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IMPLEMENTATION OF THE EMERGENCY POLICY FOR HANDLING COVID-19 THROUGH PEPRDA NUMBER 10 OF 2020 IN THE PROVINCE OF THE BANGKA BELITUNG ISLAND

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Abstract

This study aims to analyze the implementation, supporting factors, and inhibiting factors in implementing emergency policies through Perda Number 10 of 2020. The research method used is a qualitative descriptive method. The results of the organizational research show that the Provincial Government has formed a Covid-19 Task Force Team which continues to communicate and coordinate with all parties. However, the lack of personnel makes the implementation of regional regulations less than optimal in the field. In interpretation, the local government does not form a special small team tasked with explaining or describing in detail the articles in the regional regulation. Judging from the application, the implementation of the Perda is related to the procedures and working procedures of the policy which are usually related to the guidelines for implementing the policy. Through this study, it can be concluded that the implementation of the emergency policy of Regional Regulation Number 10 of 2020 concerning the *Adaptation of New Habits in the Prevention and Control of the 2019 Corona Virus Disease* has not been fully carried out to the maximum for the community, especially among the lower middle class. However, to support and make the implementation of the regional regulation a success, a vaccination program was carried out which spread to all areas in the Bangka Belitung Islands, from cities to remote villages.

Keywords: Implementation, Emergency Policy, Covid-19, Regional Regulation, Organization, Interpretation, and Application.

1. INTRODUCTION

Coronavirus Disease 2019 (Covid-19) is a disease caused by the Severe Acute Respiratory Syndrome Coronavirus-2 (SARS-CoV-2) virus (WHO, 2020a; Susilo et al., 2020: 45). In Indonesia, the first Covid-19 was reported on March 2, 2020 with two cases (WHO, 2020d; Susilo et al., 2020: 46; Achmad, 2021). On March 13, 2021, there were 1,414,741 positive cases and 38,329 deaths (Worldometers, 2021b). The Covid-19 pandemic has had many negative effects in various fields. Even in the economic field, Indonesia is predicted to experience a much more serious crisis in 2021 than last year.

The slump in the Indonesian economy in 2021 was caused by several factors, such as the number of people who lost their jobs due to the Covid-19 pandemic, thus destroying purchasing power. Agustino (2020: 254) analyzes that the Covid-19 handling policy in Indonesia states that: (1) the government has a negative narrative and is slow to respond to the spread of Covid-19, (2) weak coordination between stakeholders, especially between the central government and regional governments, and (3) the people's indifference or disobedience to the government's advice. The combination of these three things complicates the

government's efforts to control the spread of Covid-19 in Indonesia.

However, the Indonesian government has finally taken preventive, curative, and promotive actions in the community to deal with Covid-19; even several national regulations have been issued by the central government as a legal basis for tackling the spread of the virus (Suharyanti and Sutrisni, 2020: 211). These regulations include:

1. Presidential Instruction of the Republic of Indonesia Number 4 of 2020 concerning Refocussing of Activities, Budget Reallocation and Procurement of Goods and Services in the Context of Accelerating Handling of Corona Virus Disease 2019 (Covid-19);
2. Decree of the President of the Republic of Indonesia Number 11 of 2020 concerning the Determination of a Public Health Emergency of Corona Virus Disease 2019 (Covid-19);
3. Decree of the President of the Republic of Indonesia Number 12 of 2020 concerning the Determination of Non-Natural Disasters Spreading Corona Virus Disease 2019 (Covid-19) as National Disasters;
4. Government Regulation of the Republic of Indonesia Number 21 of 2020 concerning Large-Scale Social Restrictions in the context of

4. Accelerating Handling of Corona Virus Disease 2019 (Covid-19);
5. Decree of the President of the Republic of Indonesia Number 7 of 2020 concerning the Task Force for the Acceleration of Handling Corona Virus Disease 2019 (Covid-19); and
6. Presidential Decree of the Republic of Indonesia Number 9 of 2020 concerning Amendments to Presidential Decree Number 7 of 2020 concerning the Task Force for the Acceleration of Handling Corona Virus Disease 2019 (Covid-19).

As a follow-up to these regulations, the central government issued several policies, namely:

1. Social distancing/physical distancing policies;
2. Protection of health workers as the vanguard;
3. Large-scale social restrictions (PSBB);
4. Government transparency in handling the Covid-19 pandemic; and
5. Validity of inspection data.

Based on the regulations and policies set by the central government, the regional government is obliged to follow up on what has become the central government's decision, whether it is through a Regional Regulation (Perda), Governor's Regulations, Technical Guidelines, Circulars, and so on. Apart from these policies, one of the most important things is the synergy between the central government (as the holder of an important role in policy making) and local governments, as well as the rapid anticipation carried out by local governments in handling and preventing Covid-19 (Nurfurqon, 2020: 14). Because local governments are perceived to be closer to the community, various policies will also be considered more effective, as stated by Suharno (2010: 31) that policy performance can be influenced by the conditions of the social, economic, and political environment in which the policy is implemented. Therefore, it is very appropriate for the central government to really cooperate with local governments as partners/partners in solving this problem, where local governments are more aware of the characteristics of the community and their own region (Nurfurqon, 2020: 14; Sidiq et al., 2021; Sudrajat, 2021).

In the Province of the Bangka Belitung Islands itself, a massive spread of the Covid-19 virus occurred. In order to deal with this, the Provincial Government together with the DPRD of the Bangka Belitung Islands on December 30, 2020 has set a policy of Regional Regulation Number 10 of 2020 concerning the Adaptation of New Habits in the Prevention and Control of Corona Virus Disease 2019. This regulation was made to provide protection to the public in carrying out various activities, daily activities, increasing anticipation of the development of the spread of Covid-19, strengthening efforts to handle health, and handling the social and economic impacts of the spread of the Covid-19 pandemic.

The results of the Smeru Research Institute study in 2021 supported by the Australian

Government, The Government of Japan, the UN Covid-19 Response and Recovery Fund, and the United Nations Indonesia entitled The Socio-Economic Impact of Covid-19 on Households and Strategic Policy Recommendations for Indonesia, resulted in some of the findings are described in table 1 below:

Table 1 Results of the Smeru Research Institute Study on the Socio-Economic Impact of Covid-19 on Households and Strategic Policy Recommendations for Indonesia

No.	Finding	Strategic Policy Recommendations
1.	Household finances are severely impacted by the COVID-19 pandemic	More support is needed for children
2.	Children are lagging behind in terms of education and health services	Expand food aid coverage
3.	Social assistance has reached those in need, but much more can be done	Maintain support for lower middle income group
4.	Women experience increased responsibilities and duties in childcare roles	Continue to assist in the recovery of the family business
5.	Food insecurity and vulnerable groups should be of greater concern in the future	Reduce the burden of childcare responsibilities from women
6.		Ensure that people with disabilities can access health services and health care
7.		Connect new social assistance registrations with a single database
8.		Strive for a greater level of understanding regarding information on types of government assistance

Source: Smeru Research Institute in 2021

Looking at table 1, it can be explained that the local government in this case is the Provincial Government of the Bangka Belitung Islands must really be able to implement emergency policies in an effort to handle the spread of the Covid-19 pandemic. This is important to do to reduce the impact, both in the health, social and economic fields of the community. It is known that at the end of the year, precisely in December 2020, cases of the spread of Covid-19 continued to increase. As many as 1,036 people have been confirmed positive, 146 people have been treated, 876 have been isolated, and 14 people have died.

The increase in cases of the spread of Covid-19 is certainly more convincing of the necessity for the Provincial Government of the Bangka Belitung Islands in issuing emergency policies in an effort to handle the spread of Covid-19. One of the ways to do this is through the implementation of Regional Regulation Number 10 of 2020 concerning the Adaptation of New Habits in the Prevention and Control of Corona Virus Disease 2019. Emergency policies are very important in the midst of a lack of public awareness and concern about the dangers of exposure to Covid-19.

Lack of public awareness in getting used to healthy living, such as washing hands and wearing masks. The lack of public awareness is related to the

fact that there are still many people who don't care and even seem to violate government recommendations in efforts to handle the spread of Covid-19, such as the recommendation not to leave the house unless there are things that are important or urgent, keeping a distance, not creating crowds, and implementing social distancing. curfew, both for the public and for the merchants. On the other hand, the lack of information and socialization about the Covid-19 virus, how to prevent and handle it is also one of the factors for the low awareness and concern of the public about the spread of Covid-19. Therefore, the presence of Regional Regulation Number 10 of 2020 plays an important role in efforts to increase awareness and concern for the community and the government in an effort to stop the spread of Covid-19.

Based on this, the researcher is very interested in conducting an analysis related to the inhibiting factors that arise from the implementation of emergency policies through Regional Regulation Number 10 of 2020 concerning the Adaptation of New Habits in the Prevention and Control of Corona Virus Disease 2019.

2. METHOD

In order to analyze the implementation of emergency policies through Perda Number 10 of 2020, researchers used descriptive qualitative research methods. Qualitative research is research where researchers are placed as key instruments, data collection techniques are combined, and data analysis is inductive (Sugiono, 2010: 9). In line with this, Denzin and Lincoln (2009: 6) state that the word qualitative implies an emphasis on processes and meanings that are not rigorously studied or have not been measured (if they are measured) in terms of quantity, amount, intensity, or frequency. Qualitative researchers emphasize the socially constructed nature of reality, the close relationship between the researcher and the subject being studied, and the pressures of the situation that shape the investigation.

The connection with this research is to try to explain and analyze what are the rules and emergency policies issued by the Governor of the Bangka Belitung Islands in an effort to handle the spread of Covid-19. One of the emergency policies issued with the DPR of the Province of the Bangka Belitung Islands is Regional Regulation Number 10 of 2020 concerning the Adaptation of New Habits in the Prevention and Control of the 2019 Corona Virus Disease.

Through this method, researchers conducted in-depth observations and interviews. This observation is then directed to activities paying attention to accurately and considering the relationship between aspects of the phenomenon being observed to obtain data about a problem so that an understanding is obtained or as a means of re-checking or proving information or information

previously obtained (Mulyana, 2001: 180). . While the interview is a data collection technique through a one-way oral question and answer process, meaning that the question comes from the interviewer and the answer is given by the interviewee (Fathoni, 2006: 105).

In particular, there are four processes that will be taken in data analysis techniques to analyze the implementation of this Covid-19 emergency policy, namely: data collection, reduction, display data, and drawing conclusions. Data that has been arranged in such a way is associated with patterns, models, causal relationships and similarities with other opinions, so that it will lead to conclusions from what has been studied in this study (Miles & Huberman 1994; Denzin & Lincoln, 2009).

2. RESULTS AND DISCUSSION

Looking at the history of its emergence, the SARSCoV-2 Virus or known as Covid-19 was first discovered in December 2019. This virus is known to have appeared in the animal and seafood market of Wuhan City, China. It is known that the animal and seafood market sells various kinds of animals, such as snakes, bats, chickens, and other animals.

Covid-19 is a disease caused by the Corona virus that can cause the main symptoms in the form of respiratory problems. Covid-19 is in the spotlight because it first appeared at the end of 2019 in Wuhan, People's Republic of China. In addition to China, Covid-19 also spread rapidly to various parts of the world, including Indonesia, which was present in early 2020. In Indonesia, the spread of Covid-19 was so fast that it reached all 34 provinces, including in the Bangka Belitung Islands Province which until now there is a spike in positive confirmed cases.

Development of Covid-19 Prevention and Control in Bangka Belitung Islands

Overall in Indonesia, there is an increase in the number of positive Covid-19 confirmations every day, so the government has designated Covid-19 as a Pandemic. Data on the official website covid19.go.id on May 1, 2021 shows that 1,672,880 people have been infected with the Covid-19 Virus. Meanwhile, the latest data on September 4, 2021 shows that there were 4,123,617 confirmed positive people, 3,827,449 people recovered, and 125,469 people died. At the end of March, precisely March 30, 2020, the Province of the Bangka Belitung Islands was the 31st province where there was a spread of positive cases of Covid-19.

The first positive case of Covid-19 occurred in Belitung Regency. The patient who was previously under surveillance was known to have a travel history from the Covid-19 pandemic area. Until now, nationally the Province of the Bangka Belitung Islands is in the seventeenth position. Judging from the data from the Covid-19 Task Force for Pusdalops BPBD of the Bangka Belitung Islands Province as of August 20, 2021, the number of confirmed cases of

Covid-19 was 43,686 people, 5,093 people were treated, 37,522 people finished in isolation, and 1,071 people died. The following is data on the distribution of Covid-19 cases in the Bangka Belitung Islands Province.

In early September 2021, the number of confirmed positive Covid-19 continues to experience a very significant increase. On September 4, 2021, there were 48,169 confirmed cases of Covid-19. Pangkalpinang City still occupies the first position with the most confirmed positive cases of Covid-19 with a total of 12,770 people. In the second position is Bangka Regency with 9,042 people confirmed positive. Belitung and West Bangka regencies are in second and third position with 7,311 people and 5,139 people confirmed positive. It can be said that there has been a large spike in positive cases of Covid-19 in 2021.

In an effort to overcome the spike in cases, in March 2021 the Provincial Government of the Bangka Belitung Islands implemented the Implementation of Micro-scale Community Activity Restrictions (PPKM) on Sadai Island, South Bangka Regency. This policy was taken to control the increasing number of Covid-19 cases on the island. In further developments, from July to August 2021, the President announced that PPKM was carried out in several areas, including in the Bangka Belitung Islands. PPKM aims to regulate various community activities in the era of the spread of Covid-19.

In mid-August 2021, for the first time, a positive case of the Delta variant of the Covid-19 virus was found in Belitung Regency. The mutation case of the Covid-19 virus with the scientific name Delta B.1.617.2 was identified in the Tanjungpandan and Sijuk sub-districts. In dealing with this, the Regional Secretary (Sekda) of the Bangka Belitung Islands Province (2021) stated that the Provincial Government of the Bangka Belitung Islands had prepared strategic steps as a quick step in dealing with the spread of the Delta variant of the Covid-19 virus.

Implementation of Emergency Policy Through Perda Number 10 Of 2020

The Provincial Government of the Bangka Belitung Islands together with the district or city government also continues to take various steps to prevent and control the spread of Covid-19. Various steps or strategies for prevention and control continue to be carried out to the community. These steps and strategies range from socialization of prevention, appeals, examinations, treatment, care, self-isolation, administering vaccinations, to the implementation of centralized isolation (Isoter) of patients confirmed positive for Covid-19.

Not only that, the steps or strategies for preventing and controlling Covid-19 are strengthened by the formation of emergency policies. According to Natsir (2017: 561-187), the term emergency is in line with the word *al-dlarurat* (Arabic) which comes from

the word "*dlarar*" which means an unavoidable condition. The presence of this emergency policy is nothing but an effort by the provincial government to quickly seek to provide protection to the community in carrying out various daily activities during the spread of the Covid-19 pandemic.

This is quite reasonable, because the presence of the Covid-19 pandemic outbreak which suddenly requires emergency policies in an effort to strengthen the community in terms of anticipating, handling health, handling economic and social impacts on the community. According to Ginsburg (2020), the imposition of a state of emergency can be seen as a form that allows the state to quickly overcome the crisis. In this case, the making of an emergency policy was made based on the increasing number of positive confirmed cases of Covid-19 in all areas in the Bangka Belitung Islands.

A significant increase in the number of confirmed positive Covid-19 every day can create a dangerous situation for the region. It is not only dangerous for the world of health, but also has an impact on the social and economic fields of the region. Sihombing (1996: 26) explains that the state of danger is a series of extraordinary and special state institutions and authorities that in the shortest possible time can eliminate the dangers that threaten and return them to ordinary life according to legislation and ordinary general law. Therefore, the step of implementing an emergency policy is one solution that can be taken in an effort to reduce the spread of Covid-19. While on the regional economy side, the presence of this emergency policy can actually provide legal certainty for government officials, those in charge and/or managers of activities/businesses in carrying out adaptation of new habits in the era of the spread of Covid-19.

Ginsburg and Versteeg (2020) expressed the opinion that in general there are three options carried out by countries in the world in tackling the Covid-19 crisis, namely:

1. The declaration of state of emergency under the constitution.
2. The use of existing or new emergency legislation dealing with public health or national disasters.
3. The passing of new emergency legislation.

Looking at these options, it can be seen that the Governor and DPRD of the Bangka Belitung Islands Province chose the third option in preventing and controlling Covid-19, namely by issuing new regulations or legislation. The legislation is in the form of a Regional Regulation (Perda), namely Regional Regulation Number 10 of 2020 concerning the Adaptation of New Habits in the Prevention and Control of Corona Virus Disease 2019. The regulation is the conclusion of a mutual agreement in fostering and regulating the community in efforts to prevent and control the spread of Covid-19. The regional regulation is also one of the charters that guarantees the rights of human beings and citizens, as

well as the determination of the boundaries of rights, obligations of citizens, sanctions for violations, and the tools of government.

The implementation of the regional regulation certainly has a big goal in an effort to break the chain of Covid-19 spread throughout the Bangka Belitung Islands. Jones (1984: 12) explains that policy implementation is "getting the job done and doing it". Dye and Jonnes (1971: 48) say that implementation is implementing an activity after it has been approved by organized interested parties from executive agencies. In its implementation, Jones (1984: 12) explains that policy implementation must require several conditions, namely the presence of people or implementers, the existence of money or a budget, and the existence of organizational capabilities.

This is quite reasonable, because policy implementation emphasizes good actions, in this case the actions taken by the government as the implementer and the community as the group implementing the policy, in the form of Regional Regulation Number 10 of 2020. More specifically, Jones (in Abidin, 2002: 199) states that in carrying out program implementation activities or policy implementation, there are three kinds of activities that need to be considered, including organization, interpretation, and application.

Organization for Implementing Regional Regulation Number 10 of 2020

Jones (1996: 296) explains that the organization is the formation or rearrangement of resources, units, and methods to make the program work. This is done so that the policies drawn up can be realized in accordance with what are the goals and objectives. Organizations in relation to the implementation of policies can be related to the determinants of existing work units, the division of tasks from each organizational unit in the form of human resources, finance, and facilities and infrastructure within the organization.

For this reason, the Provincial Government of the Bangka Belitung Islands has carried out synergies or collaborations with various parties. This aims to build a massive common perspective in dealing with the pandemic, so that it will get effective and maximum results. The Provincial Government has formed a Covid-19 Task Force Team which continues to communicate and coordinate with all parties both at the provincial, district, and city levels. This Covid-19 Task Force Team is also the implementing organization for the implementation of Regional Regulation Number 10 of 2020 concerning the Implementation of Health Protocols in Handling Corona Virus Disease 2019 (Covid-19). The Covid-19 Task Force team came from several OPDs, both at the provincial and district levels, such as BPBD, Satpol PP, Health Service, Regional General Hospital Dr. (H.C) Ir. Soekarno, the Province of the Bangka Belitung Islands, the Police, the TNI, and the Regency/City government.

If you look at this, it can be said that the Covid-19 Handling Task Force Team and the Integrated Law Enforcement Team come from bureaucratic organizations. For Jones (1994: 296) bureaucratic organization is concerned with (a) the formation or rearrangement of resources, (b) organizational units, and (c) methods for making programs work. Resources that are important in implementing the policy include staff of sufficient size and have the appropriate skills to complete their duties, the authority and facilities needed to translate written proposals into government functions.

Lack of resources, limited funds or facilities in policy implementation is a major contribution to the lack of maximum or even failure in policy implementation. This condition also eventually became a comprehensive obstacle in the implementation of Regional Regulation Number 10 of 2020 concerning the Implementation of Health Protocols in Handling Corona Virus Disease 2019 (Covid-19). The lack of human resources (personnel) from the Integrated Health Protocol Law Enforcement Team makes the implementation of Regional Regulation Number 10 of 2020 less than optimal in the field.

In carrying out the health protocol raids, the personnel deployed have not reached all strategic points that create a lot of crowds of people, both in the provincial capital and in the district capitals throughout the Bangka Belitung Islands. Most of the health protocol raids carried out are simply taking certain samples to conduct raids, such as in several cafes or entertainment venues and several waypoints. Meanwhile, strategic points such as fish markets, morning markets, traditional shopping centers, modern shopping centers, red lights, and other important points have not been reached. Likewise, the implementation of health protocol raids in villages is so minimal that it is carried out by the district, sub-district, village and village governments.

Meanwhile, as an effort to prevent and control Covid-19 and in implementing Regional Regulation Number 10 of 2020 concerning the Implementation of Health Protocols in Handling Corona Virus Disease 2019 (Covid-19), an organizational structure was formed which was later named the Covid-19 Task Force. This task force is led by the Head of the Provincial BPBD, namely Mikron Antariksa. The elements in the Covid-19 Task Force have their respective roles. For example, the Provincial Satpol PP is tasked with coordinating and collaborating with the regency/city Satpol PP in the event that a violation of the law is committed by an individual or the person in charge of activities/businesses located in the regency/city area; and/or may coordinate with the Indonesian National Police, the Indonesian National Armed Forces, and other related agencies/institutions.

On the other hand, the preventive socialization of health protocols was carried out by the Health

Office and the Dr. (H.C) Ir. Soekarno, Bangka Belitung Islands Province. Meanwhile, in an effort to overcome social and economic impacts, it becomes the authority or task of the social service. Meanwhile, the presence of elements from the Regency/City Government can be a bridge of coordination and communication so that the handling of Covid-19 can run well to the regions or villages. In conducting an investigation, there is a civil servant investigator (PPNS) who has the authority to carry out investigations into violations of the provisions in the Regional Regulation.

This condition shows that an organizational structure or unit is being reorganized with each role, function, and authority on its own. The existence of regularity in the organizational structure of the Covid-19 Task Force will clearly be able to minimize or eliminate the overlapping duties of members. The division of tasks and the existence of regulations, will be able to create standard work procedures.

Meanwhile, with regard to preventing and controlling the spread of Covid-19, there are 3 (three) methods carried out in the implementation of Regional Regulation Number 10 of 2020, namely preventive health methods, health curative methods or health healing through medication, and repressive methods, namely firm action against all parties. (community, government, and private sector) who violate the health protocol as stated in Regional Regulation Number 10 of 2020. This action can be carried out by giving sanctions, either warnings, administrative sanctions, or criminal sanctions.

Interpretation of Perda Number 10 Year 2020

Interpretation is important because there needs to be a common perception between policy implementing officers, in this case the Covid-19 Task Force Team and the community as the party receiving the policy. In addition, talking about policy interpretation into one way of perception or the same view is not something that is easy to do. This is because everyone has a different point of view in seeing or even implementing the policies that will be implemented. Therefore, interpreting the policy language is something that must be done, so that the policy language can be an appropriate plan and direction and can be accepted and implemented by all parties.

In relation to the implementation of Regional Regulation Number 10 of 2020 concerning the Implementation of Health Protocols in Handling the Corona Virus Disease 2019 (Covid-19), local governments should form a special small team tasked with explaining or describing in detail the articles in the Regional Regulation to the Covid-19 Task Force Team. 19. This explanation or description by a special small team to the Covid-19 Task Force Team must be carried out, considering that the team in charge of preventing and controlling Covid-19 comes from different OPDs. This condition will of course

have a major effect on the level of knowledge and understanding of each member.

In the end, the explanation or description by the special small team aims to equalize perceptions among team members, make it easier for the team to socialize, and be easily accepted and understood by the community. This goal is in line with Edward's opinion (in Jones, 1994: 320) which states that those who implement decisions or policies must know what they should do. If the policy is to be implemented properly, then the directives and instructions for implementation are not only accepted but also must be clear. If it is not done clearly, then the implementers will be confused about what they should do, and finally they will have their own policy in viewing the implementation of the policy.

The same opinion was expressed by Abidin (2002: 99) who stated that interpretation describes a mental system (behavior) of policy. This condition is related to understanding the implementation and targets of the policy which in the end can accept or reject the policy. If you look at the increase in the number of confirmed positive Covid-19, it shows a lack of knowledge, understanding, and public compliance with the contents contained in Regional Regulation Number 10 of 2020 concerning the Implementation of Health Protocols in Handling Corona Virus Disease 2019 (Covid-19).

In addition, the influence of psychological factors in Regional Regulation Number 10 of 2020 has also become very important, even more important than the substance itself. This is closely related to public understanding which does not lie in the content of the policy alone, but also relates to the approach and delivery method as well as how to implement the Regional Regulation Number 10 of 2020. Thus, interpretation involves an in-depth understanding of the goals and objectives of the policy so that it can provide support by carrying out the assigned tasks.

Seeing the lack of knowledge, understanding, and lack of information related to the existence of Regional Regulation Number 10 of 2020 concerning the Implementation of Health Protocols in Handling Corona Virus Disease 2019 (Covid-19), the Regional House of Representatives (DPRD) of the Bangka Belitung Islands Province participated in socializing the Regional Regulation to the people in their respective constituencies. The regional regulation socialization activity is also a form of participation from the DPRD of the Bangka Belitung Islands Province in helping the local government to prevent and control the spread of Covid-19.

Application of Perda Number 10 Year 2020

Jones (1994: 320) explains that the application (application) is a provision that is permanent in service to achieve program goals. Through this application, it is hoped that a response from the target group will emerge. Through the implementation of Regional Regulation Number 10 of 2020, it will be

known whether the community accepts or rejects the implementation of the Regional Regulation. This condition shows that implementing a policy is not an easy thing. The implementation of a policy can even pose challenges that the implementer or implementer must face.

The same thing was stated by Abidin (2002: 99) who stated that one of the successes of policy implementation comes from a procedural approach, namely in the form of steps taken in implementing the policy. In accordance with these procedures, the most important thing in implementation is based on the order of importance and priority according to time. Looking at the activities in the implementation of Regional Regulation Number 10 of 2020, it can be said that this has not been maximally implemented. In fact, if you look at the socialization activities for Regional Regulation Number 10 of 2020 carried out by the Provincial DPRD, it appears that there is a positive response from the community to the presence of the Regional Regulation.

Seeing these conditions, it can be said that the implementation of Regional Regulation No. 10 of 2020 is related to policy procedures and work procedures which are usually in the form of policy implementing instructions. However, the reality on the ground, there are no procedures and work procedures made by the Covid-19 Task Force Team in the implementation of Regional Regulation Number 10 of 2020 concerning the Implementation of Health Protocols in Handling Corona Virus Disease 2019 (Covid-19). In the end, these conditions lead to violations of health protocols and violations of local regulations.

Judging by the implementation of Regional Regulation Number 10 of 2020 concerning the Implementation of Health Protocols in Handling Corona Virus Disease 2019 (Covid-19), it can be categorized into a bottom-up model. According to Sabatier (1986: 48), policy implementation can be categorized as a bottom-up model if policy makers and implementers focus on the initiation, creation, and adjustment of policies at the lower level (society). This condition can be seen from the efforts of the local government, which was further supported by the DPRD of the Bangka Belitung Islands to conduct massive socialization to all elements of society.

Supporting and Obstacle Factors in the Implementation of Emergency Policy Through Perda Number 10 Of 2020

In the field, there are various supporting factors and inhibiting factors in the implementation of the Regional Regulation policy. A supporting factor in the implementation of Perda Number 10 of 2020 is the creation of a pentahelix relationship. According to Tjakraamadja (2012, in Amril, et al., 2017: 153), pentahelix is an integrity design model between five coordinated sectors. The five sectors include the government, academics or the world of

education, business actors (businessmen), society or the community, and the mass media. Pentahelix is one of the models of cooperation or collaboration built by the Provincial Government in the process of handling Covid-19, starting from the provincial level to remote villages in the Bangka Belitung Islands. The following is the pentahelix model that was built in an effort to prevent and control the spread of Covid-19 in the Bangka Belitung Islands.



Figure 1 Pentahelix Model in Covid-19 Prevention and Control

Meanwhile, collaboration or collaboration is a model of interface dialogue, commitment to the process, mutual understanding and intermediate results (Ansel and Gast, 2017 in Satlita and Arianti 2018: 815-821). The actors or parties involved in the pentahelix model are aware of the great responsibility in the process of implementing Perda Number 10 of 2020. The initial form of the pentahelix relationship in efforts to handle and control the spread of Covid-19 is collaboration between OPDs in one work task force, namely the team. Covid-19 Handling Task Force or Task Force, both at the provincial to district or city levels.

In the world of education, whether it is elementary, junior high, high school, to university, each forms a special task force that monitors all educational activities. All forms of learning activities must continue to coordinate with the ministry of education, research and technology as well as with the provincial, district and city education offices. Coordination is also carried out together with the Covid-19 Handling Task Force team.

In villages scattered throughout the Bangka Belitung Islands region, a Covid-19 handling and prevention post has been established. This command post is led directly by the village head together with the village midwife, and the police who serve in the village as the spearhead of security and order in the village community. Furthermore, the Covid-19 handling and prevention post in this village coordinated and communicated with the puskesmas to the Covid-19 Handling Task Force team at the district level.

Meanwhile, business actors do not only focus on implementing health protocols in their business or

work environment. Moreover, business actors together with provincial, district and city governments provide money and basic necessities packages, in the form of rice, chicken eggs, packaged sardines, vegetables, and so on. This food package is a form of solidarity that was built for people who were directly affected by the spread of Covid-19, both those who were unable to work and those who were dismissed due to the reduction of employees at their place of work..

No less important is the role of mass media, both print media, online media and broadcasting institutions (radio and television). All of them play an active role in providing development information to educating the entire community about the dangers and prevention of Covid-19. It is no less important that every regional head, be it governors, regents, and mayors, is actively involved in campaigning for the prevention of COVID-19 and the implementation of health protocols, both in print media, online media, and on local radio and television. This includes the Covid-19 prevention campaign and the application of health protocols through billboards at crowded points in the provincial capital, district capital, and sub-district capital.

In addition to the pentahelix model, the implementation of Regional Regulation Number 10 of 2020 can actually be fully supported by the use of information technology developments. As well as the use of social media and Whats Application (WA) groups as information tools in handling Covid-19. One of the WA groups that continues to actively update data on handling and controlling Covid-19 carried out by the Covid-19 Handling Task Force is the Care for Elections and Democracy group. One of the members of this group is the public communication team of the Provincial Covid-19 Task Force, namely Andi Budi Prayitno.

There are also several inhibiting factors. First, Covid-19 is one of the policy challenges for local governments. This is because Covid-19 is a new thing and its emergence suddenly. This condition has finally made local governments confused in making decisions or policies related to handling Covid-19. The presence of Covid-19 in Indonesia in general and in the Bangka Belitung Islands in particular occurred in early 2020. Meanwhile, Regional Regulation Number 10 of 2020 was passed in December 2020. This shows the lack of readiness and preparedness of the local government in handling Covid-19. In this long span of time, there are no binding rules, such as sanctions or penalties for violators of health protocols, so that the number of confirmed positive Covid-19 continues to increase.

However, in its development, the central government and local governments have implemented a vaccination policy as a strengthening step in preventing an increase in the number of positive confirmed cases of Covid-19. The vaccination policy is also a step to build the

community's immune system to avoid Covid-19. The second inhibiting factor is the lack of public awareness in adhering to health protocols. This is one of the factors that increase the number of cases of the spread of Covid-19. Third, case finding or testing that is still bad. This condition is compounded by the reluctance of most people to check or report themselves and their families affected by Covid-19.

Apart from that, it can be said that efforts to prevent and control the spread of Covid-19 in the Bangka Belitung Islands through the implementation of Regional Regulation Number 10 of 2020 have been carried out quickly. In its development, the implementation of Regional Regulation Number 10 of 2020 is in line with the direction of Charles O. Jones' thinking regarding the implementation of an emergency policy. Therefore, the implementation of Regional Regulation Number 10 of 2020 concerning the Implementation of Health Protocols in Handling Corona Virus Disease 2019 (Covid-19) has three kinds of activities that follow, namely organization, interpretation, and application.

The reality on the ground is that the implementation of emergency policies through Regional Regulation Number 10 of 2020 in the Province of the Bangka Belitung Islands is one of the innovations. Not only that, this Regional Regulation is one of the quick responses taken, not only focusing on handling the spread of Covid-19, but also efforts to protect the community and existing economic actors. If you look at this, then the implementation of this emergency policy can then be developed theoretically and practically.

4. CONCLUSION

Various steps or strategies continue to be carried out by the Provincial Government of the Bangka Belitung Islands in an effort to prevent and control the spread of Covid-19. In the context of strengthening and accelerating the prevention and control of Covid-19, an emergency policy was implemented through Regional Regulation Number 10 of 2020 concerning the Adaptation of New Habits in the Prevention and Control of Corona Virus Disease 2019. The implementation of the emergency policy of Regional Regulation Number 10 of 2020 has not been fully carried out to the public, especially among the lower middle class. However, the vaccination policy carried out by the provincial government together with district/city governments throughout the Bangka Belitung Islands region provides reinforcement in efforts to control the spread of Covid-19. Vaccination policies are important in building strong immunity for the community. By forming a strong immunity through vaccination, it will further strengthen the body's resistance to the spread of Covid-19.

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