to miscommunication (misunderstanding) of buying and selling activities. This Emergency PPKM policy has also indirectly had an impact on social relationship interactions. Restrictions on activities and interactions between people are a social problem because of the boredom and boredom that plagues while following the provisions of having to be at home. Boredom and boredom that are felt have the potential to cause stress.

### **Lifestyle**

Lifestyle is one of the indicators of social impact. The impact of lifestyle changes was also experienced by iron traders at The Setono Betek Market in Kediri City. The occurrence of lifestyle changes can be seen when the iron traders in the Setono Betek market in Kediri City limit their spending on their living needs. The absence of a definite income during the closing of the iron market, made them also must limit their expenses. These iron merchants put their primary needs first, which is for daily meals. They postponed the expenditure of secondary needs until they could sell at the Setono Betek Market in Kediri City normally again and their income could return to normal. This change clearly describes how the lifestyle of these iron traders is limited due to this Emergency PPKM policy.

### **Community Structure**

Social structure can be said to be a pattern of social relations between people or groups in a society in everyday life. This pattern is usually called the structure of society. The pattern of community structure that occurs in iron traders in the Setono Betek market is formed from professional groups, where there are approximately 60 iron traders in the Setono Betek Market in Kediri City. These iron merchants have not undergone any changes in the social structure of society. Their social structure remains formed from the same group of professions. The relationship between traders also did not have a significant impact on traders.

So, it can be said that for the structure of the society, there is no change. The relationship between the iron merchants remained well established. There is only a change in the system of social interaction.

## **RESULT AND DISCUSSION**

### **Evaluation of Health Protocol Control in the Market and Culinary Center of Rungkut District**

The discussion of the PKL disciplinary policy to comply with health protocols, refers to the theory put forward by William N. Dunn. Which describes the 6 policy evaluation criteria, as follows:

#### **Effectiveness**

At the stage of effectiveness according to William N. Dunn, that is, effectiveness (effectiveness) about whether an alternative achieves the expected result (effect) or achieves the purpose of the holding of the action.

The parties who cooperate when we operate to regulate PKL there are 3 pillars in the sub-district. What is sufficient is the sub-district Satpol PP and assisted by the side ranks, namely the koramil police station. And assisted by the local village. Means 3 pillars (Satpol PP, Kecamatan and kelurahan). The side ranks are assisted by puskesmas to provide socialization of health protocols. First, wear a mask, keep your distance, use soap, and use a hand sanitizer. Activities during the day are carried out by socializing and distributing masks. In the evening, SWAB Hunter and Hunter vaccine will be carried out in crowded places, for example coffee shops that are open until late at night. The strategy has gone smoothly and successfully.

The benefits provided in pkl disciplinary operations are to adhere more to the health protocols that have been set by the government to reduce the rate of decline in Covid-19 and other diseases, being able to evaluate themselves to be able to cooperate more with various parties and with this activity being able to realize the public the meaning of health is important. However, there are still rogue traders, when Satpol PP comes they wear masks, but if there are no Satpol PP officers they do not wear masks.

#### **Efficiency**

At the stage of efficiency according to William N. Dunn, that is, efficiency (efficiency) is concerned with the amount of effort required to produce a certain degree of effectiveness. How much effort is Satpol PP routinely from the morning socialization and distribution of masks to markets to culinary centers continued that night in the warkop where there were many crowds, socialized and distributed masks. Then every night of the week a lot of people went out during the curfew applying Swab Hunter. The quality of services provided such as, facilities and infrastructure are adequate. The facility was given a mask to be sent from BPBD and it can be from a corporate sponsor from here to give Satpol PP a mask so wearing it is quite adequate. If the SWAB is fulfilled by the puskesmas. For market facilities and infrastructure, it is adequate.

Around 70%-80% that the government can reduce the Covid-19 rate from 2020 to the present in the Rungkut area. Officers directed starting from Satpol PP and others tried hard in carrying out health protocols by punishing the community including pkl who violated by conducting physical sanctions such as push ups, squat jumps, etc. If there are people or PKL who have violated many

times, they will be given a financial fee sanction of Rp. 150,000, - in the Surabaya City Mayor Regulation No. 67 of 2020.

### **Adequacy**

At the stage of efficiency according to William N. Dunn, that is, adequacy (adequacy) is concerned with how far a degree of effectiveness satisfies the needs, values, or opportunities that foster the existence of a problem.

Avoiding the Covid-19 disease is the desire of all parties, if necessary, this disease is quickly resolved. With various health protocol activities have been carried out and implemented by the Surabaya City government including PKL disciplinary operations to comply with health protocols by Satpol PP Rungkut District.

It is enough that Satpol PP only gives masks, Satpol PP also gives hand washing stations in every corner of the market for PKL. Sometimes, if there is a Satpol PP night, someone goes to the market, the hand washing place that runs out is then filled with satpol PP actors.

The policy of regulating PKL in health protocols during the Covid-19 pandemic by Satpol PP in Rungkut District is also supervised by the Surabaya City government by making reports containing written data or in the form of pictures, any activities carried out which will later be submitted to the Satpol PP Surabaya City or the Regional Autonomy Section.

### **Equity**

At the stage of efficiency according to William N. Dunn, namely equity in public policy, it can be said to have the meaning of "justice" given and obtained by public policy targets. A flattening-oriented policy is a policy that results in or a distributed business. A particular program may be effective, efficient, and sufficient if the cost of benefits is evenly distributed.

The costs incurred by Satpol PP Rungkut District are not from personal money or money from Satpol PP Rungkut District itself, but the funds from the Central / City Government which are distributed to all districts in the city of Surabaya equally.

The sanctions carried out by satpol PP Rungkut District are carried out to have a deterrent effect on the actions he committed. Wearing a mask has become mandatory during the pandemic in the current New Normal Era. Satpol PP also provides sanctions so that people begin to orderly wear masks and maintain health.

Conflicts are common in ordering the community, conflicts occur because the community has misrepresented the activities carried out by Satpol PP. Because there is resistance, it causes conflict. There is no compensation in carrying out PKL disciplinary operations to comply with health protocols by satpol PP Rungkut District. There was no forced retrieval of PKL carts/stalls in carrying out PKL disciplinary operations to comply with health protocols by satpol PP Rungkut District. Everything went according to the TUPOKSI from the central government which was given to satpol PP Rungkut District.

### Responsiveness

At the stage of efficiency according to William N. Dunn, that is responsiveness (responsiveness) is measuring how far a policy can satisfy the needs, preferences, or values of certain groups of people.

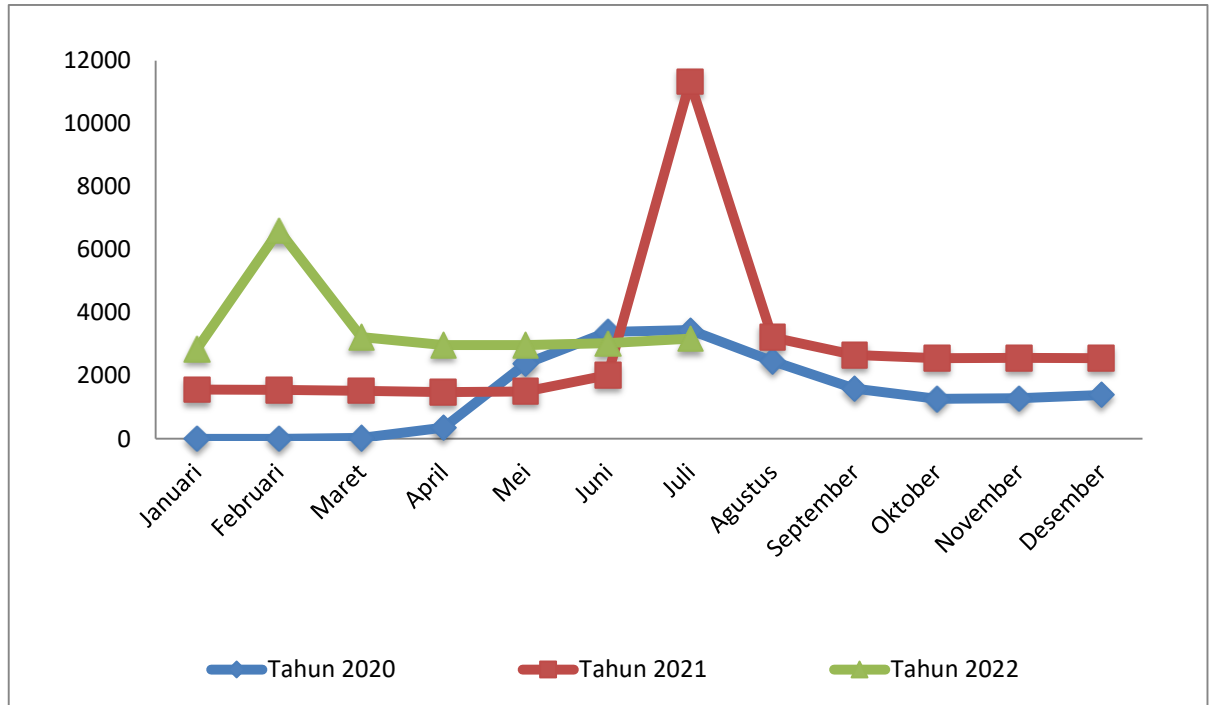


Figure 3. Covid-19 Data for 2020-2022  
Source: Author, 2022

The results of a health protocol policy can be measured by making observations. The results of the policy of regulating health protocols for PKL by Satpol PP Rungkut District are satisfactory. Starting to actively meet face-to-face schools, starting to crowd with visitors to markets and culinary places, the opening of public activities while still implementing health protocols, especially wearing masks. It can be seen from 2020 to 2022, the number of Covid-19 virus outbreaks is decreasing.

Must use good communication when socializing. Keep up with the behavior in a friendly, polite, sweet, and humanist manner. To be accepted by the community, if Satpol PP is arrogant, it cannot be accepted, especially when it is socialized. Politely even though he was sanctioned by being explained using good language, clear and firm. Beretika when conducting socialization or approach to the community including PKL / Traders.

Every discipline in Indonesia must have pros and cons. Conflicts are also rife in some disciplines, some feel the most right and do not want to be outdone. Conflicts occur in case of violations and violators do not want to be sanctioned. However, Satpol PP has a basis in overcoming this is to follow predetermined regulations.

## **Provisions**

Provisions refer to the value or price of the program objectives and to the strong assumptions underlying those goals. Hasil of the PKL regulation policy is useful for the community but not beneficial for the PKL. Because for example on the sidewalk of the main road whose function is for pedestrians to continue to be occupied by PKL, of course the beauty does not exist, the road becomes congested hampered, and cleanliness is not maintained. From the community side, the regulation of PKL is useful.

The purpose of the morning and evening operating hours is to bring order to the community and pkl / traders who violate. Operating Hours in the morning start at 08.00 to 16.00 and operating hours at night are carried out from 16.00 to 22.00 which is carried out daily for reports to the central government.

This PKL disciplinary activity runs according to health protocol regulations. With Satpol PP providing regular and continuous socialization, at least it provides motivation to the community and PKL to always maintain health protocols. You should know the positive impact on the community and PKL. Disciplinary activities also run smoothly as they are.

Analyzing in the form of a matrix of research results according to William N. Dunn (2003), about 6 criteria of policy evaluation are associated with compliance, consistency, and sanctions. The inhibiting factors experienced during health protocol operations during the Covid-19 pandemic by Satpol PP in increasing pkl discipline in Rungkut District, Surabaya City, are as follows: a) Lack of Self-Awareness. Lack of self-awareness of residents and PKL about the health protocols. As a result, there are still many who underestimate the rampant Covid-19 outbreak. So that residents and pkl are still there who violate and get sanctions in the form of warning letters to enforcement. Therefore, Satpol PP carries out its TUPOKSI, which is carried out by socializing and distributing masks continuously every day so that residents and PKL are deterred from the health protocol operation policy. b) The occurrence of conflicts between PKL and Satpol PP must have occurred although not often in the Rungkut District, Surabaya City. But it is an obstacle for Satpol PP when implementing health protocol operation policies. Indeed, in the field, not everything went smoothly because it met various kinds of people. If anyone is arrogant or rebellious when subject to sanctions, the task of Satpol PP is only to enforce regulations from the government according to procedures. Therefore, when implementing the health protocol operation policy, it is assisted by 3 pillars and side ranks such as the National Police and the TNI which hold the Criminal Code and security so that there is no prolonged conflict.

## **CONCLUSION AND RECOMMENDATION**

### **Conclusion**

Policies made by the government ranging from PSBB (Large-Scale Social Restrictions) to Emergency PPKM (Enforcement of Community Activity Restrictions) have been carried out. Similarly, the Emergency PPKM has an impact on scrap metal traders in Setono Betek Market, Kediri City. According to the implementation rules of the Emergency PPKM policy which says that non-Essential needs (not basic needs) are carried out by the WFH (Work from Home)

system or working from home, making these scrap metal traders unable to trade inside their stalls for two weeks. This has greatly impacted these scrap iron merchants, the majority of whom are the backbone of their families. As a result of this closure, scrap metal traders experienced a decrease in an average turnover of almost 90%. Because these iron merchants are day laborers, whose income depends on what he gets on the same day. The impact felt the most by these scrap metal traders is in the economic and social sectors. The social impact these iron merchants feel is also complex, especially on behavior change. This is because they cannot work in the market, although there are calls to do it online, but still, not all traders can take advantage of the existing technology. Although in the end the closure of the iron market was not extended.

The results of the prokes control research conducted by Satpol PP at culinary and market centers in Rungkut District, Surabaya refer to the theory of 6 policy evaluation criteria according to William N. Dunn (2003), namely: 1) *Effectiveness*: Satpol PP collaborates with 3 pillars and side ranks when conducting prokes control to PKL to reduce the Covid-19 rate and make the community and PKL aware, 2) *Efficiency*: carrying out routinely every day, adequate infrastructure in the form of masks and hand washing stations so that 70%-80% can reduce the Covid-19 rate, 3) *Adequacy*: the results of the prokes control policy are sufficient for the community and PKL and supervised by the Surabaya city government through daily reports on Satpol PP activities. 4) *Equalization*: Socialization, distribution of masks to sanction violations of 150,000,- / person and applied equally, 5) *Responsiveness*: Satpol PP Rungkut District must use good, friendly, polite, and humanist communication to be accepted by the community and PKL, 6) *Accuracy*: The results of the prokes regulation policy on PKL are certainly valuable, can be seen from whether they are in accordance with the regulations that have been set and have a positive or negative impact on the community and PKL.

The theory of the 6 criteria of policy evaluation of William N. Dunn is associated with compliance, consistency, and Sanctions. The duties and authorities of Sapol PP have been carried out or run well and smoothly but have not been fully optimal. Because there are several factors that become obstacles including: 1) Lack of awareness about health protocols. There are sanctions, there are still many PKL that violate. Efforts are made with the socialization and distribution of masks continuously. 2) The occurrence of conflicts between PKL and Satpol PP, although it rarely occurs but if there is an obstacle for Satpol PP Rungkut District, Surabaya City.

### **Recommendation**

Some of the suggestions submitted by researchers about the Impact of Emergency PPKM on the iron merchant community in Setono Betek Market, Kediri City, and the control of health protocols by Satpol PP in culinary and market centers in Rungkut District, Surabaya City are:

1. In terms of the rules for implementing Emergency PPKM, the Government can review the rules to pay more attention to the impact on the community, especially on the daily worker community.
2. In determining the direction of the policy during the Covid-19 pandemic, health priorities are indeed prioritized over other things.
3. If the government has more support for the prokes policy, the strategy must be improved again regarding its implementation regularly and consistently. Satpol PP officers during the Covid-19 period helped with prokes problems in accordance with regulations made by the government. According to the tupoksi Satpol PP which only implements PERDA.
4. For sanctions for violations of the prokes policy in implementing PKL in accordance with PERWALI No. 67 of 2020. The importance of listening to socialization and direction from Satpol PP and the government is in order to grow self-awareness of the risks if exposed to disease outbreaks that can endanger the surrounding environment.

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