
SWOT ANALYSIS OF PSBB POLICY IMPLEMENTATION AT PUBLIC FACILITIES OR AREAS IN BEKASI CITY IN MARCH-JUNE 2020

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Abstract. Background: The government of Bekasi City has released specific policies related to PSBB, which started from April 15, 2020, until the fifth amendment that will be over on July 2, 2020, due to the high prevalence of confirmed COVID-19 cases in Bekasi City. **Methods:** Our study using a combination approach between Media Content Analysis for collecting the secondary data and SWOT analysis plus Trias Policy Analysis in evaluation and identification the role of several elements related to specific policies released from the Government of Bekasi City. **Result:** There are some best recommendations based on our SWOT analysis and Trias Policy Analysis, such as 1) "New normal" behavior of PHBS in Bekasi City community through health promotion enhancement programs on RT/RW; 2) Reinforcement of regulation and punishment for the violator of PSBB in region area of Bekasi City, and 3) Partnership optimization with social media as the tool of the policy socialization process that released from the government. **Conclusion:** The effectiveness of policy implementation on PSBB in Bekasi City requires active collaboration among government, community, and media. The participation of government through clarity of policy content, participation of people was through policy compliance, and the media act as the bridging to provide accessible information for the community.

Keywords: COVID-19, PSBB, Policy, Government of Bekasi City

Abstrak. Latar Belakang: Tingginya prevalensi konfirmasi positif COVID-19 di Kota Bekasi, menjadikan Pemerintah Daerah Kota Bekasi mengeluarkan kebijakan pelaksanaan PSBB yang dimulai sejak 15 April 2020 hingga mengalami perpanjangan kelima yang akan berakhir pada 2 Juli 2020. **Metode:** Studi ini merupakan penelitian kualitatif dengan menggunakan kombinasi pendekatan Media Content Analysis dalam pengumpulan data sekunder, analisis SWOT dan analisis Segitiga Kebijakan dalam mengevaluasi dan mengidentifikasi peran berbagai elemen terkait kebijakan yang telah dikeluarkan Pemerintah Daerah Kota Bekasi. **Hasil:** Terdapat beberapa rekomendasi berdasarkan hasil analisis Trias Kebijakan dan SWOT yang telah dilakukan, antara lain: 1) "New normal" perilaku PHBS masyarakat Kota Bekasi melalui peningkatan upaya promosi kesehatan hingga tingkat RT/RW; 2) Penguatan peraturan dan sanksi bagi para pelanggar PSBB di wilayah Kota Bekasi;; dan 3) Peningkatan kemitraan bersama dengan media sebagai perpanjangan tangan proses sosialisasi kebijakan yang dikeluarkan oleh pemerintah. **Kesimpulan:** Efektifitas implementasi kebijakan PSBB di Kota Bekasi memerlukan kolaborasi aktif antara pemerintah, masyarakat, dan media. Partisipasi pemerintah melalui kejelasan isi kebijakan, partisipasi masyarakat melalui kepatuhan terhadap kebijakan, dan partisipasi media sebagai bridging dalam menyebarkan informasi yang dikeluarkan pemerintah agar mudah diakses masyarakat.

Kata kunci: COVID-19, PSBB, Kebijakan, Pemerintah Daerah Kota Bekasi

INTRODUCTION

The President of the Republic of Indonesia has declared a national emergency and disaster due to the COVID-19 pandemic based on Presidential Decree Number 11 of 2020 concerning the Determination of a Corona Virus Disease 2019 (COVID-19) Public Health Emergency. Various efforts have to accelerate the handling of COVID-19, one of which is the implementation of Large

-Scale Social Restrictions (PSBB). This PSBB is by Kingdon's (1995) theory which states that making a public policy can be one possible solution to the problems that are currently happening. ¹

The enactment of the PSBB began since the government issued Government Regulation of the Republic of Indonesia Number 21 of 2020 concerning Large-Scale Social Restrictions in the Context of Accelerating the

Handling of Corona Virus Disease 2019 (COVID-19) on March 30, 2020. The appeal includes:

- a. Restrictions on the movement of people and goods for certain provinces or districts/cities.
- b. We are eliminating physical activity in schools and workplaces.
- c. We are restricting religious activities.
- d. It is restricting activities in public places or facilities.

The Bekasi City Government applies the first phase of PSBB through the Bekasi Mayor Decree Number 300/Kep.197-BPBD/IV/2020 for 14 days starting from April 15, 2020, to April 28, 2020.

In the researcher's observation, there has never been a similar study regarding PSBB policy analysis in Bekasi City that uses a media content analysis approach, SWOT (Strength, Weakness, Opportunities, Threats) analysis, and policy triad analysis. This study is an assessment of the evaluation of the implementation of PSBB in Bekasi City for the January-March 2020 period, which is part of the policy analysis, so that hope that the results of this study can be a reference for the Bekasi City Government in formulating other supporting policies.²

METHODS

This research is a qualitative research with the method used in this study consisting of: 1) Literature Review, referring to the research conducted by Djalante, et al. (2020)³, namely digging deeper into various policies related to COVID-19, through rapid analysis methods based on media content analysis on various social media platforms and official information pages for the central government and Bekasi City Government during the period March-June 2020; 2) Secondary data, using various policies related to PSBB that have been issued by the Bekasi City Government from March 13, 2020 to June 5, 2020, sourced from various sites containing local government policies; 3) The SWOT method, refers to the assessment and evaluation of various components such as Strength (S), Weakness (W), Opportunities (O), Threats (T), and other factors that influence the implementation of the PSBB policy in Bekasi City; 4) Policy Triangle Analysis Method, referring to the Policy Analysis Triangle component approach developed by Walt and Gilson (1994) which consists of content (substances of policy), process (flow of planning, formulation and implementation of policies), context (environment in which the policy is implemented). created and implemented) to actors (those at the center of the health policy framework)⁴;

and 5) Combination of Research Methodology, which combines the methods of media content analysis, SWOT analysis, and policy triangle analysis based on the sequence of methods used in the preparation of this research.

RESULTS AND DISCUSSION

The implementation of PSBB Phase I in Bekasi City began on April 12, 2020, through Bekasi Mayor Regulation Number 22 of 2020 concerning the Enforcement of Large-Scale Social Restrictions in Handling the COVID-19 Outbreak in Bekasi City. However, due to many COVID-19 sufferers in Bekasi City, the Bekasi City Regional Government extended the PSBB implementation until the fifth extension, which took effect on June 5 – July 2, 2020. The last extension brings to adopt a new life order for the community to remain productive. Amid the COVID-19 pandemic conditions.⁵

After the policy formulation process brings, it will follow by process of identifying the content of the policy, the formulation mechanism, the parties involved in the formulation of the approach to the parties who are the target targets when the policy is draft, namely through the analysis of the policy triangle. The PSBB policy analysis table for Bekasi City is:

Table 1. Policy Triangle Analysis

Large-Scale Social Restrictions (PSBB) in Bekasi City

No	Government regulations	Policy Actor		Context	Content
		Policymaker	Addressed to		
1.	Bekasi Mayor Regulation Number 22 of 2020 concerning the Implementation of Large-Scale Social Restrictions in Handling the 2019 Corona Virus Disease (COVID-19) Outbreak in Bekasi City	Mayor of Bekasi City Health Office	All levels of society in Bekasi City	Health, social, cultural, and economic	Regulations for implementing large-scale social restrictions in handling the Corona Virus outbreak Disease 2019 (COVID-19) in Bekasi City consists of: <ol style="list-style-type: none"> 1. Restrictions on outdoor activities carried out by everyone who is domiciled and/or has activities in Bekasi City (Article 5); 2. During the implementation of the PSBB, everyone is obliged to: <ol style="list-style-type: none"> a. implementing Clean and Healthy Behavior (PHBS); and b. use a mask outside the home (article 5) 3. Restrictions on activities outside the home in implementing PSBB in schools and/or educational institutions, workplaces, places of worship, and public facilities. 4. Restrictions on social and cultural activities 5. Restrictions Using the Mode of Transportation for the Movement of People and Goods.

Source: The research team, compiled from various sources

The implementation of the PSBB has an impact on the people of Bekasi City. Which discussed through a SWOT analysis approach, namely the assessment and evaluation process through an analysis of strengths (S), weaknesses (W), opportunities (O), threats (T), and other factors that influence the determination of the policy for the implementation of PSBB in Bekasi City.⁶

Strength Analysis

a. Synergistic cooperation between Regional Apparatus Organizations (OPD) in Bekasi City

The successful implementation of PSBB in Bekasi City results from the cooperation of OPDs under the leadership of the Mayor of Bekasi. It is following the mandate of the Regulation of the Minister of Health Number 82 of 2014 concerning Control of Infectious Diseases article 25 paragraph (1) that one of the strategies in the implementation of infectious disease control is to develop networks, coordination, and partnerships as well as cross-program, cross-sectoral and international cooperation.⁷

b. Media Support in Disseminating the PSBB Policy

Media support owned by the Bekasi City Government is one of the means to quickly disseminate the policies issued by the Mayor of Bekasi to the public. It follows Circular Letter Number HK.02.01/MENKES/199/2020 concerning Communication for Handling Coronavirus Disease 2019 (COVID-19).⁸

c. APBD Support in the Implementation of PSBB

APBD support has a big role for Bekasi City in implementing PSBB, reflecting in Bekasi Mayor Regulation Number 14 of 2020 concerning the Second Amendment to Bekasi Mayor Regulation Number 143 of 2019 concerning the Elaboration of the Regional Revenue and Expenditure Budget for Fiscal Year 2019. There is an additional social assistance budget which was originally Rp. 101,243,280,000 to Rp. 102,713,280,000.⁹ This follows the OECD Principles of Budgetary Governance (2014), which states that the government budget is a supporting instrument determining government policies, including resources allocated for delivering public services.¹⁰

Weaknesses Analysis

- a. The delay in setting sanctions for PSBB violators

Mayor Regulation Number 29 of 2020 concerning Procedures for Imposing Administrative Sanctions for Violations of the Implementation of Large-Scale Social Restrictions in Handling the COVID-19 Outbreak in Bekasi City was an issue on May 13, 2020, after the second extension of the PSBB took place.¹¹

According to the behavioral theory put forward by Skinner in Kusuma Dewi (2018), the importance of applying sanctions. That punishment is a consequence that reduces the probability of a behavior occurring, and sanctions consider to be able to encourage the people of Bekasi City to comply with the policies set by the Bekasi City Government.¹²

- b. There is no Bekasi Mayor's policy that regulates the Socialization Procedure for the Implementation of PSBB

The socialization process to plan in a structured manner by setting the parties' tasks and functions. It follows Hikmah's statement (2020), which states that massive socialization is one of the efforts to enforce community compliance with the implementation of the PSBB policy.¹³

Opportunity Analysis

- a. Increased Potential for Awareness of Clean and Healthy Living Behavior (PHBS)

The COVID-19 pandemic has increased public awareness of Clean and Healthy Behavior (PHBS). It can be an opportunity to socialize PHBS efficiently and effectively through a family approach. It follows the theory of Niven (2002) in Dewi K (2018), which states that one of the factors that influence compliance is the existence of family support and social support around it.¹²

- b. Improvement of Public Service Standards in Bekasi City

The COVID-19 incident has "forced" health facilities in the Bekasi City area to innovate in providing health services during PSBB. It follows the Circular Letter of the Ministry of Health Number HK.02.01/MENKES/303/2020 concerning the Implementation of Health Services through the Utilization of Information and Communication Technology in the Framework of Preventing the Spread of COVID-19, which ratify

on April 29, 2020.¹⁴ The importance of improving the quality of public services is also following Green's (1980) theory of health behavior that technological resources enable people to comply with an applicable policy.¹⁵

Threat Analysis

- a. Social Impact on the Implementation of PSBB

Based on data from the Head of the Integrated Team for Controlling Social Assistance in Handling COVID-19 in Bekasi City, about 30% of the total Heads of Families in Bekasi City are recipients of social assistance affected PSBB based on Bekasi Mayor Decree Number 460/Kep.266-Dinsos/IV/2020 dated April 15, 2020.¹² He further stated that there was an increase in the number of poor people from 3.89% to 50% after the COVID-19 pandemic based on data indicators for recipients of the second stage of social assistance in May.¹⁶

This increase in the number of poor people is undoubtedly a challenge for implementing PSBB. Based on Panji Hadisoemarto, social pressure could be a supporting factor or a barrier to the level of community compliance.¹⁷

- b. Economic Impact on the Implementation of PSBB

Social changes that occur in the people of Bekasi City during the implementation of the PSBB can have an economic impact. Cohen explained that the economic impact consists of (1) the impact on income, (2) the impact on economic activity, and (3) the impact on expenditure. The PSBB policy issued by the Mayor of Bekasi will indirectly impact the income generation of the people of Bekasi City, especially for the people of Bekasi City. They mostly rely on the informal sector as a source of livelihood (such as online motorcycle taxi drivers, traders, and so on).¹⁸

Based on the SWOT analysis above, strategic opportunity analysis is bringing that integrates strengths with opportunities, weaknesses with opportunities, strengths with threats, and weaknesses with threats as listed in the table below:

Table 3. SWOT Cross Analysis Table

Bekasi City PSBB Policy

	Strength	Weakness
Internal environment Strategy Analysis External environment	1. Synergistic Cooperation between OPD in Bekasi City 2. Media Support in Disseminating PSBB Policy 3. APBD Support in the Implementation of PSBB	1. Late imposition of sanctions for PSBB violators 2. There is no policy of the Mayor of Bekasi which regulates the procedures for socializing the implementation of PSBB
Opportunity	Strength-Opportunity	Weakness-Opportunity
1. Increasing awareness of PHBS in the Bekasi City community 2. Increasing the Standardization of Public Services in Bekasi City	1. "New normal" PHBS behavior for the people of Bekasi City through increasing health promotion efforts to the RT/RW level 2. Development of in-line information system management from the central government to the Bekasi City Government	1. Increasing health promotion efforts to the RT/RW level through the provision of information materials and online training to cadres
Threat	Strength-Threat	Weakness-Threat
1. Social impact on the implementation of PSBB 2. Economic impact on the implementation of PSBB	1. Management of social and economic implications for the people of Bekasi City 2. Utilization of all media lines as partners of the Bekasi City government.	1. Strengthen the imposition of sanctions for PSBB violators in the Bekasi City area 2. Determination of a unique team with the task and function to carry out creative economic development in improving the community's socio-economic status.

Based on the cross-analysis table above, the recommendations give regarding the implementation of the PSBB policy in Bekasi City include:

- a. "New normal" PHBS behavior of the people of Bekasi City through increasing health promotion efforts to the RT/RW level

The success of the PSBB implementation in Bekasi City must involve the participation of the government and the community. The government's involvement is through the preparation of the contents of policies supporting the implementation of the PSBB, while public participation comes from its compliance. However, community compliance must get support from outside parties, such as support from health workers.¹⁹

Things that finish in shaping public perception, according to Prof. Yai as Chair of the UGM Health Promoting University (HPU), believes that it is necessary to involve the role of health promoters in controlling COVID-19, mainly related to the socialization of PHBS as one of the

efforts to prevent COVID-19.²⁰

- b. Strengthen the imposition of sanctions for PSBB violators in the Bekasi City area

The level of community compliance influences the success of the PSBB implementation in Bekasi City. It follows Green's (1980) theory of health behavior, where reinforcing factors in the form of rewards received in the condition of sanctions affect the level of community compliance with a policy.¹²

- c. Increasing partnerships with the media as an extension of the process of socializing policies issued by the government

Circular Letter Number HK.02.01/MENKES/2020 concerning Communication for Handling Coronavirus Disease 2019 (COVID-19) asks the Regional Government to carry out action plans related to public communication, one of which is to identify media partners who invited to work

together in helping the government spread positive information.⁸ It intends so that the public does not have negative perceptions to foster trust in the actions drawn up by the government in efforts to control COVID-19.

CONCLUSION

Based on the SWOT analysis results, it was internal strength possessed by the Bekasi City Government. It related to the implementation of the PSBB policy in its area came from the support of OPD throughout Bekasi City, media support, and the existence of a budget that could facilitate a series of implementation of the policy. Meanwhile, internal weakness factors that the local government must anticipate the delay in setting sanctions for violators of the PSBB policy and the absence of a local mayor's policy regarding procedures for socializing the PSBB approach that can reach the community quickly, effectively, and efficiently.

RECOMMENDATION

The effectiveness of the PSBB policy implementation in Bekasi City requires active participation from various parties. Government participation through the clarity of the contents of the prepared policies, including efforts to mitigate impacts on the community. Community participation through compliance with policy implementation. Media participation as a bridging role in disseminating information issued by the government so that it is easily accessible to the public and plays an influential role in mainstreaming health messages related to COVID-19, especially in dealing with the new normal in the Bekasi City government area.

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