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Daftar Isi (Table of Content)

Journal of Government & Civil Society

- A Bibliometric Analysis of the Electoral Studies Journal
Irhadhad Taqwa Sihidi¹, Dedik Fitrah Suhermanto², Danang Kurniawan³
159 – 182
(¹ Department of Government Studies, Universitas Muhammadiyah Malang, Indonesia)
(² Department of International Relations, Universitas Muhammadiyah Malang, Indonesia)
(³ Master of Government Studies, Universitas Muhammadiyah Yogyakarta, Indonesia)
- Review of M-Government in Developing Countries: Case of Egypt
Sherif Elbatanouny^{1,2}, Georgios Dafoulas¹, Noha Saleeb³
183 – 210
(¹ Computer Science Department, Faculty of Science and Technology, Middlesex University, London, UK)
(² Business Information Systems Department, Arab Academy for Science Technology and Maritime Transport, Alexandria, Egypt)
(³ Department of Design Engineering and Mathematics, Faculty of Science and Technology, Middlesex University, London, UK)
- To what Extent Open Government Data (OGD) Portals Accessibility under the Indonesian Provincial Government?
Al Fauzi Rahmat¹, Amnat Arthan², Muhammad Ade Putra³
211 – 223
(¹ Doctoral School of Economic and Regional Sciences, Hungarian University of Agriculture and Life Sciences (MATE), Gödöllő, Hungary)
(² Department of Political Science, School of Administrative Studies, Maejo University, Thailand)
(³ Department of Anthropology, Faculty of Cultural Studies, Universitas Gadjah Mada, Indonesia)
- Empowering Marginal Group during Covid-19 Pandemic: a Lesson from SIGAB and Rifka Annisa
Dian Eka Rahmawati¹, Chandra Dewi Puspitasari²
224 – 241
(¹ Master of Government Affairs and Administration, Universitas Muhammadiyah Yogyakarta, Indonesia)
(² Pancasila and Civic Education, Universitas Negeri Yogyakarta, Indonesia)
- Narrative Policy Framework: Analysis of Policy Discourse for the Three-Term Presidential Term
Ahmad Syukri¹, Suswanta², Ridho Al-Hamdi³, Danang Kurniawan⁴
242 – 259
(^{1,2,3,4} Master of Government Affairs and Administration, Jusuf Kalla School of Government, Universitas Muhammadiyah Yogyakarta, Indonesia)

- 260 – 283
The Role of Police Administration in Infusing Collective Safe Disposal Behavior: An Empirical Study on The Djiboutian Citizens
Kadir Aden¹, Sadik Aden Dirir²
(^{1,2} Faculty of Law, Economics and Management /University of Djibouti, Djibouti City)
- 284 – 296
Self-Help Group-Based Stunting Management: Study on the Volunteer Group for the Acceleration of Stunting Prevention in Batu, Indonesia
Fauzik Lendriyono¹, Erwin N. Pratama², Tsaniah Fariziah³
(¹ Department of Social Welfare, Faculty of Social and Political Sciences, Universitas Muhammadiyah Malang)
(² Batu City Local Government, East Java)
(³ Faculty of Social and Political Science, Universitas Muhammadiyah Malang)
- 297 – 323
Stakeholder Interaction in the Development of Oxygen Ecotourism on Gili Iyang Island, Indonesia
Moh. Musleh¹, Agus Subianto², Viv Djanat Prasita³
(^{1,2} Department of Public Administration, Faculty of Social and Political Sciences, Universitas Hang Tuah, Surabaya, Indonesia)
(³ Department of Oceanography, Faculty of Engineering and Marine Science, Universitas Hang Tuah, Surabaya, Indonesia)

Empowering Marginal Group during Covid-19 Pandemic: a Lesson from SIGAB and Rifka Annisa

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ABSTRACT

The aim of this research is to analyze the role of NGO SIGAB and NGO Rifka Annisa in empowering people with disabilities, women and children affected by the Covid-19 pandemic. These two groups received less treatment from the government during the Covid-19 pandemic due to limited government resources. This research uses qualitative methods with data collection techniques using interviews and documentation. The research results found that these two NGOs carried out an empowerment and advocacy role. Empowerment is carried out by SIGAB by collecting data to channel the aspirations of people with disabilities and providing policy input to the government, educating the public and people with disabilities about Covid-19 through media that can be accessed by people with disabilities. Meanwhile, Rifka Annisa protects and advocates for groups of women affected by COVID-19, especially those experiencing violence, while providing education. The pandemic conditions which were feared to paralyze civil society during the Covid-19 pandemic, on the contrary were able to strengthen it in a spirit of solidarity. The advantages these two NGOs have are the wide network they have built and the strong group solidarity.

Keywords: Empowering marginal group, civil society, NGO, pandemic Covid-19, persons with disabilities, women's groups

ABSTRAK

Tujuan penelitian ini untuk menganalisa peran LSM SIGAB dan LSM Rifka Annisa dalam pemberdayaan penyandang disabilitas, perempuan dan anak terdampak pandemi Covid-19. Kedua kelompok tersebut kurang mendapatkan penanganan dari pemerintah di masa pandemic Covid-19 karena keterbatasan sumberdaya pemerintah. Penelitian ini menggunakan metode kualitatif dengan teknik pengumpulan data menggunakan wawancara dan dokumentasi. Hasil penelitian menemukan bahwa kedua NGO ini menjalankan peran pemberdayaan dan peran advokasi. Pemberdayaan dilakukan oleh SIGAB dengan mengumpulkan data untuk menyalurkan aspirasi penyandang disabilitas serta memberikan masukan kebijakan kepada pemerintah, mengedukasi masyarakat dan penyandang disabilitas tentang Covid-19 melalui media yang dapat diakses oleh penyandang disabilitas. Sedangkan Rifka Annisa melindungi dan mengadvokasi kelompok perempuan terdampak COVID-19, khususnya yang mengalami kekerasan, sekaligus memberikan pendidikan. Kondisi pandemi yang dikhawatirkan melumpuhkan civil society pada masa pandemic Covid-19, justru sebaliknya mampu menguatkannya dalam semangat solidaritas. Keunggulan yang dimiliki kedua LSM ini adalah luasnya jaringan yang mereka bangun dan soliditas kelompok yang kuat.

Kata Kunci: Kelompok marginal, civil society, LSM, pandemi Covid-19, difabel, perempuan.

INTRODUCTION

The COVID-19 pandemic that took place in 2019-2021 has sucked up the government's resources. The impact spreads in various aspects of society's life. One of the fundamental things is the economic condition which continues to decline. Many people have lost their jobs and economic access to survive. Women and people with disabilities are vulnerable groups affected by COVID-19. They are a group of people who have experienced severe impacts and have not received good treatment from the government, due to limited government resources. The Covid-19 pandemic has had an impact on the lives of people with disabilities both in terms of the economy, limited information and health insurance (Aulia et al., 2020; Prabowo, 2020). People with disabilities who generally work in the informal sector experience a significant decrease in income, and even lose their jobs (Aulia et al., 2020). Under normal conditions, people with disabilities face limitations in carrying out activities and obtaining public services, especially in crisis situations such as during the pandemic (Titchkosky, 2003). The COVID-19 pandemic crisis also has an impact on women who experience heavier burdens than men during the pandemic, such as economic problems and violence, as research conducted by the Ministry of PPPA (<https://kemenpppa.go.id>).

Due to limited government resources in handling Covid-19, the presence of community groups and the private sector is needed to help and support the government. In conditions like this, NGOs with their extensive networks play a role in empowering vulnerable groups and carrying out advocacy, even helping to fill the government's limitations in reaching grassroots communities.

The presence of Non-Governmental Organizations (NGOs) is an integral part of civil society. NGOs were born from the paradigm of civil society which is defined as a social space in society (Hikam, 1997). NGOs are one of the forums created by the community without any influence from the state and at the same time become the embodiment of civil society (Tanjung, 2018). The advantage of NGOs compared to organizations or businesses in the realm of government is their ability to formulate a strategic vision and mission in accordance with targets that can achieve community goals. Its relatively independent position from the intervention of other parties, especially the government, allows NGOs to maximize their integrity in fighting for their goals (Herdiansah, 2016). NGOs aim to foster community participation in the running of government and voice community aspirations to monitor government performance, NGOs play a role in service and advocacy on certain issues (Ronasifah et al., 2019).

Referring to the problems above, this research aims to analyze the role of NGOs in empowering people with disabilities, women and children as vulnerable groups affected by the Covid-19 pandemic. Case studies were conducted at NGO SIGAB and NGO Rifka Annisa. The reason for choosing NGO SIGAB and NGO Rifka Annisa is because these

two NGOs represent NGOs that specifically focus on empowering groups of people with disabilities in DIY and protecting women in DIY.

RESEARCH METHODS

This study uses qualitative methods with data collection techniques using interviews and documentation. Interviews were conducted with the management of the SIGAB NGO, Rifka Annisa NGO. Documentation obtained from the official website and official social media accounts of SIGAB, Rifka Annisa, BPS, and credible online media: <https://www.sigab.or.id>; <https://COVID-19.go.id>; <https://yogyakarta.bps.go.id>; <https://rifka-annisa.org>; @RAWCC; <https://rejogja.republika.co.id>; <https://yogyakarta.kompas.com>; <https://www.krjogja.com>. The data that has been obtained is then analyzed using qualitative analysis techniques, namely conducting analysis to obtain an overview and categories to be patterned. The patterns found are then interpreted according to the research analysis model. To process and analyze the advocacy data of the two NGOs in online mass media and social media, the NVivo plus 12 application is used as an analytical tool. The stages of data analysis include: First, data reduction which aims to select, sort, select, and organize data into certain patterns, categories, and themes. Second, data display, which presents data in the form of sketches, synopsis, and matrices. Third, the stage of drawing conclusions.

RESULTS AND DISCUSSION

The Role of Civil Society

Civil society is an entity whose existence penetrates class boundaries and has a sufficiently high political capacity so that it is able to become a balancing force against the tendency of state intervention, as well as being able to provide a critical reflective force in society that prevents or reduces the level of internal conflict as a result of modern social formations. Civil society is a space or forum for community participation in the form of an organization established by the community (Hikam, 1997).

Civil Society Organizations (CSOs) are organizations formed by the community outside the government and the market to support aspects of social life that are of common interest (Probosiwi, 2018). CSOs are autonomous and democratic community entities such as organizations that are independent from the state and corporate structures with a very wide spectrum of civil society activities (Nugroho, 2011). CSOs emerged as a forum for civil society organizations and often played a role as mediators between those who governed and those who were governed (Cornwall, 2009). Therefore, CSO refers to various organizations: community groups, non-governmental organizations (NGOs/NGOs), trade unions, indigenous groups, charitable organizations, religious organizations, professional

associations, and foundations (<https://csidp.eu/definitions>), Duvernoy also added community organizations and advisors (Duvernoy, 2018).

The role of the CSO political strategy is to increase understanding of the role of civil society in a led transition, this study (Hess, 2020) shows that there are strategies that cover four main aspects, articulate alternative political objectives, involve multiple targets or venues of action (government and private sector) form and expand broad coalitions. CSOs are assumed to function as transmissions that filter public preferences and channel them to policy makers (Albareda, 2018). CSOs have played several increasingly important roles in global health governance, governance efforts across countries (Doyle & Patel, 2008). Play an important collaborative role to develop and support the role of the sector involved (Weaver et al., 2019). Some examples of studies strengthening the collaborative role of CSOs: CSO initiatives in Bangkok during the Covid-19 pandemic to respond quickly to various information on social media (Pongutta et al., 2021), the role of the Muhammadiyah women's organization (Aisyiyah) in tackling the tuberculosis outbreak in Indonesia together government to empower and mobilize the community (Hasnur & Abdullah, 2018). So that CSOs also have great potential as drivers of social change (Parekh & Klintman, 2021). Many community groups need to exist and be recognized in government life to implement community group solidarity that are members of the CSO (Mahardhani et al., 2020).

Non-Governmental Organizations (NGOs) are a form of CSO. In simple terms, it can be defined as a form of social organization that was founded by a group of people voluntarily and aims to provide public services without seeking profit (Praja, 2009). NGOs are institutions that consist of private and independent initiatives originating from any state institution (Çubukçu, 2010). Forums created by the community without any influence from the state and are also a manifestation of civil society (Tanjung, 2018). NGOs aim to encourage community participation in running the government and voice community aspirations in order to monitor government performance (Ronasifah et al., 2019). This research (Uslu & ekiç, 2014) explains that NGOs provide a variety of support for education in the form of scholarships to provide support to increase employment worldwide. In addition, (Raviglione & Rieder, 2021) says that NGOs have another fundamental role to support global and state efforts. Meanwhile, according to (Cadman et al., 2020) the role of NGOs is to take the role of strengthening capacity in policy development and improving relations between decision makers and the public. (Pettersson, 2020).

From the results of research conducted by Eldridge, Indonesian NGOs have several characteristics: First, they are oriented towards strengthening community groups and as a balancing force against the government. Second, which is oriented towards the idea of wider community participation in decision making (Eldridge, 1988). In terms of the paradigm adopted, NGOs in Indonesia are divided into 3: First, NGOs with a conformist

(developmentalist) paradigm, whose existence is to change the mentality or culture of the target community. Second, NGOs with a reformist paradigm, whose existence facilitates community participation with the aim of providing structural-functional changes. Third, NGOs with a transformerist paradigm, which see the condition of the socio-economic and political structures as a result of coercion from the state or dominant groups, which creates injustice (Fakih, 1996).

Based on the various explanations above, the role of NGOs can be categorized into three forms or activities, namely the role of community empowerment, the role of advocacy, and the role of controlling government policy. Meanwhile, in the case of Indonesia, the role of NGOs can be seen from three perspectives, namely conformist, reformist and transformist.

Persons with Disabilities, Women, and Children as Marginal Groups in the Pandemic Covid-19

Disabled group is one of the marginal groups affected by Covid-19, the involvement of the state needs to be present to pay attention to them. For this reason, marginal groups who are the impact of Covid-19 who have experienced various access barriers, inequality of opportunity and can be prioritized in every action that can be handled by the government and need more understanding in the interest of looking at vulnerability to the needs of vulnerable groups who need assistance. Vulnerability caused by limited access to services so that economic opportunities lead to poverty, limited mobility due to inequality in the quality of inclusive public services.

Tabel 1. The Impact of Covid-19 on Persons with Disabilities in the Special Region of Yogyakarta

Form of Violence	Percentage
Accessibility	4,89
Equality	18,51
Lack of treatment	17,07
Inclusion court	41,46
Decrease in income	18,07

Source: **Secondary Data Processed with Nvivo Plus 12 (2021)**

The data above explains that people with disabilities in the Special Region of Yogyakarta as a marginal group in the Covid-19 pandemic, the data was obtained through the social media account of Sasana Inclusion & Indonesian Difabel Advocacy Movement (SIGAB),

the data was processed through Nvivo 12 Plus. The risk of the Covid-19 pandemic has an impact on accessibility of 4.88%, equality of persons with disabilities 19.51%, lack of handling of Covid-19 17.07%, Demanding inclusion courts 41.46%, decreased income 17.07%.

Several studies show that the rights of persons with disabilities have not been fulfilled in public services at the city and district levels which they are responsible for (Abdulaziz, 2019; Mayarni et al., n.d.; Mumpuni & Zainudin, 2018). Therefore, local regulations are needed that spell out the obligations of local governments towards the rights of persons with disabilities. Law Number 8 of 2016 concerning Persons with Disabilities comes by giving local governments responsibility for the rights of persons with disabilities (Ndaumanu, 2020). UU no. 8 of 2016 concerning Persons with Disabilities in one of its articles regulates the rights of persons with disabilities to receive protection and social services in the framework of independence, including in emergencies such as disasters or pandemics (Luthfia, 2020). People with disabilities often face limitations in normal conditions, especially in crisis situations such as this pandemic (Titchkosky, 2003). The needs and existence of persons with disabilities are often forgotten and sidelined, for example in terms of access to information and health services (Prabowo, 2020).

The results of research in developed countries such as the United Kingdom estimate the number of deaths due to the COVID-19 pandemic for people with disabilities is 1,560 deaths as of 4 June 2021, up to 2,955 from the 2,955 deaths that occurred on 20 November 2020. The age standard death rate is 3.5 times higher higher for women with disabilities and 2.0 times higher for women with disabilities (Kavanagh et al., 2021). Persons with disabilities in Canada are also experiencing the impact of Covid-19 on health, financial and organizational support for disability inequality measures which highlights the importance of creating more inclusive employment opportunities for persons with disabilities (Gignac et al., 2021). Meanwhile, research in the United States shows how the Covid-19 pandemic has impacted persons with disabilities, indicating that to fully meet special needs from a disability perspective, it must be included in the public health pandemic. Research results show that Covid-19 can cause disability in the long term ensuring that the disability community is part of public health policy (Epstein et al., 2021). Based on research (Bentzen et al., 2021) in Norway showing the importance of maintaining basic psychological needs in the form of autonomy for persons with disabilities, competence and connectedness during the Covid-19 pandemic.

Tabel 2. Rifka Annisa Service User Data during the Covid-19 Pandemic

Months	On Site	Hotline	E-mail	Total Number	Continue Mentoring
Jan	40	-	-	40	40
Feb	41	-	-	41	41
March	22	3	8	33	22
April	-	61	6	67	25
May	-	76	22	98	18
June	5	105	5	115	38
July	2	66	4	72	28
August	5	64	6	75	25
Sept	4	119	7	130	23
Oct	4	110	6	120	23
Total Number	123	604	64	791	283

Source: **Data Obtained from Twitter Social Media @RAWCC (Rifka Annisa Women's Crisis Center)**

Tabel 3. Impact of Covid-19 Violence against Women and Children in the Special Region of Yogyakarta

Form of Violence	Percentage
Traficking	1,52
Domestic violence	12,14
Violence in dating	3,03
Online violence	3,05
Violence against children	16,67
Sexual violence	50,1
Bullying	3,05
etc	10,53

Source: **Secondary Data Processed with Nvivo Plus 12 (2021)**

Rifka Annisa has handled various cases of violence against women and children, the data above that has been processed by researchers is taken from social media Twitter which has been analyzed through Nvivo 19 Plus. Data shows that during the Covid-19 pandemic there was an increase in the number of reporters or users of Rifka Annisa's services, especially those related to violence against women and children. Rifka Annisa has handled various cases of violence against women and children, the data above that has been processed by researchers is taken from social media Twitter which has been

analyzed through Nvivo 19 Plus. Data shows that during the Covid-19 pandemic there was an increase in the number of reporters or users of Rifka Annisa's services, especially those related to violence against women and children. The types of violence that were reported the most were sexual violence, violence against children, and domestic violence that occurred to wives.

The priority section for dealing with Covid-19 which focuses on prevention, detection and response, in this study (Hillis et al., 2021) explains that one of the impacts of the Covid-19 pandemic is death which has resulted in children in the UK becoming orphans who forced to face adverse consequences including poverty and abuse, the number of orphans exceeding the number of deaths among those aged 15-50 years to, the interpretation of the deaths of orphans and caregivers caused by Covid-19. In addition, this study (Hoehn-Velasco et al., 2021) explains that deviations in benefits, sexual crimes and domestic violence in Mexico, each crime decreased during stay-at-home orders and then rose back to pre-Covid-19 levels in last October. Whereas in (Porter et al., 2021) this study also explains that during Covid-19 in Peru an increase in domestic physical violence experienced by those aged 18-26, the study found that 8.3% of the sample experienced an increase in physical violence in the home. stairs during the lockdown and experienced an increase in physical violence during Covid-19 with 23.6 reported and increasing during this time. Increased risk of domestic violence has been associated with infection reduction measures during the Covid-19 pandemic, psychiatric services can play a key role in addressing problems with certain risk factors for domestic violence (Gulati & Kelly, 2020). Based on the several studies above, in practice the government has not shown serious attention to persons with disabilities and women during the Covid-19 pandemic.

The Role of the SIGAB NGO in Empowering Disability Groups during the Covid-19 Pandemic

a. SIGAB and Aspiration Sphere for Disabled Groups in the Covid-19 Pandemic

SIGAB manages the aspirations of disabled groups during the Covid-19 pandemic by holding regular online discussions held every Friday. This discussion discussed the impact of Covid-10 on disabled groups. The inaugural discussion of disabled organizations and activists was conducted online on 27 March 2020 and was attended by a network of Organizations of Persons with Disabilities (OPD) throughout Indonesia with various disabilities. The enthusiasm of the participants to take part in this online discussion was very high, so SIGAB held online discussions on a regular basis once a week from March to July 2020.

Through the 'Covid-19 Response DPO Webkusi Forum, an initial mapping of the vulnerability of people with disabilities and knowledge of people with disabilities about Covid-19 was obtained. The mapping serves as pre-data to conduct a rapid assessment

of the impact of Covid-19 on persons with disabilities throughout Indonesia, which includes representatives of each province in Indonesia by representing each type of disability. This rapid assessment was carried out by a network of activists and Indonesian Disabled Persons Organizations which took place on April 10-24, 2020 and reached 1,683 respondents from 32 provinces and 216 districts/cities. Contributors in the implementation of this rapid assessment include SIGAB Indonesia, SAPDA, SEHATI, PPDI, BILiC, SPICE, CIQAL, PerDIK, Sejiwa Foundation, Universities, Expert Staff of BAPPENAS, Center for Inclusive Studies and Advocacy (PUSKADIN), as well as hundreds of activists and organizations with disabilities. from various regions in Indonesia.

Respondents in the survey included people with physical disabilities 53%(892), people with sensory disabilities (27%), people with psychosocial disabilities 3%(50), people with intellectual disabilities 11% (189), and multiple disabilities 6%(93) with details 56% Male (943 people) Female 44% (738) with the majority of respondents being in the productive age group (Sigab.or.id, 2020). Most respondents in the assessment conducted by the Organization of Persons with Disabilities (OPD) came from the D.I.Yogyakarta Province, as many as 381 respondents. Meanwhile, for Bengkulu, North Kalimantan, Riau Islands, Maluku, and Southeast Sulawesi, there was only 1 respondent. Of the total respondents in the survey conducted, the majority of respondents as much as 80% represent the productive age group, 15% are children, and 5% are elderly. Although there are differences in the number of respondents in each region, respondents in this assessment have the view that the assessment can still describe some aspects of the lives of people with disabilities in various regions.

The use of an online survey model is carried out to facilitate data input. However, there are difficulties in filling out the assessment form for some people with disabilities due to the lack of knowledge of people with disabilities in filling out questionnaires conducted with smartphones. Such as network problems, internet connection, ignorance, and inadequate accessibility. Therefore, in order to reach various informants in order to obtain varied results, filling out the assessment forms in several areas was carried out by involving individuals from the Indonesian diffable network in a door-to-door way to make it easier for people with disabilities to provide answers to the assessment. Everyone's volunteerism to fill out questionnaires and interview respondents was carried out due to the impossibility of persons with disabilities in filling out questionnaires independently (Inclusive Covid-19 Response DPO Network, 2020).

However, this online survey does not fully describe the actual condition of the disabled during the pandemic. This means that the actual impact conditions could be worse than the results of the exposure in the survey conducted. This assessment report is then published in the form of a book on the Sigab website, namely <https://www.sigab.or.id>.

It should be remembered that until this rapid assessment was carried out, there was not much information that could be used as a reference regarding the impact of Covid-19 on persons with disabilities. Even the official Covid-19 information website, <http://COVID-19.go.id>, has not provided information on the number of disabled people who have been positively exposed, people under surveillance (ODP), or the status of patients in treatment (PDP). Therefore, it is necessary to have valid and updated data related to persons with disabilities. Not only data disaggregated by sex, but also disability. This will help groups with disabilities to not only prepare for a response to Covid-19 but also prepare to build a new normal order that is more inclusive.

Therefore, the government and related parties, in this study, namely SIGAB as an NGO, have contributed in providing guidance regarding how people with disabilities should carry out a new order of life, as well as recommendations for new policies that are inclusive during the Covid-19 pandemic. SIGAB provides various educational methods for persons with disabilities, starting from socialization, providing webinars, and publishing information related to people with disabilities and Covid-19 through social media and his online media www.solider.id.

The assessment carried out by SIGAB and a network of institutions concerned with the rights of persons with disabilities shows the percentage of information related to Covid-19 for people with disabilities has been conveyed. Article 5 paragraph (1) of Law Number 8 of 2016 concerning Persons with Disabilities has regulated the rights of people with disabilities to obtain information. Ideally the information circulating should be conveyed clearly so that it can be received in a complete and clear manner for persons with disabilities to understand. Here the media for delivering information and the content of the information has an important role to achieve the delivery of information to people with disabilities. It can be seen from the graph that 61% of people with disabilities give an adequate assessment of information related to Covid-19. 17% of informants stated that they received a lot of information, 16% stated that they lacked information, and another 7% said they had very little information related to Covid-19.

The creation of this disability-friendly information media is one of the answers to the problem of accessibility and availability of information and media submitted by respondents with sensory disabilities in the survey conducted. This is also in accordance with the actual condition, namely the absence of a sign language interpreter (JBI) on television broadcasts of information delivery related to Covid-19.

b. SIGAB and Policy Advocacy for Handling the Covid-19 Pandemic for Disabled Groups

The policy advocacy carried out by SIGAB is a follow-up to the management of the aspiration space for persons with disabilities, which is carried out through the discussion activity “Inclusive Covid-19 Response DPO Webkusi” and assessment of the impact of Covid-19 on people with disabilities. The results of the mapping and assessment of data on the condition of the disabled group from the assessment results were continued with the stage of compiling policy and program recommendations in carrying out efforts to handle the Covid-19 pandemic in an inclusive manner. Submission of policy recommendations was carried out through the “Webinar Result of the Rapid Assessment of the Impact of Covid-19 on Diffables” which presented representatives of various related parties, namely: BAPPENAS, DPO Leader, Australian Government Representative, Ministry of National Development Planning, Director of Social Rehabilitation Ministry of Social Affairs, Ministry of Education, Ministry of Health, Network of Disabled Persons Organizations (OPD)

The policy recommendations presented in the “Webinar on the Results of the Rapid Assessment of the Impact of Covid-19 on Diffables” received a positive response and appreciation from the participants. The assessment program carried out by SIGAB in collaboration with a network of Organizations for Persons with Disabilities (OPD) is in line with the recommendations of the International Labor Organization (ILO) regarding the handling of the Covid-19 pandemic for people with disabilities. The ILO’s recommendation program is to promote rights and opportunities for persons with disabilities through legislation (PROPEL-Indonesia) which aims to build social and economic inclusion of persons with disabilities (ILO, 2017).

Thus, SIGAP’s activities in empowering disabled groups during the Covid-19 pandemic show several characteristics:

1. Using the power of knowledge by conducting an assessment and mapping of the vulnerability of disabled groups, which is then used as a database to formulate policy recommendations.
2. Using the power of networks, collaborating with NGOs and networks of organizations of persons with disabilities in carrying out national movements.
3. Having the same collective identity or issue, namely inclusive living conditions and the defense of minority ideologies, in this case the diffable group, which is cross-sectoral and global. This collective identity is the basis of the collective movement carried out by SIGAP together with its network.

The Role of Rifka Annisa's NGO in Empowering Women during the Covid-19 Pandemic**a. Rifka Annisa and Protection of Women Victims of Violence in the Covid-19 Pandemic**

Rifka Annisa is an NGO that focuses on the protection of women and children, especially on issues of violence. Women and children are a very vulnerable group from acts of violence, both in the household, workplace, community, and even at the state level. The main problem lies in the imbalance of power relations, so efforts are needed to empower women and children from various acts of violence. Empowerment is a series of activities to strengthen the power or empowerment of weak groups in society. As a goal, empowerment refers to the state or outcome to be achieved by social change; namely people who are empowered, have power or have knowledge and ability to fulfill their needs, both physically, economically, and socially, such as having self-confidence, being able to express aspirations, having a livelihood, participating in social activities, and being independent in carrying out their life tasks. .

Rifka Annisa's role can be categorized into 2 forms, namely protection and advocacy. The role of protection is derived in programs and activities in the form of physical and mental health services, consultations, and shelters or safe houses. Meanwhile, the advocacy role is reduced to legal assistance programs and activities, education, network strengthening, and policy proposals to the government.

Awareness of mental health is not entirely good, especially for women. Mental health diseases of women of reproductive age are often associated with their roles as wives, mothers, and workers, physical health, especially the status of body parts that are symbols of femininity, and physical or mental abuse. Violence against women has recently increased. Despite the fact that a law on this issue was introduced many years ago, it has not been able to prevent the high levels of violence against women that have occurred during this pandemic.

Rifka Annisa facilitates health services for victims of violence due to the lack of awareness of victims of violence to report. Rifka Annisa works in a health facility as part of the forum for the Women's and Community Empowerment of the Special Region of Yogyakarta to protect victims of violence. Rifka Annisa does not propose mental health recovery, because Rifka Annisa does not have an expert psychologist/psychiatrist.

Rifka Annisa's clients who apply for consultation will be asked to fill out a form first. Then after filling out the form, the staff will check what the client needs and assess it. If there are clients who need mental health services, Rifka Annisa will refer them to hospitals in the Special Region of Yogyakarta who are members of the Violence Victims Protection Forum. Although there is a psychologist counselor at Rifka Annisa, the counselor does not focus on helping mental health recovery. During the COVID pandemic, Rifka Annisa's client's mental recovery went well, such as full financing and referral to the Grhasia Mental Hospital. Because it has been borne by the Social Security Administering Agency.

Based on interviews, during the pandemic, women victims of violence still received proper mental health services. Likewise with the health financing, victims do not need to pay for treatment or recovery. Because if the victim gets mental health services, it will be borne by the Special Region of Yogyakarta BPJS while undergoing treatment at the hospital. And keep in mind that the psychologist counselor at Rifka Annisa is not a psychologist who can help restore mental health.

Access to assistance for violence against women is severely restricted in this pandemic. Service institutions, both government-owned and non-governmental, have changed the nature of services both in terms of service time and service modalities. Despite limited resources, service institutions must continue to provide quality, safe, and inclusive services for women victims of violence with various identity backgrounds.

Rifka Annisa is worried because many agencies have closed shelter services in Yogyakarta Province. Therefore, Rifka submitted an advocacy to the Province so that the issue of closed shelters in each agency would not interfere with the handling of cases of violence against women in Yogyakarta. Not only advocating to network forums, Rifka Annisa is also trying to find donors from other institutions.

In the midst of the COVID-19 pandemic, Rifka Annisa continues to open shelter services. Rifka Annisa has two types of shelters, namely the main shelter and the drop-in shelter. The difference is that in the main shelter there are many regulations, for example counselors must hold communication tools, cannot bring money, and clients can stay for 2 weeks. However, if the shelter drop in is only temporary. If at this time Rifka Annisa only opens a drop in shelter service, because if she opens a main shelter service, Rifka Annisa does not have the resources and is unable to meet all client needs. There are many considerations when opening shelter services because if Rifka Annisa opens a shelter, the risk of COVID-19 transmission will be high.

However, because many victims did not plan and receive emergency situations in the early hours of the morning, Rifka Annisa could not accept victims to access the shelter. Given that this pandemic is very risky, Rifka Annisa will restructure the Standard Operating Procedure during the pandemic to ensure safe shelter management.

Based on the results of the interview, Rifka Annisa's shelter accommodation during the COVID-19 pandemic went well. In the midst of the challenges of limited resources, service institutions must continue to provide safe, quality, and inclusive services for women victims of violence with various identity backgrounds. As a service agency, Rifka Annisa also has to pay for other things such as adapting services and providing protocols for handling cases of violence in these situations.

b. Rifka Annisa and Policy Advocacy for Handling the Covid-19 Pandemic for Women

Legal assistance is given to women victims of violence in solving problems, especially the legal process. In criminal cases, direct assistance is provided, while in civil cases indirect assistance. There are still many women who do not realize that they are victims of violence. Some women are also aware but reluctant to report. Most women prefer to remain silent or just tell those closest to them. During the COVID-19 pandemic, Rifka Annisa continues to help victims who need legal assistance. However, during this pandemic, it was hampered by face-to-face activities, but Rifka Annisa continued to carry out case advocacy activities. Case advocacy is provided free of charge to victims. Although there were several challenges that Rifka Annisa went through to get or defend the rights of the victims.

Rifka Annisa continues to defend the rights of clients/victims. Because what we know during the pandemic the method has changed from an offline service to an online service. However, Rifka Annisa felt that there were challenges and obstacles during the trial. Victims also get free legal services from Rifka Annisa.

Thus, Rifka Annisa's activities in empowering women's groups during the Covid-19 pandemic show several characteristics:

1. Provide protection in the form of consultations for women victims of violence, health services both physically and mentally for women victims of violence, providing shelters or shelters.
2. Using the power of networks, collaborating with NGOs and networks of organizations concerned with the issue of violence against women, and cooperating with the government.
3. Having the same collective identity or issue, namely inclusive living conditions and the defense of women victims of violence, which are cross-sectoral and global.

CONCLUSION

Using the concept of the role of NGOs, this research concludes that NGOs SIGAB and Rifka Annisa carried out an empowerment and advocacy role for groups of people with disabilities and women during the Covid-19 pandemic. Empowerment is carried out by SIGAB by collecting data to channel the aspirations of people with disabilities and providing policy input to the government, educating the public and people with disabilities about Covid-19 through media that can be accessed by people with disabilities. Meanwhile, Rifka Annisa protects and advocates for groups of women affected by COVID-19, especially those experiencing violence, while also providing support in the form of psychological consultations. Thus, their approach to empowerment is not only a practical

approach, but also a strategic approach, namely policy advocacy. This research also found that the pandemic conditions which were feared to be crippling various sectors of civil society were refuted in this research. NGOs SIGAB and Rifka Annisa, which at the start of the COVID-19 pandemic had limited access to funds and infrastructure, were ultimately able to rise up to fight for vulnerable groups affected by Covid-19. This is possible because these two NGOs have extensive networks and negotiating power not only at the national but also international level.

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