

Policy Analysis of the Papua Province Government in Handling the COVID-19 Pandemic

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Abstract

This article describes the efforts of the Papuan province administration in dealing with coronavirus cases (Corona Virus Disease-19) (COVID-19). The approach for dealing with it may be examined by knowing the efforts, actions, and policies created and executed by the Papuan provincial government. A deliberative policy analysis technique is employed to analyze this situation. This method examines the narratives and arguments of authorities in order to comprehend decision-making and policy execution. This essay takes a qualitative approach, using descriptive analytic methodologies. Meanwhile, a literature research is being utilized to gather data, which includes books, journal articles, newspapers, internet news, and authoritative institution websites. The findings demonstrate that the COVID-19 epidemic has had a substantial influence on the people who live in the region, beginning with increased unemployment, food poverty, migration owing to job instability, increased criminality, and so on. Various laws have been established to combat the epidemic as a form of responsibility for the Papuan administration to the people, including the closure of human entry to Papua province. This is accomplished by shutting down airports and seaports. This policy is considered as contradictory to the central government's policies. This study concluded that wisdom is required in reacting to measures implemented by local governments to rescue persons impacted by the COVID-19 pandemic since they are better aware of the situations in their region.

Keywords: Public Policy, Local Government, Pandemic, COVID-19, Large-Scale Social Restrictions.

Introduction

Covid 19 was first detected in humans with symptoms of lung inflammation (pneumonia) in Wuhan, China, on December 30, 2019 (Harapan et al., 2020). At first, it was predicted that this virus was associated with bats. However, the truth of this prediction is still uncertain (Sohrabi, 2020). Covid 19 has become a global problem. Although the death rate from this virus is considered relatively low, the transmission of this virus is so fast through the nose, mouth, and saliva droplets through sneezing or coughing (Sahin et al., 2020).

The World Health Organization (WHO) reports that Corona Virus Disease 19 (Covid 19) has spread to over 122 countries, including Indonesia. Meanwhile, Covid 19 has expanded to 279 regencies/cities throughout 34 provinces in Indonesia (Kurniawansyah et al., 2020). On March 2, 2020, President Joko Widodo first revealed the case of Covid 19 in Indonesia, when two Indonesian nationals, a 64-year-old mother and her 31-year-old daughter, were suspected of getting it via contact with Japanese people visiting Indonesia (Pangaribuan & Munandar, 2021). Since the initial case was revealed in March, there has been a steady increase in the number of positive patients in Indonesia.

President Joko Widodo designated Covid 19 a non-natural national catastrophe in April 2020 through Presidential Decree (Keppres) of the Republic of Indonesia Number 12 of 2020 about the Determination of Non-Natural Disasters for the Spread of Corona Virus Disease 2019. (Covid-19). In determining the third point of the Presidential Decree, it is regulated that the Governor, Regent, and Mayor, as Chair of the Task Force for the Acceleration of Handling Corona Virus Disease 2019 (COVID-19) in the regions, must pay attention to the policies of the Central Government when setting policies in their respective regions (Musaad, 2021). With the designation of a natural national catastrophe, the Indonesian government recognizes COVID-19 as a form of sickness that poses a public health emergency (Radjab & Fuady, 2021). The designation as a non-natural national catastrophe was made after considering the spread of Covid 19 and its influence on the rising number of casualties, property losses, the greater coverage of disaster-affected regions, and the repercussions on socioeconomic elements that happened in Indonesia (Caraka et al., 2020).

Furthermore, after establishing COVID-19 as a worldwide pandemic affecting parts of public health, it impacts and spreads to other aspects (Boon-Itt & Skunkan, 2020). In Indonesia, it has an influence on government elements, namely the interaction between the center and the regions for administering COVID-19 in the context of medical services that are granted the ability to administer it in the regions (Andiraharja, 2020). When the first incidence happened, the regional administration took many steps. However, the legal umbrella was deemed insufficiently extensive to serve as a weapon for the regional administration in combating COVID-19 (Pratiwi, 2021). Although it is considered too late since the first case that occurred in Indonesia, the central government finally issued several policies with legal products at the same time on March 31, 2020, as evidence of the state's commitment to prioritize health management policies over political and economic interests, namely: 1) Government Regulations instead of Law Number 1 of 2020 concerning State Financial Policy and Financial System Stability for Handling the Coronado; and 2) Government Regulations instead of Law Number 1 of 2020 concerning State Financial Policy and Financial System Stability for Handling the Coronado; (COVID-19).

In general, policy determination is seen as an attempt utilized to attain specified objectives as well as an endeavor to address issues using certain ways within a given time frame (Van Meter & Van Horn, 1975; Irvin & Stansbury, 2004). The policy may be characterized as a sequence of program plans, activities, actions, choices, and attitudes by the parties (actors), to act or not act, as phases for resolving issues faced (Sabatier & Mazmanian, 1980; Getz & Page, 1980). 2019).

According to Dye (2013), public policy is more of an intentional activity directed toward reaching objectives than it is a random and chance behavior/action. According to Pulzl and Treib (2017), public policy is made up of interconnected activities. It follows a pattern that leads to the fulfillment of specified government objectives and is not a one-time choice. The public policy refers to activities/actions that are consciously and measurably carried out by the government in specific fields; the four public policies may be beneficial in the sense that they are guidelines for government action that must be taken in dealing with a specific problem, or harmful in the sense that they are a government official's decision not to do something (Schofield, 2001; Smith & Larimer, 2018).

In response to the high number of cases in Indonesia, the Provincial Government of Papua published Circular Letter Number: 448/14977/Set dated August 30, 2020, on the Prevention, Control, and Overcoming of Corona Virus Disease 2019. (Covid-19). The Circular Letter is a follow-up to the Governor of Papua's Circular Letter Number 440/12277/Set Concerning the Prevention of Covid-19 (Palit, 2021). Furthermore, the Papuan provincial

government established several public policies, including the determination of Large-Scale Social Restrictions (PSBB) and the establishment of several other policies, including calls for activities from home, the elimination of Friday prayers or other forms of worship, the postponement of wedding receptions, and the prohibition of residents from leaving the area (Dzakwan, 2020).

Some measures of the Papuan provincial administration go counter to the 'palace' decision, since the province is still adopting social distancing tactics in the form of Large-Scale Social Restrictions to combat COVID-19 and has not opted for regional quarantine or "lockdown" (Laode, 2021). The Papuan provincial administration has reason to be concerned about how the Covid-19 epidemic is being handled. Despite the fact that the central government offers norms, rules, guidelines, and criteria for dealing with Covid-19, the challenges encountered when depending on local governments (Ariyanto, 2020). Everything is occurring in the regions, beginning with the treatment of positive COVID-19 patients at regional hospitals, afflicted communities, and societal issues caused by the pandemic. On the other hand, the local government's freedom of action is constrained since dealing with the Covid-19 outbreak is centered on central government policy (Prasetyo & Kriswibowo, 2022).

As a result, it is vital to investigate the role of local governments in dealing with COVID-19 in terms of comprehending central and regional relations, specifically evaluating the strategies that the center and regions have taken in dealing with COVID-19. The author's characterization of the issue in this research is about the main concepts employed in managing the interaction between the Central Government and Regional Governments in dealing with the Covid-19 epidemic. This question is critical to address because, in dealing with the Covid-19 epidemic, what is required is not confusion, but unity of movement, unity of attitude, and synergy of government administration. This integrated policy approach will give the community with a feeling of security and comfort at both the regional and national levels.

Method

This article employs a qualitative methodology in conjunction with a descriptive analytic method. The qualitative technique was selected because of its potential to provide a comprehensive, genuine, and basic knowledge of the topic under investigation (Moleong, 2014). Because the facts and information obtained concentrate on the real occurrence or issue via data collection, compilation, processing, and conclusion, the descriptive analysis approach is applied. The outcomes all describe an objective empirical state of the phenomena or issue under investigation (Yusuf, 2016). While the data collecting method employed is a literature review. Because of the limitations of personally interviewing reliable sources while drafting this study, this was done. The coronavirus epidemic, as well as the introduction of large-scale social restrictions (PSBB) in various cities, have constrained mobility, making in-person interviews difficult. As a result, the author exclusively employs literature review as a data collecting approach. The author's endeavor to discover, gather, and examine written resources in the form of books and journal articles is referred to as a literature study in the context of this article. Finally, the data analysis approach used in this article differs from Creswell's (2014) description, which focuses on organizing data, reading and memoing (taking notes), as well as summarizing, clarifying, and interpreting data into codes and themes.

Result and discussion

1. *Corona Virus Disease 2019 (COVID-19) and its Impact*

COVID-19 was declared a global pandemic by the World Health Organization (WHO), and the President of the Republic of Indonesia issued an official statement declaring the spread of COVID-19 a National Disaster (Non-Natural Disaster), as well as a Decree of the Head of the National Disaster Management Agency (BNPB) regarding the Extension of the Status of Certain Emergency Situations. Disease Outbreaks Caused by the COVID-19 Virus in Indonesia The designation as a global pandemic implies that, in order to combat this epidemic, all policy initiatives undertaken by a country must prioritize health management policies above political and economic policies (Setyaningrum & Yanuarita, 2020).

The COVID-19 pandemic has many consequences, including field of work; COVID-19 compels individuals to keep a safe distance both with large-scale social limitations, work from home systems, and semi-lockdown. As a consequence of being cautious in their actions during the epidemic, many individuals have reduced their consumption levels, resulting in a large number of people no longer working, including as many as 55% of men and 57% of women from all industries and educational backgrounds (Nasution et al., 2020).

Food insecurity has resulted from an increase in the unemployment rate since the pandemic, as well as an increase in the number of workforce reductions; 23 percent of people have their usual level of consumption, while 36 percent have reduced their consumption levels due to a decline in financial conditions. Migration occurs due to the absence of job opportunities for the community due to the pandemic; 38% of men and 31% of women have migrated since the COVID-19 crisis, and the migration rate is higher for people who have an elementary education level and below. This migration mainly occurs from cities to villages (areas where the migrants come from) (Nasution et al., 2020).

Government Social Programs, Government social programs are held by the government as a step to assist affected communities, especially the poor who have lost many sources of income; 20% of men and 16% of women received BPNT/Sembako/PKH, then 27% of men - men and 21% of women use to access to government health insurance. The data below shows that the existence of an assistance program from the government reduces the negative number; this indicates a change in public consumption after the assistance from the government (Kurniasih, 2020).

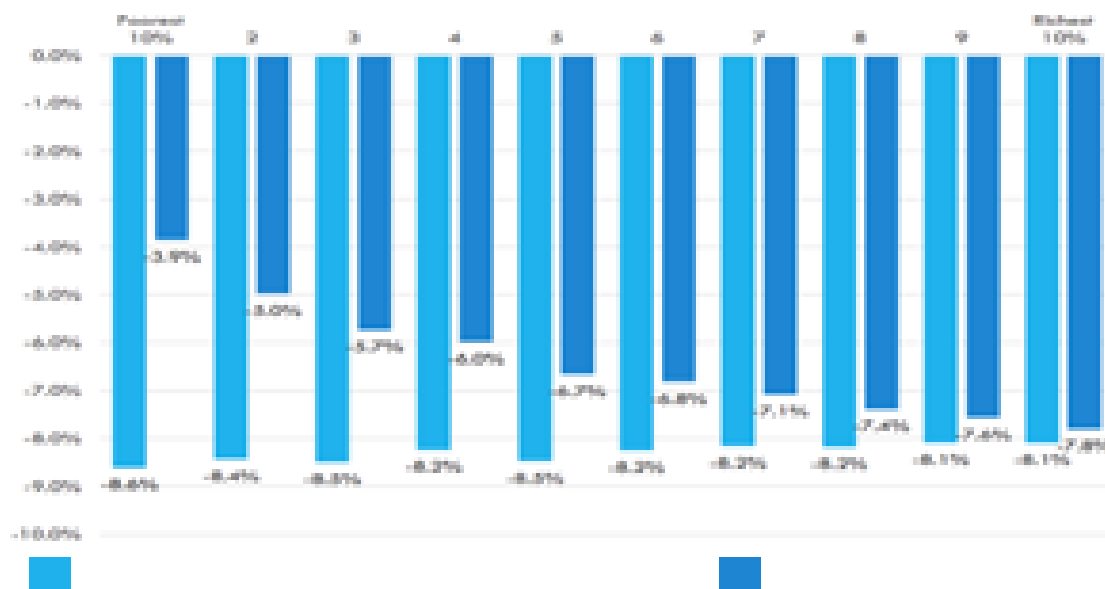


Figure 1. Changes in Public Consumption/Capita since the COVID-19 Pandemic (worldbank.org)

Health Knowledge and Behavior, the era of the industrial revolution 4.0 resulted in the rapid flow of information received by the public, providing information and knowledge related to the COVID-19 pandemic ranging from knowledge related to the virus to its prevention, and ultimately affecting sanitation behaviour which was increasing rapidly. Increase in the Number of Crimes, the increase in the crime rate that occurs is due to several reasons, including the result of government policies on reducing the number of prison detainees to implement social distancing and the pressure of community needs due to a decrease in the financial capacity of the community which results in unlawful actions. April data shows an increase in the crime rate of 19.72% (Ulya, 2020).

2. Papua Provincial Government Policy

The Indonesian economy has been concerned since Covid 19. Indonesia's economic growth in the third quarter of 2020 was officially reported by the Central Statistics Agency (BPS) as negative 3.49 percent. As a result of two consecutive quarters of negative economic growth, Indonesia officially entered a recession in 2020. Meanwhile, the Indonesian economy expanded by negative 5.32 percent in the second quarter. The effect of Covid 19 has pushed several enterprises and MSMEs to lay off or reduce their workforce in order to save costs. According to data as of April 20, 2020, from the Ministry of Manpower and Transmigration, more than 2 million workers have been laid off from 110,000 companies where they work (Balapradhana, 2020).

In response to the growing number of instances of Covid-19 virus transmission, the Indonesian government supports social distancing techniques over lockdown methods used by numerous nations. The government surely evaluated social distancing strategy, given that the majority of the Indonesian population's livelihoods derive from sectors or activities in everyday employment. President Joko Widodo issued directives and underlined the need of social distancing to all governors in Indonesia. It was signed by Terawan Agus Putranto as Indonesia's Minister of Health (Permenkes) No. 9 in 2020 about Guidelines for Large-Scale Social Restrictions (PSBB) in the Context of Accelerating the Treatment of Corona Virus Disease 2019 (Covid 19) (Permenkes No. 9 of 2020, 2020). People in an area where Corona Virus Disease 2019 (COVID 19) is suspected can't engage in certain activities, according to the regulation, to prevent the spread of the disease. The latest version of COVID.

According to the guidelines, an area must meet two conditions before implementing Large-Scale Social Restrictions (PSBB). First, the number of cases or fatalities due to illness grows and spreads widely and swiftly to diverse places. Second, there is an epidemiological relationship between this incident and comparable ones in other areas or nations (Hasrul, 2020). It is specified in the rule to grant power to regional governments as autonomous regions, where the regional head is an element of the regional government organizer who leads the execution of government issues that are the authority of the autonomous area.

After receiving the first positive case of Covid-19 in Papua, the Papuan Provincial Government convened an emergency meeting to address the pandemic situation, which included all Regents/Mayors, TNI/POLRI and other ministries/vertical agencies in Papua, traditional leaders, religion and all stakeholders led by the Governor. In the wake of this meeting, Papua saw a so-called lockdown, in which all transit into and out of the province was shut off. By targeting La Pago and Mee Pago's typical locations, this method was taken to prevent the spread of this sickness. The Health Department undertakes tracing as soon as possible in order to reduce the number of people who die as a result of this infection.

This meeting with the Regent/Mayor, TNI/POLRI and all stakeholders are carried out

regularly every two weeks to evaluate the performance of the task force team in handling and developing Covid-19 in each Regency/City. The results of this meeting are legally stated in the form of Circular Letters and Collective Agreements, which all participants in the joint meeting sign. Until September 2020, 10 joint meetings have been held to formulate policies for handling Covid-19 in Papua.

The Papuan Provincial Government, in implementing the Covid-19 prevention policy, has been able to reduce the rate of transmission. However, it must be acknowledged that public understanding and awareness are still low. As of September 25, 2020, the number of confirmed cases was 5,687 people, with 1,841 being treated (32.4%), 3,765 recovered (66.2%), and 81 died (1.4%), while there were 51 probable people, 1,857 close contacts and 371 people suspect person. If we examine more deeply the proportion of Covid-19 cases based on age and gender, 57.3% infect men, and 42.7% infect women. While the most infected age group is productive age (15-58 years) as much as 86.04%, and if you look at the proportion based on Papuan Orang Asli (OAP) and Non-OAP, the number of cases most infected is 84% Non-OAP and 16% OAP. One of the references for the Papuan government in determining policy is to look at the reproduction rate (Rt); as of September 25, 2020, the Rt number reached 2.3, meaning that each case infects at least 2 (two) other people. Judging from the RT, the Covid-19 situation in Papua still cannot be fully controlled because to say it is under control, and the Papuan government must be able to suppress Rt below number 1 (Papua covid task force)

Regional strategies were employed to map each Regency/high-to-low City's transmission risk for Covid-19 in Papua Province. With regard to Papua's status, it's crucial to focus on six districts/cities: Jayapura (Rt 1.57), Mimika (Rt 0.61), Jaipur (24.4), Biak Numfor (0.12), Keerom (0.05), and Nabire (24.4). (0.05). It is anticipated that Papua Province's transmission rate may be decreased by focusing on prevention and treatment in this epicenter (Papua covid task force)

Forms of support from the Provincial Government include providing financial assistance to districts/cities with positive cases and as much as possible giving attention in the form of completeness of PPE (Personal Protective Equipment) and Health Facilities. The Provincial Government also, through the Papua Covid-19 Task Force, routinely checks the implementation of direct policies in the epicentre area so that it can immediately accommodate the obstacles faced by the regions in formulating different policies (Papua covid task force).

Restrictions on the movement of people and vehicles, strengthening surveillance activities, strengthening the Covid-19 handling system, and ensuring the sustainability of educational activities are among the ten significant policies that make up the Papua Provincial Government's response to the man-made disaster known as Covid-19. The Papua Provincial Government has developed three policy strategies for dealing with the non-natural disaster known as Covid-19. These strategies are: Strengthening the Health system; Handling socio-economic impacts; and social protection. (Bapeda Papua Province).

Besides that, in suppressing the spread of the COVID-19 virus, the Papua provincial government implemented strategic policies. It even tended to be more aggressive than other regions in Indonesia and different from the central government. The Papuan government was the first to implement the policy blocking human access from outside the region. They closed the entrances to seaports and airports for the movement of people from outside Papua and between districts in Papua. This policy is based on conditions in Papua itself, where Papua Province is in third place in the prevalence of coronavirus cases nationally. This figure is obtained by comparing positive cases and population. Papua, until this week, recorded at least

a thousand positive cases of the corona, with a population of only around 3.5 million people. The Papuan government is aware of a shortage in the health care sector. There are only 202 isolation rooms in all of Papua and 4,275 beds in the entire hospital. There are 1,077 doctors on duty, with only seven pulmonary specialists, 32 internal medicine specialists and 23 anesthesiologists. If cases are high, they will be overwhelmed.

The Papua Provincial Government hopes that the entire community can be disciplined in the implementation of Covid-19 prevention, including the use of masks, diligently washing hands with soap, maintaining a safe distance and exercising to maintain body health. The Covid-19 vaccine has not been found; it is unknown when this pandemic will end; all efforts have been made and will be carried out by the government to control the spread of Covid-19 cases, so community participation is essential as the front line to remind each other and break the chain of transmission and continue to follow the development of Covid-19 in Papua. Carry out PCR/SWAB examinations to determine health status, self-report if experiencing symptoms of health problems caused by Covid-19 and self-isolate when declared infected.

3. Differences in Central Government and Papuan Provincial Government Policies in Handling COVID-19 Policies.

In setting a policy, it should be important to coordinate between the local government and the central government in implementing policies in an area. However, in reality, the central government's option not to impose a lockdown has not been fully complied with by the regional government, one of which is the Papua Province. On March 24, Papua Governor Lukas Enembe said that access to flights and shipping would be closed from March 26 to April 9, 2020. The only access that will be opened is access to transportation of goods and foodstuffs. This decision will look very reasonable when you see how unprepared Papua Province health facilities are to face the pandemic. For example, they only have two WHO standard isolation rooms. However, this policy was opposed by the centre. The Ministry of Transportation has firmly stated that there will be no airport closures.

The statement from the Regent of Central Mamberamo, Papua, Ricky Ham Pagawak, for example, reaffirmed that they are committed to protecting the lives of their citizens amid the Corona Virus pandemic. It was revealed that in Papua, there had been 12 people who had tested positive for the coronavirus. While under surveillance, it reached more than 7000. Moreover, they thanked President Joko Widodo for issuing a PP on Large-Scale Social Restrictions (PSBB). According to him, the geographical conditions of Papua are undoubtedly different from other geographical regions of Indonesia, where they can only do transportation through air transportation. Furthermore, they do services that can only be done through air transportation, and even then, they have to wait for the time in the area, which is a mountainous area. He firmly stated that he objected to what the local government had to do to ask for permission from the central government regarding handling the coronavirus. This is considered less effective, while its citizens need immediate protection. According to him, what the Papuan regional government is doing is a regional measure to prevent the transmission of Covid-19 and aims to save the lives of their citizens. Moreover, more firmly, he stated that they value life more than waiting for the rule to come.

The statement from the Regent of Central Mamberamo was also followed by the Mayor of Jayapura rejecting this and wanting to impose a regional lockdown to save the people from the threat of the coronavirus. The rejection of this decision is a joint decision from the district/city, provincial and TNI / POLRI levels. Likewise, the Papuan Provincial Government has taken the initiative to close access to Papua Province, as it is known that the Land of Papua is inhabited by Indigenous Peoples who are most vulnerable to the COVID-19 pandemic

because it can have a fatal impact on the extermination of tribes that have small populations and are scattered in the area. Remote areas, where infrastructure and health services are minimal.

The above facts must be taken into consideration for the Central Government, together with the Papua Provincial Government, to carry out a lockdown (regional quarantine) throughout the Land of Papua. This is in line with the opinion that many people think that lockdown measures should be feasible to implement in Indonesia, but the government has not done this. Some of the reasons that what has been conveyed by the local government must do Lockdown or regional quarantine that the Indigenous Peoples in the Land of Papua, which are more than 300 tribes, most of them are tribes with small populations, so they are vulnerable to extinction when dealing with the COVID virus pandemic -19 which the Indigenous Peoples do not recognize at all, neither the distribution nor the healing for the sufferers, the Indigenous Peoples in Tanah Papua has so far still relied on the conventional health system due to the lack of infrastructure and health care and treatment systems from the government. With this condition, the Indigenous Peoples in the Land of Papua do not have sufficient knowledge to protect themselves from the diseases caused by this new virus. The vast land of Papua with challenging geographical conditions causes most of this area to be closed from access to transportation and communication. This will make it difficult to handle if COVID-19 has entered the customary area. Especially with the minimal availability of doctors and medical personnel, as has been openly acknowledged by the Government in Papua.

Seeing what the regional government of Papua has done in this regard, the central government must underline it. Whereas in the current non-natural disaster conditions, it is the local government that knows the field conditions. Whatever is done is certainly an encouragement as a sense of responsibility for them there is a mandate that is carried out as political and government leaders in their area. Of course, it must be understood that the issuance of the PP PSBB (Large-Scale Social Restrictions) has a common goal, namely to prevent the spread of the Corona Covid-19 virus widely. However, the procedures and permits the government must, of course, be adapted to the region's conditions. Suppose there is a particular application or specialization in several provinces. Why not apply specific government regulations according to the geographical conditions of the region in implementing government policies in dealing with disasters. In this case, by borrowing Devito's term in communication theory, it will be effective if communication is applied if communication is characterized by mutual openness between the central and local governments, empathy, supportive behaviour, positive behavior and equality. In disaster management, what is needed is not only top-down communication but two-way communication in order to achieve an ordinary meaning. It can be said that the communication needed is not only in the form of instructions or policies, but what is needed is two-way communication where the central government can listen to suggestions and complaints from local governments. On the other hand, Regional Orders can provide more detailed information according to the situation in the field, and the central government gets a complete picture of regional conditions directly from the regional government.

Conclusion

The COVID-19 pandemic has had a huge impact on all aspects of human life, beginning with the field of work, where an increasing number of people are not working, the occurrence of food insecurity as a result of the high unemployment rate, and the occurrence of migration as a result of the desire to find work due to the lack of job opportunities in Indonesia. Regions,

the establishment of diverse government social programs, knowledge and health behavior, and a growth in regional crime. The Papuan government's COVID-19 response initiatives, such as the total lockdown policy, are aimed at preventing the spread of COVID-19 in Papua. This is based on Papua's current situation, which is still quite limited in terms of health facilities and the availability of health staff to care for COVID-19 patients. Because it enforces the restriction of access for people from outside the zone, this policy is considered as more forceful than in other parts of Indonesia. They blocked access to seaports and airports for individuals traveling from beyond Papua and between regions inside Papua. According to him, what the Papuan regional government is doing is a regional measure to prevent the spread of Covid-19 and aims to save the lives of their citizens, as it is known that the Land of Papua is inhabited by Indigenous Peoples who are most vulnerable to the COVID-19 pandemic because it can have a fatal impact on the extinction of tribes with small populations and scattered in remote areas. At the same time, infrastructure and health care services are very limited.

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