

Implementation of the PPKM Policy in the Context of Handling Covid-19 in Cimahi City, West Java Province

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Abstract

The purpose of this study is to assess the Implementation of Community Activity Restrictions (PPKM) in Cimahi City, as well as the variables that promote and limit its implementation. This research employs a qualitative, descriptive method. Through interviews, observations, and documentation, data were gathered. Emergency PPKM was implemented in Cimahi City from 3 to 20 July 2021 as a follow-up to Micro PPKM, including the phases of socialization, preparation, implementation, and assessment. Emergency PPKM in Cimahi City includes the following: restrictions in the workplace, implementation of online teaching and learning activities, regulation of operating hours in various essential sectors, restrictions on activities and operating hours for restaurants/warung/ and similar businesses, restrictions on the capacity of places of worship, enforcement of strict health protocols in public facilities and social activities, and continued implementation of the 5M Health Practise. The supporting factors for the implementation of Emergency PPKM in Cimahi City are the existence of a PPKM derivative based on Minister of Home Affairs No. 15 of 2021 into a Decree of the Mayor of Cimahi, which regulates the Cimahi City Covid-19 Task Force, the availability of a budget based on Perwali No. 44 of 2021, the availability of human resources, and the public's willingness to comply with health protocols. The inhibiting factors for implementing Emergency PPKM in Cimahi City are the existence of the Cimahi City area as a transit city, the presence of travel agents, and the level of community saturation with PPKM rules.

Keywords

implementation; PPKM; city; social distancing



I. Introduction

Wuhan is a city in Hubei Province, China, where a new virus (2019nCoV) was first detected in late 2019. On February 11, 2020, coronavirus disease (COVID-19) was the new name for the disease. The virus then spreads between humans and quickly spreads to countries worldwide. Indonesia is no exception, which has been affected by the Covid-19 pandemic (Adolph et al., 2021; Baidowi, 2020). Ultimately, this virus became a pandemic in line with the WHO announcement. In Indonesia, the first positive confirmed cases of Covid-19 were two residents in Depok, West Java, on March 2, 2020, and then on March 15, 2020. The Government of Indonesia has declared 117 verified cases. In this instance, the Indonesian Government implemented social restrictions that were announced based on Regulation No. 21 on March 31, 2020. This massive social restriction was enacted in response to the Covid-19 pandemic, which emphasized that local governments must gradually restrict the movement of people and goods in the affected area. Their individual territories. Large-Scale Social Restrictions, also known as PSBB, are anticipated to expedite the treatment of Covid-19. The Health Quarantine Law No. 6 of 2018 served as the foundation for the issuance of Presidential Regulation No. 11 of 2020, which

designated the Covid-19 pandemic a national calamity. The outbreak of this virus has an impact of a nation and Globally (Ningrum et al, 2020). The presence of Covid-19 as a pandemic certainly has an economic, social and psychological impact on society (Saleh and Mujahiddin, 2020). Covid 19 pandemic caused all efforts not to be as maximal as expected (Sihombing and Nasib, 2020).

Large-Scale Social Restrictions (PSBB) is the first method employed by the Indonesian government to combat the rapid spread of the Covid-19 virus in Indonesia. PSBB is applied in specific places with limits on educational, religious, office, and transportation operations, and only essential sectors can operate normally. This PSBB has been implemented since January 11, 2021, in 7 Java-Bali provinces with high transmission rates. The policies include 75% WFO in the non-essential sector, 100% WFO in the essential sector, a maximum 50% capacity for places of worship, and all online teaching and learning groups. A new policy followed this regarding Regulations for Restricting Community Activities (from now on, referred to as PPKM) (Suherman et al., 2021; Scott & Gross, 2021).

The Government introduced the term PPKM in early 2021. At that time, PPKM was in effect from January 11 to January 25, 2021, covering Jakarta and 23 city districts in six provinces which were included in areas at high risk of spreading Covid-19. Because it was deemed ineffective, the Government imposed a new regulation called PPKM Mikro. The micro PPKM was first started from February 9 to February 22, 2021, and applies in 7 provinces with several more complete regulations based on zoning, and is even supervised from the level of Neighborhood Association / Citizens Association. In early July 2021, when a new variant caused a spike in Covid-19 cases, the Government introduced an emergency PPKM. Initially, the emergency PPKM took effect from 3 to July 20, 2021, in Java and Bali. Due to the sharp increase in Covid-19 cases, emergency PPKM was expanded in 15 regions outside Java and Bali. At the end of July, President Joko Widodo announced PPKM with level categories starting from July 26 to August 2, 2021. Currently, PPKM levels 4,3,2, and 1 are still valid even though there have been many adjustments and many regions have experienced a decline in Covid-19 cases.

With the increase in cases of COVID-19 transmission, the Cimahi city government reaffirmed the enactment of the emergency PPKM as a follow-up to the previous Micro PPKM. The emergency PPKM was enforced from 3 to July 20, 2021, as a follow-up to the central and provincial government instructions for handling COVID-19. The target of this Micro PPKM is focused on Neighborhood Association residents, especially in villages with red zones. Furthermore, the construction of Command Posts at the Village and District levels. The Covid-19 Task Force at the Ward level is led by the Village Head, accompanied by elements of Bhabinkamtibmas, Babinsa, community, and religious leaders.

II. Review of Literature

A literature review is a reference from various books, articles, and thesis dissertations written in scientific works, which are closely related to the research that a researcher will investigate (Rianto et al., 2021), where ideas and ideas can be sourced from the researchers themselves and can also be sourced from various collections of knowledge from previous work known as literature or libraries (Tuwu, 2020; Sari et al., 2020), which can be used as a reference or theoretical basis in the research to be carried out.

In this study, the researcher will use several theories that can be used as a basis for problem-solving associated with the research method used. The theories in question include research conducted by Pardiyanto (2021) and Nurkholis & Muhdi (2020).

The Susilowati & Hakim (2020) approach has two variables that influence the implementation of public actions, namely: 1) The success of the implementation is measured by the process of achieving the final results (results). 2) The successful implementation of public actions is determined primarily by the level of policy feasibility. This is influenced by two variables in the form of content and context, including a) Group benefits, b) Benefits received from the group, c) Expected changes, d) Programs and objectives, e) Policy implementation, and f) Supporting resources program.

Meanwhile, according to Sari et al. (2020), the definition of policy implementation is the implementation of policies as all actions taken by the general public, individuals, or groups to achieve the objectives of the previous policy. In addition, according to Sari et al. (2020), policy implementation is known as the "implementation process model." The concept of policy implementation suggests six variables that link policy with performance, namely standards and policy objectives. Identifying performance indicators is an important phase of the analysis process, and it can be evaluated to what extent the objectives of the standards and policies are being achieved.

From the several theories above, researchers tend to choose to use the theory of Mohler et al. (2020) because they have a comprehensive understanding of what happens and what happens after the program is made, and the policy can be implemented after the program is made. In addition, the theory of McGrail et al. (2020) and Moos (2020) can be used to understand the factors that influence the implementation of PPKM in Cimahi City faced with the identification of existing problems.

2.1 Implementation of Community Activity Restrictions (PPKM)

Policy implementation is a vital step in the development of public policy. For a policy to have the expected effect or achieve the desired objective, it must be implemented. In general, policy implementation is viewed as the phase of the policymaking process that follows the enactment of a rule or law (Lasry et al., 2020; Kresna & Akhyar, 2020). Various individuals, organizations, processes, and strategies collaborate to execute policies in order to attain policy goals (Hidayat, 2020). Implementation, on the other hand, is a complicated phenomena that can be viewed as a process, an output, or a consequence of a policy process. VoPham et al. (2020) assert that "implementation is what occurs after a law is established that confers policy power, benefits, or some other form of concrete output."

The word implementation refers to a variety of activities that follow the goals' declaration, intent, and expected results as determined by government authorities. Implementation entails the acts of numerous players, particularly bureaucrats whose purpose is to make things function (Herdiana, 2020; Hadianfar et al., 2021). According to Garnier et al. (2021) and Courtmanche et al. (2020), implementation involves a variety of tasks. First, implementing bodies tasked by law with running must acquire the necessary resources to ensure a seamless implementation. Second, implementing agencies translate the language of the articles of incorporation into directives, rules, plans, and designs. Thirdly, implementing agencies should structure their efforts by establishing bureaucratic units and procedures to manage the volume of work.

2.2 Handling Covid-19

It is an action carried out in the presence of a policy made by a party with authority related to the policy. Handling is further action from a defined policy so that it is known how much achievement has been made for the handling that has been carried out (Castex et al., 2021).

It is a health epidemic caused by the coronavirus at the end of 2020, which is endemic almost all over the world, including in Indonesia. The spread and transmission can be done through direct human contact. So that at this time, the transmission of the spread is increasingly massive throughout the world.

To avoid the spread of Covid-19, which attacks the respiratory system of humans, it is necessary to maintain discipline by adhering to health protocols, such as maintaining a safe distance, wearing a mask when leaving the house or being ill, and frequently washing hands under running water. Additionally, the government recommends that non-essential and non-urgent activities be avoided outside the home.

The author can conclude, based on the preceding statements, that policy implementation is the stage of activities/activities/programs in implementing policy decisions made by individuals/officials, government groups, communities, and the private sector to achieve the goals that have been established, in policy decisions that will affect the outcome of a policy. The Cimahi City Government implements public policies in accordance with applicable rules pertaining to the implementation of the Covid-19 handling policy in Cimahi City.

III. Result and Discussion

The research approach is descriptive qualitative research with an inductive approach. In the opinion of Bogdan and Taylor, qualitative research is research that produces descriptive data, namely data that is written from the results of behavioral observations during field observations to obtain data and information both verbally and in writing (Siedner et al., 2020). The qualitative method stresses the meaning, logic, and description of a particular situation (in a particular context) and conducts more study on ordinary topics. The qualitative approach focuses more on the process than the outcome. Consequently, the sequence of activities may vary at any time based on the circumstances and the number of symptoms identified. This approach is directed at the background and the individual holistically (whole). The research approach will produce research methods.

Each method has unique characteristics. To prove the theory's truth regarding implementing the PPKM policy in Cimahi City. With the problems formulated in the main problem, the selection of the right method and according to the type of research is more accurate and can be accounted for; this chapter will describe the research approach, types of research, and data collection techniques. The approach in this study uses the post-positivism paradigm, which uses theory as a guide in collecting and analyzing data from deductive to inductive. This research is focused, directed, and uses existing theories, although it is not always appropriate and proven in theory used. Variables X and Y show that they are not always related and related in influencing. Following the characteristics of post-positivists who see that truth is absolute. Finding problems that reflect objective results about the situation, the writer wants to put forward through a causal relationship from the analysis process.

The location in this research is Cimahi City, especially in North Cimahi District. Data collection techniques in this study were conducted through interviews. According to Silva (2020), qualitative research data collection methods are through in-depth interviews

and participatory observations. Appropriate data collection techniques are used in research that uses a qualitative approach (postpositivism), namely in-depth interviews, observation, and documentation studies (Marchiori, 2020).

IV. Result and Discussion

The implementation of PPKM in Cimahi City is strongly influenced by several factors, starting with the derivative policies implemented by the Cimahi City Government. After issuing the Minister of Home Affairs, which regulates the implementation of Emergency PPKM, up to the implementation of levels 1, 2, 3, and 4, the Cimahi City Government responded with several adjustments to the conditions of Cimahi City, the social situation of the Cimahi population. The adjustment was marked by the enactment of the Perwali and the Mayor's Circular with the establishment of the Cimahi City Covid-19 Task Force. The policy is expected to be able to quickly and precisely regulate the implementation of PPKM in Cimahi City so that it is more effective and relevant in its implementation.

Cimahi City had experienced a very significant increase in the number of Covid-19 transmissions. One of the reasons for the increase in the number of Covid-19 transmissions in Cimahi City is the geographical condition of Cimahi City with its position at the intersection between Bandung City, Bandung Regency, and the intersection of major cities, including Jakarta, Bogor, and Depok, where these cities are cities, a city that has a very high vulnerability to Covid 19 transmission. The heterogeneous community conditions and the majority of work activities outside the City of Cimahi add to the difficulty of preventing the transmission of Covid 19. Cimahi City is also a city as an entry and exit route for travelers from surrounding cities. The transmission of Covid 19 is also exacerbated by the dense population with an average population density of 1,331 people/km and is one of Indonesia's most densely populated cities. The saturation of the community in complying with Prokes also adds to the factors that influence the increase in the transmission rate of Covid 19 from 2020 to early 2022, making it a relatively difficult time for community activities.

With the Mazmanian and Sabatier theory which the author chose as a scalpel to find out what factors influence the implementation of PPKM policies in Cimahi City, as stated in the previous chapter, the variable Characteristics of Policies/Laws (Ability of Statue to Structure Implementation) deepen knowledge about the extent to which these factors affect the implementation of PPKM policies in Cimahi City. All of them are summarized by the author in the table of analysis results as follows:

Table 1. Implementation of the PPKM policy in the city of Cimahi

Concept	Variable	Indicator	Analysis Results		
			Well	Enough	Not enough
Mazmanian and Sabatier (1983)	Clarity of Contents of Wisdom	Government Policy	✓		
		Understanding of Implementing Officers	✓		
		Covid-19 Task Force Efforts	✓		
	To what extent does the policy have theoretical support?	Policy Mechanism		✓	
		Cimahi Mayor's Circular	✓		

	The size of the allocation of financial resources to policy	Budget Allocation	✓		
	Linkage and support between various implementing institutions	Cross-sectoral coordination	✓		
		The readiness of the implementing elements	✓		
	Rule Consistency	Penalty			✓
		PPKM rules			✓
	Outside Group Participation	Non-Governmental Organizations	✓		
		PPKM Platform			✓
		Community Compliance			✓
		Characteristics of Cimahi City			✓

Source: data proceed

Based on the results of the research analysis regarding the Implementation of the Policy for the Enforcement of Community Activity Restrictions (PPKM) in Cimahi City in answering research questions, the findings are obtained and can be concluded as follows:

1. The implementation of the Policy for the Enforcement of Community Activity Restrictions (PPKM) in Cimahi City has been going well; this is indicated by the description of the answers to the research questions as follows:
 - a. There is a policy of the Cimahi City Government through a Mayor's Decree as a derivative of the Ministry of Home Affairs regarding PPKM in preventing the transmission of Covid-19, which is then understood by implementing officials with collaboration and clear directions on the duties and responsibilities of implementing elements. This is shown by the efforts of the Cimahi City Covid-19 Task Force in educating the public about Covid-19. The mechanism with the pentahelic concept carried out by the Cimahi City Government in implementing PPKM is carried out according to the tasks and responsibilities of the Task Force with the acceleration of the Cimahi City Covid-19 Task Force in PPKM Implementation.
 - b. Private sector participation in assisting PPKM implementation and budget allocation for each agency involved in PPKM implementation following Perwali no. 44 July 2021.
 - c. Cross-sectoral coordination in the implementing agency for PPKM implementation in Cimahi City with the alertness of implementing elements in the field. The next step is the Cimahi City Covid-19 Task Force as a role model for the community in terms of compliance. Including the existence of non-governmental organizations that are proactive in the success of PPKM.
2. The factors that influence the implementation of PPKM policies in Cimahi City have found five indicators that are the main cause or tend to influence the policy content factor. Several things become obstacles in achieving the goals and success of the policy, such as:

- a. There are no strict sanctions against Prokes violators. So it tends always to commit violations.
- b. PPKM rules are easing in 2022 compared to 2020 and 2021. This impacts increasing the number of Covid-19 transmissions in Cimahi City.
- c. There is a long bureaucracy in implementing PPKM policies in the adjustment of PPKM issued by the Central Government, in this case, the Ministry of Home Affairs. The long bureaucracy occurred because the Head of the Task Force, in this case, the PLT Mayor of Cimahi City, ratified it according to procedures without a system as an acceleration of the ratification of Cimahi city government policies.
- d. The decrease in compliance and community saturation in carrying out Health Care Programs is one factor that affects the increase in the number of Covid-19 transmissions in Cimahi City.

V. Conclusion

Based on the conclusions above, it is found that several things are considered to be able to improve the PPKM implementation policy in Cimahi City as follows: 1) That all authorized officials can be facilitated with the electronic signature and have a special mechanism that can implement it quickly without being limited by space and time. And does not become an obstacle to the issuance of policies (Electronic Signature) to ratify policies to be issued by local governments; 2) so that the implementation of PPKM in Cimahi City can be carried out more properly, socialization in every school and Government and private institution is carried out massively and well-integrated so that public awareness will become a new habit without having to be reminded; 3) Provided a unique platform related to complaints, complaints, suggestions and community input related to the implementation of PPKM in Cimahi City; and 4) Strict sanctions related to Prokes violations are carried out with a "Ticket" system or fines for violators.

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