



Policy Implementation to Prevent and Control the Covid-19 by BPBD of Minahasa Regency

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ABSTRACT

Based on the Implementation of the Covid-19 Prevention and Control Policy by the Minahasa Regency BPBD, the policy implementation model is more directed to the Public Policy Implementation Model proposed by Grindle. Policies have clear objectives as a form of policy value orientation. The objectives of policy implementation are formulated into specific action programs and projects that are designed and financed. The program is implemented according to plan. The implementation of a policy or program is – broadly speaking – influenced by the content and the context of implementation. Overall the policy implementation is evaluated by measuring program outcomes based on policy objectives. The results of this qualitative study prove that the legal basis is binding on policies in the prevention and control of Covid-19 BPBD Minahasa Regency.

Keywords: Countermeasures, Covid-19, Policy Implementation, Prevention

JEL Classification Codes: O38, R58, M10

INTRODUCTION

Throughout the first semester of 2020, the Indonesian government has implemented various efforts and policies to deal with the Covid-19 pandemic in the health sector by establishing the National Covid-19 Task Force (Satgas Covid-19) through Presidential Decree No. 7 of 2020. In addition, the government issued various policies, including health rules and protocols/guidelines, health protocol campaigns, establishing large-scale social restrictions (PSBB), prohibiting Eid homecoming, preparing laboratories for Covid-19 tests, carrying out Covid-19 tests, to establish a new normal order. The government continued to stop the case ratio in the second semester of 2020 by expanding the scope of the strategy, which includes handling the impact of Covid-19 in the economy. In the health sector, the government continues to health protocol campaigns, wearing masks, maintaining distance, and washing hands.

On July 20, 2020, the government, through Presidential Decree No. 82 of 2020, established the Covid-19 Management Committee and National Economic Recovery. The committee expanded the scope and tasks that had been carried out by the Covid-19 Task Force. The committee consists of policy committee, the Covid-19 Handling Task



Force (STPC-19), and the National Economic Recovery and Transformation Task Force. With this presidential regulation, the name of the Covid-19 Task Force was changed to STPC-19 with the same function and structure. Darmin (2020) stated that the government prevents the spread of Coronavirus transmission by issuing some policies. In addition, they provided social assistance and social protection policies to ensure that the community can survive.

The government has made a series of policies to deal with the pandemic. Some of the policies are written - such as Law (UU), Government Regulation in Lieu of Law (PERPU), Government Regulation (PP), Presidential Regulation (PERPRES), Ministerial Regulation (PERMEN), Regional Regulation (PERDA), Regent Regulation (PERBUP), Mayor Regulations (PERWALI), and others including Decrees (SK), and letters from the government - and some are not such as unwritten invitations from the government, community leaders, traditional leaders, cultural leaders, religious leaders, which contain prohibitions and appeals related to the prevention and handling of COVID-19.

The examples of written policies are Presidential Decree No. 11/2020 concerning Determination of Public Health Emergency Corona Virus Disease 2019 (COVID-19), A Regulation in Lieu of Law Number 1 Year 2020 concerning State Financial Policy and Financial System Stability for Handling the Corona Virus Disease 2019 (COVID-19) Pandemic and/or in Facing Threats that endangers the National Economy and/or Financial System Stability, Government Regulation Number 21 of 2020 concerning Large-Scale Social Restrictions in the Context of Accelerating the Handling of Corona Virus Disease 2019 (COVID-19), Circular Letter No. 57/2020 May 28 2020 concerning the Extension of Work From Home (WFH) for State Civil Apparatus (ASN), Presidential Decree No. 12 of 2020 concerning the Determination of Non-Natural Disasters for the Spread of Corona Virus Disease 2019 (COVID-19) as National Disasters.

This study focuses on what legal basis for policies in the prevention and control of Covid-19, what authority of the Covid-19 prevention and control policy, and how the is implemented by BPBD of Minahasa Regency. Some researches on the implementation of policies in the prevention and control of COVID-19 have been conducted. Dutta and Fischer (2021) stated that various countries in the world have carried out various strategies to stop the spread of Covid-19 and control the economic impact that has been left behind. Rural areas of developing countries pose particular difficulties to develop and implement effective responses due to underdeveloped health infrastructure, unequal country capacities for infection control, and endemic poverty. This paper made the case for the critical role of local governments in coordinating the pandemic response by examining how state authorities are trying to bridge the gap between the need for a swift and decisive response to the pandemic and the local realities of three Indian states - Rajasthan, Odisha, and Kerala. It showed how the urgency of the Covid-19 response has prompted a new kind of cross-sectoral and multi-salary interaction between administrative units involved in coordinating responses, as local governments assume central responsibility in the implementation of disease control and social security mechanisms. Also, the state's long-term investment in democratic local governance and



arrangements to include women in grassroots state functions (through the Kudumbashree Program) have built high levels of public trust and cooperation with state actors, while local authorities embraced an ethic of care. in implementing country responses.

Woo (2020) stated that despite its excellent public health care system and efficient public administration, Singapore has been severely affected by the Covid-19 pandemic. While the death toll in the city-state remains low and contact tracing efforts have been largely successful, nevertheless the infection rate is high and the emergence of large clusters of infections in its foreign worker dormitories. This paper analyzed the outcome of this dual-track policy – low mortality but high infection rates – from a policy capacity perspective. In particular, a policy capacity file that has contributed to Singapore's low mortality rates and effective contact tracing is identified while capacity deficiencies that might lead to high infection rates were discussed.

Tuwu (2020) elaborated on the government's policies in preventing and dealing with Covid-19. The study focused on government policies and events that follow after the implementation of policies for the period March to June 2020 related to government policies in preventing and handling Covid-19. The study underlined that government policies to prevent the spread of Coronavirus transmission include the policy of staying at home, social distancing, physical restrictions, personal protective equipment, personal hygiene, working and studying at home, postponing all activities that gather large crowds, large-scale social restrictions.

Karyono (2020) stated that from a legal aspect, various regulations have been issued to prevent the spread of (Covid-19) however the reality to date shows that there has been no significant change in the handling of Covid 19. The existing regulations will not be effective if they are not supported by more assertive but polite efforts in the community. Extra attention of all related parties is urgent to provide public understanding about the dangers of the virus. The Legal Aspects of Handling the Spread (Covid 19) in the second amendment to the 1945 Constitution, regarding health is emphasized as part of human rights, is in Article 28 H paragraph (1) stating that everyone has the right to live in physical and spiritual prosperity, at a live, and get a good and healthy living environment and have the right to obtain health services. It illustrates the extraordinary paradigm shift, health is seen as no longer just a personal matter related to fate or God's gift that has nothing to do with state responsibility, but legal rights guaranteed by the state.

Chadijah (2020) provided an evaluation of government policies which are expected to provide a clear picture or response to the diversity of central and regional policies in overcoming Covid-19. This normative legal research method with a statutory approach showed that the Covid-19 case is a pandemic declared as an extraordinary public health event, causing health hazards across regions or countries. Thus, it has fulfilled the element of a public health emergency so that the applicable provisions refer to Law Number 6 of 2018 concerning Health Quarantine.



Fatimah (2020) stated that socialization could simply be understood as a process of internalizing social values and norms into individuals. Through socialization, a person gradually becomes acquainted with the requirements, demands and policies that have been mutually agreed upon. In disseminating information about covid-19, the government has a strategy for the community by providing explanations about the epidemic that is endemic, namely by providing explanations using their respective regional languages, which are expected to be easily understandable. The government has released the covid19.go site. id to provide education to the public regarding the latest Coronavirus.

Diyar (2020) underlined the central role of local governments to control the spread of the COVID-19 pandemic in relation to regional authorities. Based on the legal norms as the basis for regional authority, the region can carry out the maximum authority, other than matters relating to an executive task which is stipulated by regulations. In other words, the administration of government at the local level must still rely on regulations established by the center. Referring to Law Number 32 of 2004 Article 22 there are regional obligations. Article 22 letters a and f states that In implementing autonomy, regions have the obligation to protect the community, maintain national unity, harmony, and the integrity of the Unitary State of the Republic of Indonesia as well as providing health service facilities. To handle the spread of the pandemic, the legal bases are 1) Law Number 4 of 1984 concerning Outbreaks of Infectious Diseases, 2) Law Number 24 of 2007 concerning Disaster Management, 3) Law Number 6 of 2018 concerning Health Quarantine was then operationalized in Government Regulation Number 21 of 2020 concerning Large-Scale Social Restrictions (PSBB) in the Context of Accelerating Corona Virus Disease 2019 (COVID-19), 4) Presidential Decree No. 11 of 2020 concerning the Determination of the 2019 Corona Virus Public Health Emergency (COVID-19). To implement Government Regulation Number 21 of 2020 concerning Large-Scale Social Restrictions (PSBB), the legal basis is the Ministerial Regulation of Health Number 9 of 2020 concerning Large-Scale Social Restrictions. The local governments are obliged to decide policies that must be taken in handling COVID-19 with normal basic health service conditions. In the pandemic situation, the appropriate regulation is not the Law of Regional Government, but the Law on Health Quarantine. The study concluded that in a public health emergency, there is uncertainty at the local government level as the decentralization in the health sector causes basic health service standards to vary according to the commitment and fiscal capacity of the local governments. The strengthening of the role of local governments is a major factor. Health services in the regions must be ensured by the central government to comply with COVID-19 handling standards. With the current public health emergency status, it is hoped that there will be a division of roles between the center and the regions to ensure the safety of citizens.



RESEARCH METHOD

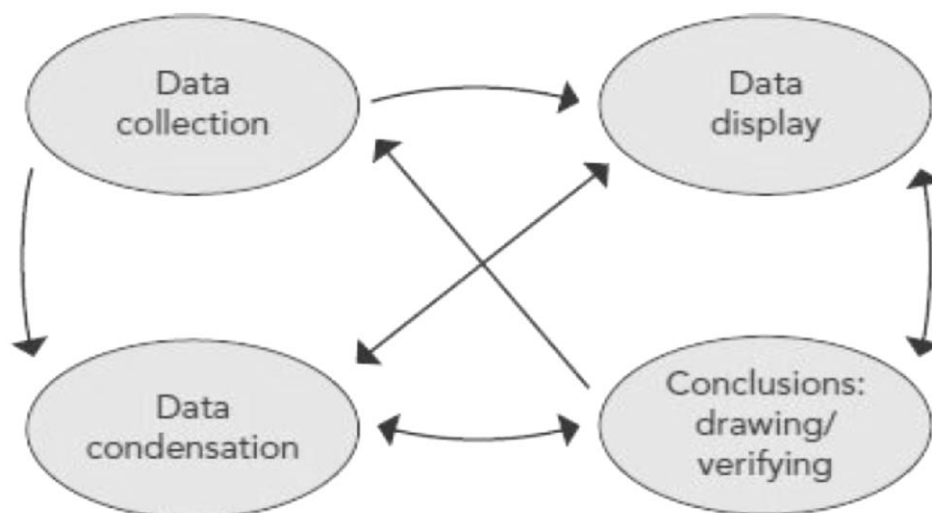
This paper is a qualitative study conducted in the Minahasa Regency Disaster Mitigation Agency (BPBD). It focused on the legal basis, authority, policy implementation in the prevention and control of Covid-19. To obtain the data, we used two techniques, interviews, and documentation. The interview required the interviewer to outline the points during the interview process. The documentation was conducted by researching and studying records, documents, or archives and various sources and media related to the research focus. In accordance with the research focus, the sources of data and informants in this study are described in Table 1.

Table 1. Research Informants

No	Research Informants	Number
1	Head of BPBD Kab. Minahasa	1 person
2	Staff BPBD Kab. Minahasa	2 people
3	Officials of the Minahasa Region	3 people
4	Community	5 people
Total		11 people

The research qualitative analysis model is an interactive data analysis model using the model in Figure 1.

Figure 1. Components of Data Analysis: Interactive Model





Data Collection

The data were collected by observation, interviews, documentation or literature study. Data collection was conducted by recording, typing, editing, translating or accessing the internet. If the field notes were not sufficient, we looked for completeness from special data. Before leaving the field, we checked and read the data to ensure data completion.

Data Reduction

It is the process of selecting, focusing, abstracting, and transforming rough data from the field which is then reduced by coding, classifying data, making clusters, and writing memos. This is basically to include data in a complete and detailed description of the report, which is carried out continuously throughout the research process. In each stage of research, data reduction must always be carried out, summarized, coded, tracing themes, and writing memos.

Data Presentation

It is the preparation of a set of data/information that allows as a basis for decision making and action. The data will be displayed in the form of tables or graphs as well as descriptions based on the philosophical symbolic interaction. The presentation of the data as much as possible presents data/information that is arranged in such a way that makes it easier to draw conclusions.

Drawing Conclusions

The researchers crystallized understanding on the basis of their interpretations and discussed with theories to draw conclusions. The process was carried out after continuous verification throughout the research process, since entering the field, collecting data, analyzing data looking for patterns/themes or relationships, hypotheses and others as the basis for decision making. With the increase in data, verification was carried out during the research, so the conclusion is correct.

RESULTS AND DISCUSSION

Legal Bases for The Policies of the Prevention And Control of COVID-19

Law and state/public policies are a two-sided coin. Understanding this meaning can be viewed from both definitions. According to Kraft & Furlong (2004), a policy is *"A course of government action (or inaction) is taken in response to social problems. Social problems are conditions the public widely perceives to be unacceptable and therefore requiring intervention."* Van Kan defines law as *"all the rules of life that are coercive to protect human interests in society"*.

The definitions illustrate that social problems require public policy as a tangible form of government intervention to solve social problems, in the form of government action or inaction. To intervene the government needs law as an instrument to protect the results of the agreement. The policies can be enforced in addition to the law as the legitimacy of the government to implement its policies. Thus, the involvement of various parties in the process of its formation is absolute. This implies that law and public policy must be



built on the basis of communication between the government and its people to produce legal products adhering to justice.

By the science of state administration, laws are orders that contain various policies as juridical bases for the implementation of state/government policies. In managing the environment of life, laws should have an important position and meaning in solving various problems. As for Covid-19 prevention and control, the policy basis is Presidential Decree Number 7 of 2020 concerning the Establishment of Task Force for the Acceleration of Handling Covid-19 and Minahasa Regent Regulation Number 443.2 of 2020 concerning the Establishment of a Task Force for the Acceleration of Corona Mitigation. The two legal bases synchronize to take measures to prevent and overcome the Covid-19 outbreak.

If studied from the science of state administration as a social science that has a dynamic nature, it is able to provide a way out to overcome public, social and non-social problems because of its flexible nature. As one aspect that appears in the life of the nation and state, institutions have special duties and authorities for the state. When examined from the point of view of the science of public administration by Frederickson (2010), state/public administration is closely related to intelligence agencies because there is a process related to the implementation of state policy.

These legal bases theoretically are in line with the theory presented by Anderson (2003) that policy not only sees the policy has been implemented by the community but also to know how far the policy has given positive and negative consequences for society. A policy is made for the benefit of the people rather than for the benefit of policymakers. Hence, the role of government agencies/institutions is significant and persuasively should encourage community members to comply and implement every government law and policy.

Public policy is whatever the government chooses to do or not to do. It is very broad as public policy includes something government does not do when they face a public problem, for example, the government does not make any policy when a damaged road occurs. Anderson (2003) stated that public policy is a policy set by government agencies and officials although public policy can be influenced by actors and factors outside the government. Within this context, public policy is choices made by government officials or agencies in certain fields, such as education, politics, economics, agriculture, industry, and defense.

When making public policies, the government allocates values to the community. For example, when the government enacted Law no. 22 of 1999, the value is respecting democracy and empowerment of the community and local government. Practically and normatively, public policy should contain goals, values, and social practices that exist in society. This means that public policies must not conflict with values and social practices.



At the same time, environmental limitations and constraints influence policymakers. They are geographical characteristics (natural resources, climate, and topography), demographic variables (population size, population age distribution, special location), political culture, social structure, and economic system. In certain cases, the international environment and policy become important to consider (Anderson, 2003).

As every society has a different culture, values and living habits differ from one society to another. Most scientists argue that society's culture can shape or influence social action, however, it is not the only determinant. Culture is only one of the environmental factors that influence people's behavior. Political culture is part of the culture of society, which includes values, beliefs, and attitudes about what the government will do, how to do it, and how to build relationships with its citizens.

Public policy is frequently seen as an instrument for resolving conflicts between various groups in society, and between the government and the private sector. One source of conflict, especially in developed societies, is economic activity. Conflicts can arise from different interests between large and small companies, company owners and workers, debtors and creditors, customers and sellers, farmers and buyers of agricultural products. The relationship between the different groups above can be reduced or resolved by government policies in the form of economic change or development.

Government policies can protect weak groups, and create a balance of relations between different groups. The rapid industrialization and growth of various large business groups that occurred in the United States in the nineteenth century as a result of the new economic order. This has prompted farmers, small businesses, and reformist elements to demand that the government control big business.

Public policy is seen as a system consisting of inputs, conversions, and outputs. In this context, two macro variables influence public policy, namely the domestic environment and the international environment. Both can provide input in the form of support and demands for a political system. The actors in the political system will process or convert these inputs into outputs in the form of regulations and policies. These regulations and policies will be accepted by the community. The community will provide feedback in the form of new inputs to the political system. If the policy provides incentives, the community will support it. On the other hand, if the policy is a disincentive, for example, an increase in fuel oil or taxes, the public will make new demands for a reduction in fuel prices and a reduction in taxes.

When a public policy contains values that are contrary to social values, it will get resistance. On the other hand, a public policy must be able to accommodate the social values and practices. Public policymaking cannot be separated from environmental influences. Demands for policies can be born due to environmental influences, and transformed into a political system.



The Authority of the Covid-19 Prevention and Control Policy by BPBD in Minahasa Regency

In political science literature, government science, and legal science, the terms power and authority are frequently found. Power is often equated with authority, and power is often used interchangeably with the term authority. Power usually takes the form of a relationship in the sense that one party rules and the other party is ruled. Authority comes from a term commonly used in the field of public law. If you look closely, there are differences between the two. Authority is what is called "formal power". Powers granted by legislation or legislative executive or administrative powers. In contrast to "authority" only regarding a certain "*onderdeel*" of authority. The authority given to BPDB regarding the Covid-19 Prevention and Control Policy in Minahasa Regency is the delegation of authority from the Regent. This creates the obligation to work and complete the tasks given. To provide maximum results,

Give Full Duties

Delegating is indeed a tough and risky decision. All departments in a company must develop thoroughly, one way is by delegation. This will give BPDB Minahasa Regency a sense of belonging in their place of work. For that, trust BPDB as a whole to give it an opportunity to be more critical, and come up with good ideas. Begin with delegating a few small tasks and increase to large tasks to gradually increase the ability of employees.

Choose the Right People

As delegating a job is a risky decision, we must choose the right person by careful consideration before delegating by monitoring and observing the weaknesses, strengths and abilities of the candidates to delegate.

Adhere to Interests and Talents

Another to consider is the interests and talents of the person. This provides benefits as BPDB is aware of how to apply its interests and talents.

Give Clear Instructions

Providing instructions is the main key that must be considered in delegating authority. Avoid making guesses or guessing. Tell them what they have to do with an explanation that can be easily understood because this is related to the company's success. Do not hesitate to give instructions repeatedly to BPDB regarding the Covid-19 Prevention and Control Policy in Minahasa Regency, and this must be done without any pressure.

Set Time and Evaluate

Setting a deadline or time limit to give an urgent effect on BPDB as it will consider the task given easily. Indicate the time limit from to give instructions. Also, make sure that the time limit is realistic enough so that BPDB related to the Covid-19 Prevention and Control Policy in Minahasa Regency is able to maximize its duties seriously. The authority given to the Minahasa Regency BPBD is structural in nature, as it is known that the authority structure is the arrangement of authority in the organization that shows the



position and authority of the members so that every decision can always be accepted by the members.

The organizational authority structure in this study can be distinguished into two forms, formal authority structure, and informal authority structure. The formal authority structure is an intentional choice made by top management to delegate this type of decision to lower-level management. The organizational structure usually shows formal authority related to a system of accountability, influence, and control which is based on the principle of a hierarchy of authority. In other words, formal authority relates to the right decisions and the leadership position in managing the hierarchical structure.

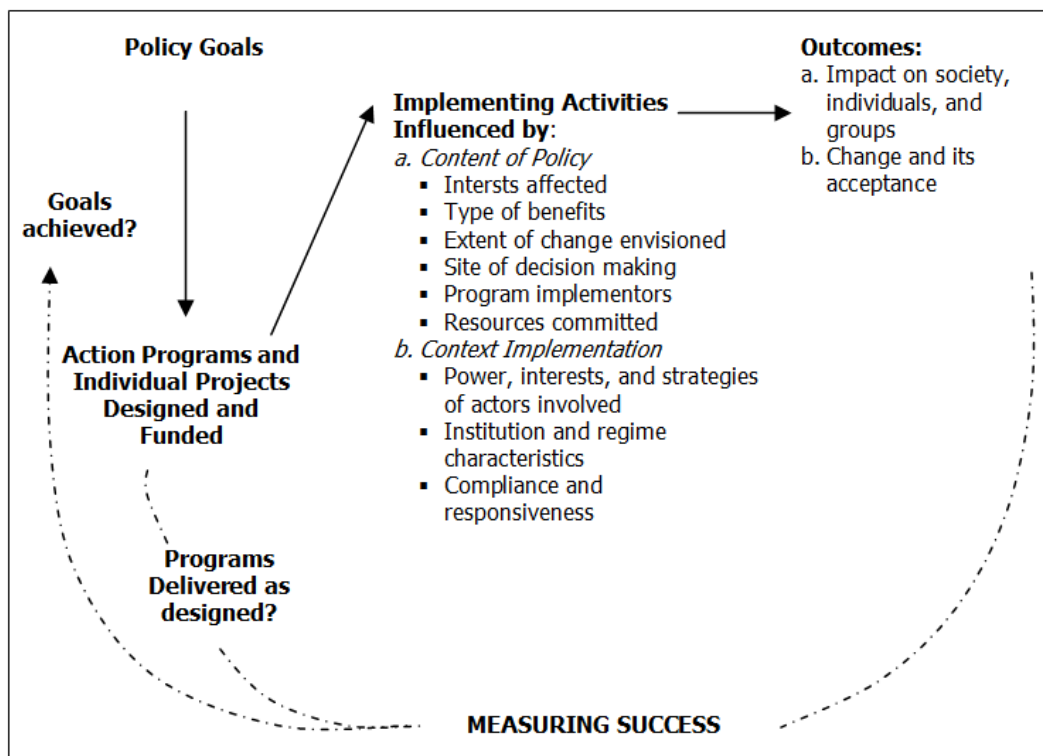
The Implementation of the Covid-19 Prevention and Control Policy by BPBD in Minahasa Regency

The era of decentralization and regional autonomy has given authority to local governments to improve the quality of public services, especially in the health sector. In connection with the current conditions, the spread of Covid-19 in Indonesia certainly requires a quick response from the government, especially local governments. Several regional heads have taken the initiative in advance to anticipate the increasing spread of the virus, for example by implementing regional quarantine policies and large-scale social restrictions (social distancing, physical distancing).

This policy limits the movement of people by closing schools, asking employees to work from home (WFH), limiting religious activities and the use of public transportation. However, in their development, the regional government's policies are considered not in line with the policies of the central government. The initiative carried out by the regional head was annulled by the central government as it was considered to have overstepped the central authority. Whereas according to the Regional Government Law No. 23/2014, regions have the responsibility to provide basic services, especially in improving health services. The affairs that are of the region authority are clearly regulated in this law where the central government has the authority in six affairs, namely foreign policy, defense, security, justice, national monetary and fiscal, and religion. In addition to these six affairs, it is the authority of the regional government. Based on the implementation of the Covid-19 Prevention and Control Policy, the policy implementation model is more directed to the public policy implementation model proposed by Grindle (1980) (see Figure 2).



Figure 2. The Relevance of Grindle Policy Implementation Theory Model



Policies have clear objectives as a policy value orientation. The objectives of policy implementation are formulated into specific designed and financed action programs and projects. The program is implemented according to plan. The implementation is – broadly speaking – influenced by the content of the policy and the context of implementation. Overall policy implementation is evaluated by measuring program outcomes based on policy objectives. Program outcomes are seen through their impact on the intended targets, both individuals and groups as well as the community. The output is the change and acceptance by the target group.

The success of implementation, according to Grindle, is influenced by two major variables, namely the content of the policy and the context of implementation. The content of policy includes 1) the extent to which the interests of the target group are available; 2) the types of benefits received by the target group, for example, people in slum areas prefer to receive clean water or electricity programs rather than motorcycle credit programs; 3) the extent of the desired change of a policy; and 4) correct location. The policy environment variable deals with 1) how much power, interest, and strategy are owned by the actors involved in implementing the policy; 2) characteristics of institutions and regimes in power; and 3) the level of compliance and responsiveness of the target group.



To strive for policy success, these challenges must be overcome as early as possible. On the other hand, many variables influence the implementation of policies, both individually and in groups or institutions. The implementation involves the efforts of policymakers to influence the behavior of bureaucrats as implementers to be willing to provide services and regulate the behavior of the target group. In various political systems, public policies are implemented by government agencies. The complexity of implementation is not only shown by the number of actors or organizational units involved but also the implementation process influenced by various complex individual variables and organizational variables, interacting one another.

Responding to this chaotic relationship, the Center for Political Research under the Deputy for Social Sciences and Humanities (IPSK) LIPI held a Webinar entitled "Central and Regional Relations in Overcoming Covid-19" on Wednesday, April 22, 2020. The webinar was to get a clear picture/response of regional diversity in overcoming Covid-19, get important input on the practice of coordination, guidance and supervision (*korbinwas*) between the executive (central-regional) and legislative (DPR and DPD-RI) in overcoming Covid-19, and get input on the ideal pattern of relations between the center and the regions related to authority, policies, ethics, and norms in overcoming Covid-19.

The central government needs to realign decentralization and regional autonomy because each of them already has main duties and functions. In this case, it is not only the government level that needs to be reformed but also the *Korbinwas* pattern. The practice of a multiparty system should not harm the government bureaucracy because the bureaucracy is difficult to be politically neutral so that the bureaucracy becomes partisan. Furthermore, the nature of the bureaucracy is basically hierarchical so that it does not need to be confused with the colorful reality of the parties that lead the bureaucracy.

Bureaucracy must be maintained and should not be used as a place of attraction for interests. Especially when fighting against Covid-19, whoever leads the bureaucracy must obey government ethics and be professional to avoid conflicts. It is time for all of us to show wisdom for provincial, district, and city governments that work on a continuum for the national interest.

To deal with the Covid-19 pandemic, the central government has prepared management guidelines and their impacts on local governments. In the context of the general *Korbinwas*, the steps to take have been informed to local governments through written documents (guidelines). The goal is that the local governments gain an understanding regarding Covid-19 as this is no ordinary pandemic but a war on Covid-19. Therefore, the Ministry of Home Affairs has prepared five strategies, namely (a) a strategy to prevent the spread of Covid-19, (b) enhancement of the immune system, (c) health capacity building, (d) increasing food security and the medical device industry, and (e) strengthening the social safety network.



Building a pattern of relations between the center and the regions, the Ministry of Home Affairs has the following principles: (1) protecting public health from disease and/or public health risk factors is the responsibility of the central and local governments (concurrent affairs); (2) determining the implementation of affairs based on the criteria of externality (perceived impact), effectiveness and accountability; (3) collaboration between central and local governments; and (4) the President as the supreme commander of all executive affairs. For this reason, a task force has been created to deal with the Covid-19 pandemic. However, in reality, this case continues to grow and there has been no notification from the national government to the public to be careful and vigilant against Covid-19. In response to this, the government, both central and regional, continues to warn the public. This also implies the need for precautionary measures and shared responsibility as stated in Article 4 of Law No. 6/2018 concerning Health Quarantine. Thus, we should be at the forefront (the state, government, and people), not medical personnel being the last line of defense.

The authority and policies of the Regional Government (Regency) in overcoming Covid-19 is a test of decentralization, in which, the center issues policies but the essence is in the regions. Regarding the handling of this pandemic, the regional government must form a task force for handling Covid-19. The policies to apply are (a) providing health facilities and SOPs for handling Covid-19 patients; (b) providing education on the dangers of Covid-19 to the entire community; (c) mobilizing all stakeholders (civil servants, youth organizations, village officials, and NGOs); (d) providing a social safety net; and (e) addressing economic impacts. In addition, the district government has also implemented a large-scale social restriction (PSBB) policy.

In relation to the House of Representatives' supervision of the policies, this is the worst pandemic that requires fast handling from the government. In this regard, they have formed a task force to supervise government policies. From March 13 to April 13 2020, there were nine policies (4 Presidential Decrees, 1 Presidential Instruction, 1 Regulation in Lieu of Law, 1 Government Regulation, and 2 Presidential Decrees). In addition, the House of Representatives has also formed a Task Force Against Covid-19 outside the function of supervising government policies. In relation to the pattern of relations between the center and the regions, it should be remembered that in the future the policies taken by the government should not stop considering the dynamics of this virus.

This means that these policies must continue to be evaluated to find new patterns, including the need for preventive and repressive processes, how the central government has a clear mapping be coordinated between the central and regional governments to formulate follow-up actions. The pandemic can be overcome and controlled if the central, regional and community governments are solid. The central and local governments are expected to establish a pattern of better relations, by providing flexibility for local governments to carry out tactical policies.

There is still a problem of synergy between the central and regional governments in responding to the pandemic. There is also a lack of uniformity. Various laws and



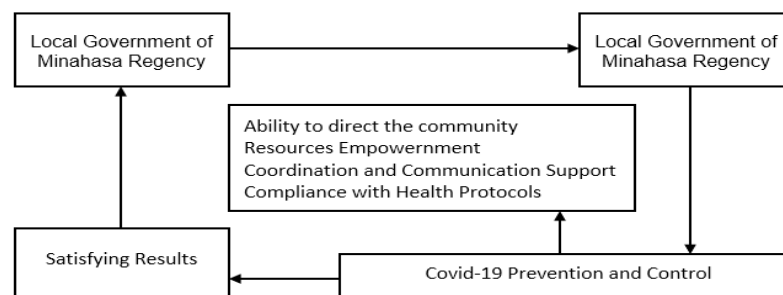
regulations have not yet been responded to nationally, including the absence of an integrated public service crisis management between the central government and the regions. Even though it is important to optimize the joint budget in overcoming Covid-19 and social capital synergistically by involving national, religious, customary leaders, local communities, to actively participate in public education. Some areas, including community groups, use social capital and the tradition of *gotong royong* (mutual assistance). In principle, we must act as business as not usual because we are facing something extraordinary. For this reason, high resources are needed to solve this pandemic.

The implementation of the Covid-19 prevention and control policy by BPBD in Minahasa Regency cannot be separated from communication and coordination. There must be synergic communication and coordination among all parties. There are problems or issues related to authority in handling Covid-19. They are:

- (1) abundant regulations
- (2) unclarity whether the handling of the Covid-19 outbreak is a matter of health as regulated in Law no. 23/2014 and Law no. 6/2018, or disaster as regulated in Law no. 23/2014 and Law no. 24/2007
- (3) weak institutional coordination, and
- (4) the task force in handling the Covid-19 outbreak has no authority to make government administrative decisions and actions.

These happen because the handling of the pandemic involves a lot of under the authority of the Ministry/Agency/Local Government. Presidential Decree No. 7/2020, Presidential Decree No. 9/2020, and Law no. 24/2007 do not adequately cover the assigned tasks. In addition, there are also many legal norms and the lack of clarity at the central level, relating to provincial and district/city authorities. Of the five issues, the general government issue has not yet been addressed. Strengthening general government affairs is necessary as regulated in Law no. 23/2014 concerning Regional Government. Thus, synergies among the central, provincial, and regional governments can be implemented properly. In addition, there is a need for a new presidential regulation on the management of handling Covid-19 health emergencies as a national disaster. Based on the description, a common thread can be drawn from the implementation of policies by BPBD in Minahasa Regency, in Figure 3.

Figure 3. The Policy Implementation of Covid-19 Control by BPBD Minahasa





The implementation of the Covid-19 Prevention and Control Policy by BPBD in Minahasa Regency cannot be separated from the central-regional relationship pattern. Central-regional relations are divided into two types, federal states and unitary states. In the federal state system, the control of epidemics in the regions is held by the respective local governments. The central (federal) government provides more support, such as funds for victims, PPE, and medical personnel. For a unitary state, the central-regional relationship is a strong type, and the central government is in control of the management of the national epidemic disaster management, such as making regulations, organizing, and providing basic needs for victims.

The local government provides support in the form of, for example, human resources, funds/financing, and other local resources. Based on Local Government Law No. 23/2014, the central government provides basic needs for victims affected by Covid-19, making regulations, guidelines and implementation instructions. The provincial government provides support for providing basic needs for victims affected by Covid-19 with the governor as the head of the acceleration task force. Meanwhile, the district/city government provides support for providing basic needs for victims affected by COVID-19 and the regent/mayor becomes the head of the acceleration task force.

Regarding ethics, it is high-risk for the central government to handle the burden of the Covid-19 pandemic on its own. The central government should embrace the regions to collaborate and share the heavy burden under the leadership of the president, for example, by receiving inputs from local governments, encouraging local governments to reallocate state budget, persuading local governments to be willing to postpone paying the Revenue Sharing Fund (DBH). The local governments must not remain silent, negligent or neglectful, even though they do not have the authority to deal with Covid-19. They must be cooperative, provide advice, and input to the central government, and also socialize and educate the community to comply with the policy line.

CONCLUSIONS

The relational problem between the central and regional governments is multidimensional in nature, related to issues of mindset, regulation, the existence of coordinating institutions, supervision, norms, and ethics. Also, the problem of coordination, communication, and synergy at the beginning of the pandemic is admittedly lacking. However, regarding the mindset, the government must respond quickly to the pandemic ultimately affecting the entire handling process. The government is increasingly concerned and realizes that coordination is important. One of them is reflected by the existence of a task force. The local government itself has interpreted several policies and as far as possible made a quick response for the common interest without intending to violate the rules.

The supervision by the House of Representatives should not be loose. However, it is also necessary to exercise policy discretion to create an accelerated tactical response by the regional government. For this reason, it is hoped that in the future the pattern of



relations between the central government and the regions will be more tactical and harmonious. General government affairs are one of the keys to strengthening and coordinating between central and local governments. For this reason, follow-ups can be stated in a presidential regulation related to public health emergency management related to Covid-19 as a national disaster. Also, the relationship must still be in norms and ethics. Both the central and regional governments must properly understand the authority they have. On the other hand, both must appreciate each other by sharing the burden and the spirit of continuing to synergize and cooperate for the benefit of the nation.

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