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Implementation of Large-Scale Social Restrictions Policy (PSBB) in Bogor District Government

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ABSTRAK

Pembatasan Sosial Berskala Besar (selanjutnya disebut PSBB) merupakan salah satu wujud kepedulian Pemerintah dan Pemerintah Daerah kepada permasalahan kesehatan yang sedang mewabah di seluruh Indonesia dan dunia, yaitu Pandemic Corona Virus Disease (Covid-19). Kabupaten Bogor yang merupakan salah satu penyangga Ibu Kota Negara RI menjadi daerah yang cukup rentan dalam penyebaran virus Corona. Mengapa? karena banyak pegawai/buruh DKI Jakarta yang tinggal di Kabupaten Bogor, yang mobilitasnya sangat tinggi. Dengan lahirnya Peraturan Bupati Nomor 16 Tahun 2020 tentang Pelaksanaan Pembatasan Sosial Berskala Besar dalam Penanganan COVID-19 difokuskan untuk mengurangi penyebaran Covid 19. Tujuan penelitian ini adalah untuk menganalisis Implementasi Kebijakan Pembatasan Sosial Berskala Besar di Pemerintah Kabupaten Bogor. Metode penelitian ini menggunakan pendekatan Kualitatif dengan metode penelitian Studi Literature. (Huberman, Miles. 1994). Teknik pengumpulan data dengan penelusuran Jurnal Ilmiah, Media Massa Online, Peraturan Perundang-undangan serta Buku. Teknik penentuan Media Online secara Puspositive, sementara untuk teknik analisis data menggunakan tools Nvivo 12 Plus. Uji keabsahan data dengan uji sumber data. Hasil penelitian menunjukkan bahwa masih belum berjalan dengan baik Implementasi Kebijakan Pembatasan Sosial Berskala Besar di Pemerintah Kabupaten Bogor, mulai dari terbentur nya wewenang antara pemerintah Pusat dengan Pemerintah Daerah sehingga tidak dapat melakukan pembatasan ketat, dan masih banyak nya angka kasus Covid-19 dan bermasalahnya penyaluran Bantuan Sosial kepada masyarakat.

Kata Kunci : *Implementasi; Kebijakan Pembatasan Sosial Berskala Besar; Pemerintah Kabupaten Bogor*

ABSTRACT

Large-scale Social Limitation (hereinafter referred to as PSBB) is one form of concern. The government and local governments are Pandemic throughout Indonesia and the world, namely Pandemic Corona Virus Disease (Covid-19). Bogor Regency, which is one of the buffer cities of the Republic of Indonesia, is an area that is quite vulnerable in spreading the Corona virus. Why? because many DKI Jakarta employees / laborers live in Bogor Regency, whose mobility is very high. With the birth of Regent Regulation No. 16 of 2020 concerning Implementation of Large-Scale Social Restrictions in Handling COVID-19 in order to conserve the use of Covid 19. The purpose of this study is to analyze the Implementation of Large Scale Social Limitation Policies in the Government of Bogor Regency. This research method uses Qualitative Methods with Literature Study research methods. (Huberman, Miles, 1994). The technique of inviting data is by searching Scientific Journals, Online Mass Media, Legislation and Books. The technique to determine Online Media by Puspositive, while for data analysis using Nvivo 12 Plus. Test the validity of the data by testing the data source. The results of the study show that the implementation of the Large-Scale Social Limitation Policy in the Bogor District Government has not yet proceeded, starting from the clash of authority between the Central Government and the Regional Government so that it cannot make improvements, and many more are in accordance with the provisions of Covid-19 and its distribution. Social assistance to the community.

Keyword : Implementation; Large Scale Social Restrictions; Bogor District Governmet

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Starting from a local case, Covid-19 spread throughout the world one after another by means of transmission called the case of imports from outside the area of origin or local transmission between residents. So far, the various incidents that first occurred relating to Covid-19 have not yet provided a complete picture of this virus (Kompas, 2020).

The initial sequence of the emergence of Covid-19 was familiar in the ears of the world community. China is listed as the first country to report Covid-19 cases in the world. The number of confirmed Covid-19 cases from January 22 to March 31, 2020 experienced a very significant jump.

Various efforts were made and most of them are still focused on how to overcome the current impact and reduce the acceleration of the spread, known as Flattening the curve. Some countries have announced successes, but most are still struggling hard. So, on March 11, 2020, the World Health Organization (WHO) declared Covid-19 as a global pandemic (Ducharme, 2020).

Pandemic Corona Virus Disease (Covid-19) in Indonesia has spread to various regions in Indonesia, especially the Greater Jakarta area, which incidentally becomes the epicenter or the center of the spread of Corona virus. The role of the Bogor Regency (2020) itself is as part of the Jabodetabek area and the buffer zone of the Capital of the Republic of Indonesia together with other administrative regions which make the Bogor Regency region very vulnerable to the risk of spreading the Corona virus.

Various attempts were made by the Indonesian government to break the chain of distribution of Covid-19. One of them is by applying large-scale social restrictions (PSBB). This policy was made to regulate the suspension and temporary limitation of community activities within a certain period. On a more specific scale. PSBB is also applied to regions that have the highest cases of transmission.

Bogor Regency is one of the regencies / cities that has the largest increase in the number of cases and the widest distribution of cases in the Bodebek area. The factor that made the increase and spread of the cases high was the high rate of movement of people, transportation and employment from Bogor Regency to DKI Jakarta and vice versa (Bogor District Handbook). The government's decision to make a policy stems from the emergence of public problems that it feels necessary to find solutions (Hardianti, W. M., & Setyowati, M. S., 2019). The implementation of PSBB in Bogor Regency also has the following basis:

1. Government Regulation No. 21 of 2020 concerning Large-Scale Social Restrictions in the Framework of Accelerating Handling of COVID-19.
2. Presidential Decree No.7 of 2020 concerning the Task Force for the Acceleration of Handling COVID-19 as amended by Presidential Decree No. 9 of 2020 concerning Amendment to Presidential Decree No. 7 of 2020 concerning the Task Force for the Acceleration of Handling COVID-19.
3. Presidential Decree No. 11 of 2020 concerning Determination of Community Health Emergency COVID-19.
4. Minister of Home Affairs Regulation No. 20 of 2020 concerning the Acceleration of Handling of COVID-19 in the Local Government Environment.

5. Minister of Health Regulation No. 9 of 2020 concerning Guidelines for Large-Scale Social Restrictions in the Framework of Accelerating Handling of COVID-19.
6. Regulation of the Minister of Transportation of the Republic of Indonesia No PM 18 of 2020 concerning Transportation Control in the Context of Preventing the Spread of COVID-19.
7. Regent Regulation No. 16 of 2020 concerning Implementation of Large-Scale Social Restrictions in Handling COVID-19.

Meanwhile, the objectives of implementing the CBDRB policy itself are as follows:

1. Limit certain activities and movements of people or goods in order to suppress the spread of COVID-19.
2. Increase anticipation of the development of the escalation of the spread of COVID-19.
3. Strengthening health management efforts due to COVID-19.
4. Address the social and economic impacts of the spread of COVID-19.
5. Based on the background of the problem above, the problem can be formulated is How is the Implementation of Large-Scale Social Limitation Policies in the Bogor Regency Government, while the purpose of this research is to Analyze the Implementation of the Large-Scale Social Limitation Policies in the Bogor Regency Government.

LITERATURE REVIEW

First Research, the success of Vietnam in anticipating the spread of Covid-19 virus in his country is very worthy of being made an example by other countries, including Indonesia in making policies or handling quickly and precisely, based on the results of research conducted by (Phuong, 2020) namely, Communication timely on every development outbreak from the government and the media, combined with the latest research on the new virus by the Vietnamese science community, all of which have provided a reliable source of information. By stressing the need for immediate and sincere cooperation between government, civil society and private individuals, this case study provides valuable lessons for other countries about not only the simultaneous struggle against the COVID-19 pandemic but also the overall response to the public health crisis.

Second research by (Weible, 2020), the world is in the grip of an unprecedented crisis in living memory. The COVID-19 pandemic is urgent, global in scale, and has a large impact. Various processes of adaptation and change, including learning, spikes in policy responses, changes in the network (locally and globally), implementing cross-border cross-border policies, and assessing success and failure policies. We conclude by identifying aspects that are less studied from policy science that need attention after the pandemic.

Health problems related to economic problems, such as the results of the Third study (Ozili and Arun, 2020), the impact of social distance policy on economic activity and the stock market index. The findings reveal that an increase in the number of lock days, monetary policy decisions and restrictions on international travel greatly affects the level of economic activity and closing, opening, lowest and highest share prices of major stock market indices. Conversely, restrictions imposed on internal movements and higher fiscal policy spending have a positive impact on the level of economic activity, although an increase in the number of confirmed corona virus cases has no significant impact on the level of economic activity.

The Fourth Research by (Qiu, et al, 2020), The Coronavirus Disease 2019 (COVID-19) epidemic appeared in

Wuhan, China, spreading throughout the country and then to half a dozen other countries between December 2019 and early 2020. Unprecedented implementation before the strict quarantine measures in China remained large the number of people isolated and affected many aspects of people's lives. It also triggers various psychological problems, such as panic disorder, anxiety and depression. This study is the first large-scale national psychological stress survey of the general population of China during the COVID-19 epidemic.

The fifth study, shortness of breath or disorders in the lungs is one of the characteristics of a person contracting Covid-19 as TB disease in research conducted by (Adrian et al, 2020). Which states that the spread of tuberculosis in Indonesia can be considered a serious problem, where Indonesia ranks third in the world with the highest number of TB sufferers reaching 388,627 people. Yogyakarta City has a high TB case finding rate of 1,048 people and the cure rate of TB patients is still below the national target. This research will discuss about the implementation of government policies namely PERMENKES No. 67 of 2016 in tackling Tuberculosis. Using a qualitative approach with prior literature review as a comparison or examiner, the results are then explained in narrative form. Overall implementation of the Tuberculosis prevention policy in the city of Yogyakarta went well, but the cure rate for TB patients in the city of Yogyakarta is still low below the national target. Therefore, there needs to be commitment and coordination of the government and the community in the prevention of Tuberculosis in the City of Yogyakarta.

Of the five Prior Researches, what distinguishes it from this study is the communication or coordination of the Regional Work Unit that does not result in poor service to the community. Besides heterogeneity of people's behavior in dealing with Covid 19. Many people in Indonesia, especially Bogor Regency are still less concerned with this outbreak, such as traders in the Cibinong market, not all wearing masks as well as people who shop, also social distancing has not gone well they still close together. This difference is at the same time his novelty / novelty due to the lack of discipline and lack of knowledge of the community. Policy implementation is a stage from the results of policy making that have been made. This implementation stage is the testing phase for a policy (Engkus, E., & Zakiah, N., 2019).

The model of policy implementation according to Van Meter and Van Horn

The model of policy implementation formulated by Van Metter and Van Horn explained that the policy implementation process is an abstraction or performance which is basically intentionally carried out to achieve implementation performance and is influenced by six variables, namely: size and objectives of the policy, resources, characteristics of implementing agencies, attitudes and tendencies of implementers, communication between organizations and social, economic and political environment (Van Meter, 1975).

The model of policy implementation according to Daniel Mazmanian and Paul Sebatier

The model of policy implementation proposed by Mazmanian and Sabatier is called A Framework for Policy Implementation Analysis. This model argues that the important role of public policy implementation is its ability to identify variables that affect the achievement of formal objectives throughout the implementation process. The variables in question can be classified into three broad categories, namely:

1. Easy or not the problem that will be addressed, including: technical difficulties, diversity of regulated behavior, the level and scope of desired behavioral change

2. The ability of the policy to structure the implementation process appropriately
3. Factors outside the law that affect implementation

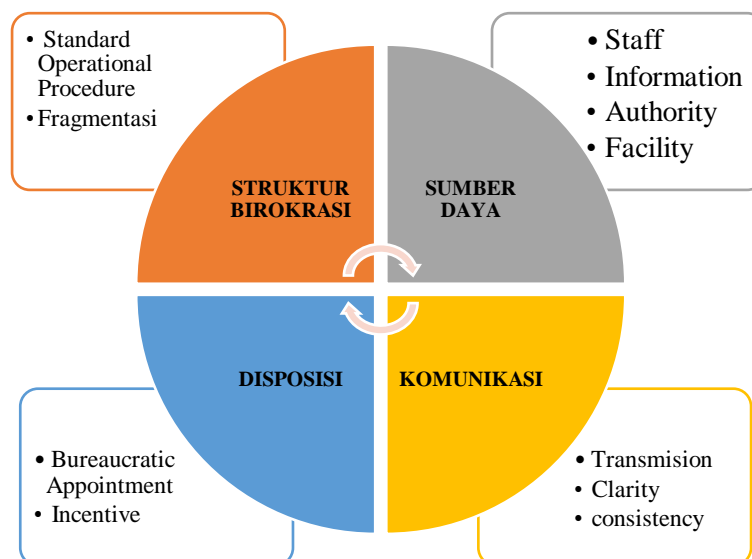
The Model of Policy Implementation according to Christopher Hood

The policy implementation model formulated by Christopher Hood in his book *Limit To Administration* explains that there are at least five conditions for perfect policy implementation, namely: implementation is the product of an integrated organization such as the military with a clear command line, norms are enforced and goals are determined clearly, the people certainly can carry out what is requested, there must be communication perfect within and between organizations, there is no time pressure.

Policy Implementation Model according to Edward III

The model of policy implementation using the top down approach, in analyzing policy implementation, this model focuses on four variables that are considered to determine the process of policy implementation. Next, the analysis knife used is George Edward III's policy implementation theory. which covers:

Figure 1. Policy Implementation Edward III



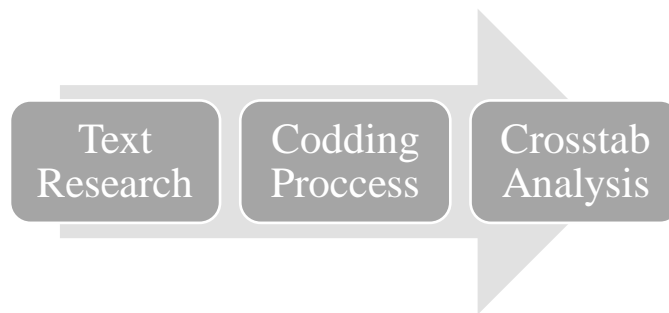
Source: Edward III (1980)

RESEARCH METHODS

This research method uses a qualitative approach to the research method of Literature Studies (Huberman, 1994). Data collection techniques by searching the Scientific Journal, Online Mass Media, Legislation and Books. Determination technique of Online Media Online, determined online media is Detik.com, Kompas.com and Republika.com, this online mass media was chosen as the representative of the existing online mass media, online mass media were selected as many as 40 articles in the 2020 period. Meanwhile for Data Analysis Techniques using Nvivo 12 Plus tools. Data Validity Test with Source Test Data what is said online media compared to other online media is then processed with the Nvivo application.

NVivo is a qualitative data analysis (QDA) computer software package produced by QSR International. NVivo helps qualitative researchers organize, analyze, and find insights in unstructured or qualitative data such as interviews, open survey responses, journal articles, social media, and web content, where a level of in-depth analysis is required on small or large volumes of data. The data can be coded by clarifying in the Edward III indicator group, after being coded the Crosstab and Cluster Analysis are in the form of a table showing the percentages.

Figure 2. Conceptual Framework



Source: Researcher Analysis Results (2020)

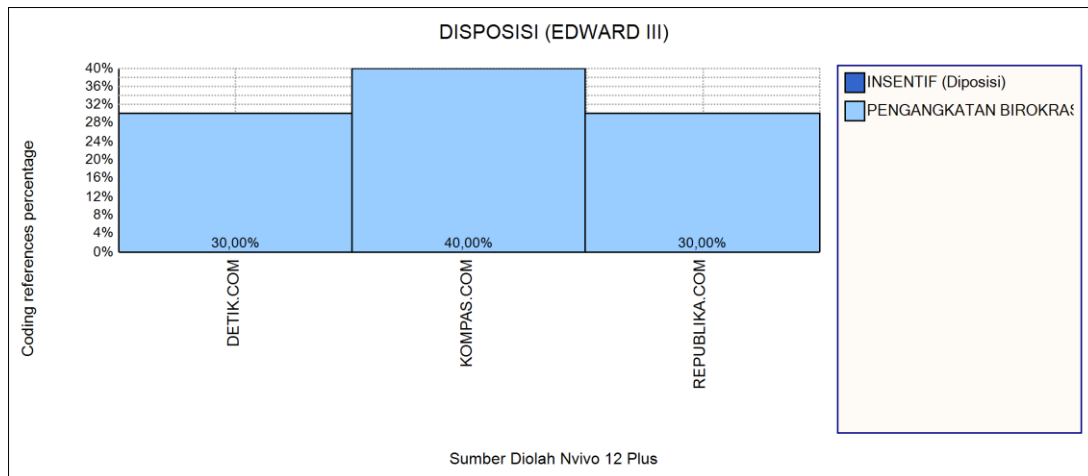
Text research, search and collect data from online reporting about social distancing, prevention of crowds, wearing masks, washing hands with soap, temperature measurements, then the data is processed by coding, namely data processing by entering each sentence into its clusters, after dialing do the coding then the data will produce a table in the form of numbers or percentages which are also called Crosstab and Cluster Analysis.

RESULTS AND DISCUSSIONS

1) Disposition

Disposition is a factor that has important consequences for a policy implementation. If the implementers have a tendency or positive attitude or support for the implementation of the policy, there is a high probability that the policy implementation will be carried out in accordance with the initial decision.

Based on the data that has been processed, it can be seen in the Disposition containing 2 things that can affect the disposition of the implementers, namely: Incentives and Social Appointment. Based on the data below, it can be seen that in the 3 selected newsletters, namely Detik.com, Kompas.com and Republika.com only contain the appointment of bureaucracy in the Disposition of PSBB policy implementation in the Bogor Regency Government. In Detik.com there are 30%, while Kompas is 40% higher and Republika is the same as Detik.com which is 30%.

Figure 3. Disposition

Source: Data processed with Nvivo 12 Plus (2020)

The appointment of the bureaucracy in the disposition of the implementation of the PSBB policy in Bogor Regency has been going quite well, namely by selecting personnel who have dedication to the policy. Namely with the cooperation of the TNI, Polri and Dishub in law enforcement and giving warnings to all people in the Bogor Regency Government in implementing and complying with the application or PSBB policy.

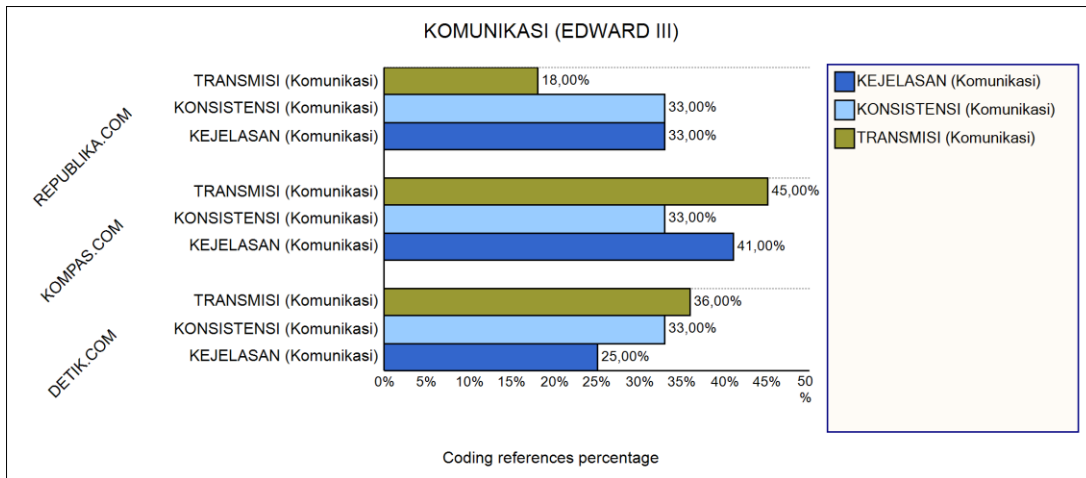
In this case the role of the district government with the TNI, Polri and Dishub is urgently needed. For the sake of the success of the PSBB and reduce the spread of the Covid-19 virus. The Bogor Regency Government also involved the participation of the TNI, Polri and Dishub as well as the Social Affairs Agency and other organizations in the distribution of aid to communities affected by PSBB in the Bogor Regency Government. To ensure the distribution goes well and safely and does not violate the limits of the PSBB itself. And for incentives, it does not play a role in manipulating them so that they move in their own interests.

2) Communication

Communication which is one of the important variables that influence the implementation of policies, because communication is very determining the success of achieving the objectives of the implementation of the policy itself. And there are three variables in Communication, namely: Transmission, Clarity and Consistency.

Based on the data that has been processed below, there are many problems in the transmission factor based on Kompas.com reporting that is 45%. After that Detik.com was 36%, while Republika.com was only 18%. For the Consistency Factor, the three reports have a similarity rate of 33%. And in the highest Clarity Factor, the news from Kompas.com is 41%, then by Republika.com with 33% and Detik.com 25%.

Figure 4. Communication



Source: Data processed with Nvivo 12 Plus (2020)

The Communication Context between Regional Work Units in Bogor Regency is not smooth so it also affects the implementation of the PSBB policy which ultimately has a negative impact on the community it serves. Bogor Regent Ade Yasin requested full authority to take preventative measures during the application of the status of large-scale social restrictions (PSBB). Because, the Regency Government of Bogor is still having trouble making tighter restrictions due to collisions with central regulations. For example, it cannot block part of the road to select who may enter or not enter Bogor Regency. "The word restriction itself is still ambiguous, for example we cannot block part of the road, to select who can enter or not (to Bogor), so PSBB should be more strict in its regulations," said Ade through written statements received. Kompas.com (2020).

Consistent in communication the Bogor district government continues to implement the PSBB and continues to make various efforts by continuing to inform the community continuously, giving strict sanctions if there are people who violate the provisions of the PSBB in Bogor district.

Transmission: Bogor district government informs all implementors that are directly related, by giving a stern warning, the Bogor district government also involves the TNI and Polri in supporting the successful implementation of the Bogor Regency's PSBB.

Clarity: besides that the Bogor regency also provides the purpose, objectives and targets of this PSSB policy, namely by making a handbook that can be known by all parties involved in it, so that any substance involved can implement this policy properly.

Cooperation between the government and the community is needed in the success of policy communication, despite the clarity of communication in the delivery of policies and the consistency of the government in implementing policies, but if people are indifferent then the policy will also not run well. Besides that, it was felt that the socialization from the local government was very lacking to the people who stayed at home.

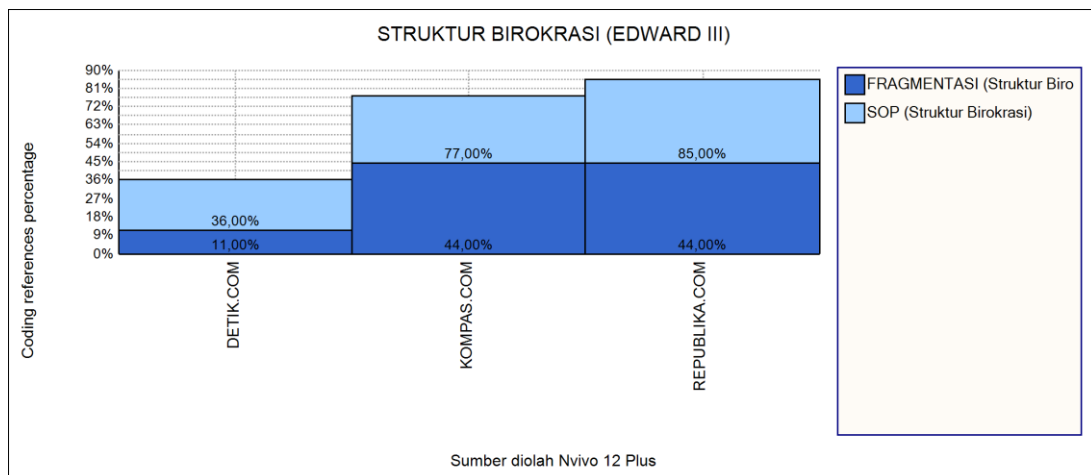
Poor utilization of RT / RW / Kelurahan organizations for socialization regarding the use of masks, social distancing, stay at home. People only know through Whats App Group, which often has a lot of hoax news. Likewise, the mosque was not used optimally as a da'wah media in the face of Covid 19.

3). Bureaucratic Structure

Bureaucratic structure is one of the institutions that most often even becomes the executor of activities. And there are two characteristics in the bureaucratic structure, namely: Standard Operational Procedure and Fragmentation.

Based on the data processed below, the characteristics of the Standard Operational Procedure are more dominant than Fragmentation, in this case Kompas.com and Republika.com have a similarity value in Fragmentation characteristics of 44% while Detik.com is 11%. And the highest SOP characteristics in its reporting are 85% in Republika.com and 77% in Kompas.com and 36% in the smallest Detik.com.

Figure 5. Bureaucratic Structure



Source: Data processed with Nvivo 12 Plus (2020)

Policies that are not in tune, and the decisions of the mayor or regent that are not synergistic with the decisions of the Governor and other regional head decisions are often not easy to carry out by the bureaucratic chain under him. Even if it is carried out there will be no guarantee of execution as planned. In this condition the community will be confused to follow the instructions of its leaders. Not to mention policy implementation. And is it true that the officials know the policy targets that were made. (Rachmad, 2020).

Full authority to take preventative measures during the application of the status of large-scale social restrictions (PSBB). Because, the Regency Government of Bogor is still having trouble making tighter restrictions due to collisions with central regulations. For example, it cannot block part of the road to select who may enter or not enter Bogor Regency.

"The word restriction itself is still ambiguous, for example we cannot block part of the road, to select who may enter or not (to Bogor), so PSBB should be more strict in its regulations," (Kompas, 2020). Even officials

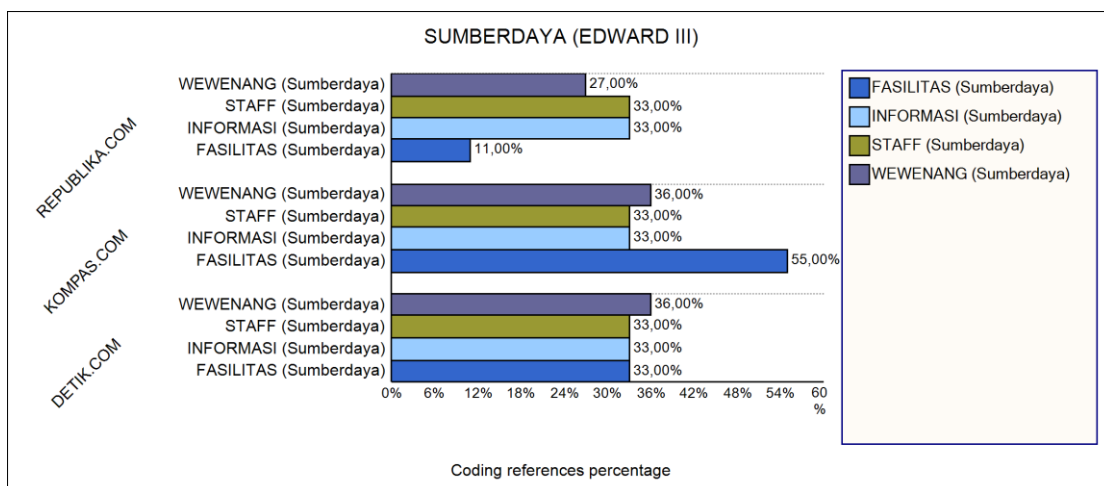
were confused at the location of the check point, initially there was office hours in the morning, when 9.0 in the morning was quiet.

Large-scale social restrictions for the Bogor Regency, West Java, have been approved by the Indonesian Ministry of Health. Spokesperson for the Covid-19 Bogor Regulatory Handling Task Force, Syarifah Sofiah said, the Bogor District Government had received a decree from the Minister of Health of the Republic of Indonesia number HK.01.07 / MENKES / 248/2020 regarding PSBB determination. That followed after the Bogor Regent Ade Yasin submitted a PSBB because the number of new cases of corona virus positive and death continued to increase. The difference in views between the regional central government is an obstacle to the successful implementation of the PSBB policy in the Bogor Regency Government, and the need for the role of the private sector. (Kompas, 2020).

Resources

Resources are positioned as inputs in the organization as a system that has economic and technological implications.

Figure 6. Resources



Source: Data processed with Nvivo 12 Plus (2020)

Resources needed in implementing Large Scale Social Limitation policies in Bogor Regency are: Human Resources, among them are implementers who can provide continuous information about PSBB policies and impose warnings or sanctions for policy violators. Budget Resources: which include costs taken from the APBD to support the implementation of the PSBB policy, Equipment Resources: the need for communication media and mass media, to be able to continue to submit PSBB policies in Bogor district, and Authority Resources: in this case the Bogor District Government requires full authority from the center to be able to regulate its own region in implementing this PSBB policy, the limited authority in regulating its own territory makes limited policy moves to regulate social restrictions.

Bogor Regent Ade Yasin requested full authority to take preventative measures during the application of the status of large-scale social restrictions (PSBB). Because, the Regency Government) of Bogor is still having trouble making tighter restrictions due to collisions with central regulations. For example, it cannot block part of the road to select who may enter or not enter Bogor Regency. "The word restriction itself is still ambiguous, for example we cannot block part of the road, to select who may enter or not (to Bogor), so PSBB should be more strict in its regulations," Ade said through a written statement received by Kompas.com, Saturday (18/4/2020). According to Ade, currently regional initiatives are very important to regulate their own regions in order to break the chain of the spread of the corona virus or Covid-19. Regarding the importance of selecting people who can enter, said Ade, aims to reduce the number of new positive cases, accelerate healing, and reduce mortality. "Precisely this is important, when people who enter our territory should be our right to regulate who may or may not enter our territory," he explained. He was not sure if the PSBB would run as expected, if the regional gate was not strict in limiting the mobility of the residents. "The current PSBB is only understood to be limited to distance restrictions and socialization of the use of masks. If all can enter, especially with unclear objectives, we are unlikely to minimize the spread of Covid-19," he said. In order for this PSBB to run effectively, Ade continued, his party has also sent a letter to the Ministry of Transportation (Kemenhub) which in essence asks to temporarily suspend the operation of the Bogor-Jakarta electric train (KRL).

CONCLUSIONS

The implementation of the Large-Scale Social Limitation policy adopted by the Bogor Regency Government is still windowless by several things, namely, the authority that is still hampered by the central government, which makes the Bogor regency unable to regulate the policy freely, financial and human resources are still assessed less, the communication provided was quite effective, the Bogor regency also cooperated with the TNI and Polri in implementing this policy. The bureaucratic structure also PSBB policy Bogor District Government has received a decree from the Minister of Health of the Republic of Indonesia number HK.01.07 / MENKES / 248/2020 regarding the stipulation of the PSBB. The recommendation is:

1. More enhanced communication or coordination between the Bogor Regency Regional Work Unit
2. Increased socialization to the community and involvement of community leaders
3. More include the role of the private sector in supporting the success of the policy.
4. Increased Social Assistance to affected communities Covid-19.
5. Stricter enforcement of sanctions and deterring policy violators.

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