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The Dualism Phenomenon of Covid-19 Prevention Policy at Entikong Border, West Kalimantan Province: A Government Communication Study

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Abstract. Entikong District, Sanggau Regency, West Kalimantan Province, is one of the border areas of Indonesia and Malaysia. Among several Cross-Border Posts (PLBN) in the Indonesian territory, one of them was established in Entikong Sub-district, Entikong PLBN. The Entikong area was equally impacted by the Covid-19 pandemic. Aiming to prevent the spread of the Covid-19 virus in Entikong, the government issued two policies. The first policy was to close the border. Despite being closed, the border remained accessible for Indonesian citizens intending to return to Indonesia and foreign nationals with visas according to certain conditions. The second policy was the Enforcement of Micro-based Community Activity Restrictions (PPKM). Both emerged as two conflicting policies where the border was closed but accessible for Indonesian citizens, such as returning Indonesian migrant workers and foreigners with certain visas. However, on the other hand, PPKM restricted the mobility of the Entikong community. It is certain that these two policies greatly impacted the community residing in the Entikong border area due to the absence of socialization and intense communication for the community in West Kalimantan, which possesses a number of border entry points.

Keywords. Dualism of Covid-19 Prevention Policy, Communication Socialization, Entikong Border

A. Introduction

Since breaking into Indonesia in March 2020 until the year 2021, the spread of Covid-19 in Indonesia has continued to increase along with the number of casualties. According to data on May 2, 2021, on the Covid-19 Handling and National Economic Recovery Committee website (Komite Pengendalian Covid-19 dan Pemulihan Ekonomi Nasional, 2021), there were a total of 1,677,274 confirmed cases of Covid-19, where approximately 1,530,718 people recovered and 45,796 other died [1].

Regarding the spread of Covid-19 in West Kalimantan Province, based on data by the West Kalimantan Provincial Health Office as of May 2, 2021, a total of 7,931 cases were

confirmed. Out of these figures, 6,901 people were declared recovered, and 46 people were reported dead. While the number of positive cases was lower than in other provinces, such as Java, the positive trend in West Kalimantan continued to increase in 2021 [2].

Consequently, the government paid closer attention to West Kalimantan during the Covid-19 pandemic, considering its strategic location which directly borders East Malaysia. One of the entry points from Malaysia to Indonesia is located in the Entikong Sub-district, Sanggau Regency, where the Entikong Cross-border Post is. The Entikong border is commonly used by Indonesian citizens traveling to Malaysia, as well as by Migrant Workers and local residents for various purposes.

Even though the Entikong Cross-border Post was closed at some point due to the Covid-19 pandemic, it was reopened when the number of positive cases had declined in Indonesia. However, those entering Indonesia were subject to stringent entry procedures conducted by immigration officers and the Covid-19 task force at the Entikong Cross-border Post. Due to such circumstances, numerous parties searched for unauthorized entry points to enter or exit Indonesia without undergoing thorough immigration checks and Covid-19 testing. As a result, positive Covid-19 cases in West Kalimantan increased significantly.

Regulation of the Minister of Law and Human Rights No. 26 of 2020 stipulates that Foreign Nationals are still allowed to enter Indonesian territory [3]. They must possess specific visas that conform to health protocols. Thus, border areas like Entikong still permit Foreign Nationals to enter Indonesia. Public policy, which generates legislative regulations, is a component of political commodities related to public interests (Alam, 2012) [4]. According to Circular Letter No. 8 of 2021 of the Head of the Covid-19 Handling Task Force, "International travelers with Indonesian citizenship (WNI) abroad are allowed to enter Indonesia while strictly adhering to health protocols as established by the Government. Indonesian citizens abroad are still permitted to enter Indonesian territory as long as they meet the standards and follow the established health protocols. [5]"

In response to regulations and circulars regarding the entry of Foreign Nationals (WNA) and Indonesian Citizens (WNI) into Indonesian territory, the Head of the Covid-19 Handling Task Force issued a circular to prevent the spread of Covid-19 during the month of Ramadan and Eid al-Fitr, i.e. Circular Letter No. 13 of 2021 regarding the homecoming ban from May 6 to May 17, 2021 across all regions of Indonesia [6].

There was a regulatory dualism concerning the prevention of Covid-19 spread in Indonesia. On one hand, WNA and WNI were allowed to enter Indonesia by complying with health protocols, while on the other hand, Indonesian citizens were prohibited from journeying to their hometowns. This revealed a contradiction within Covid-19 prevention regulations. Local residents faced movement restrictions while individuals from abroad were permitted to enter Indonesian territory.

Borders act as entry points for Covid-19 into Indonesia. However, to date, the borders remain widely open, despite being closely monitored and subject to strict health protocols. Adding to the intrigue is the conflicting policy of maintaining open borders while simultaneously prohibiting homecoming journeys for Indonesian citizens within the country. This created a paradoxical situation where "outsiders are allowed in, while those insides cannot go anywhere." Yet, in terms of the impact, both situations posed the same risk of increasing the number of positive Covid-19 cases in Indonesia.

This issue is particularly relevant for communities residing in border areas such as Entikong. Despite travel restrictions preventing residents from moving around, concerns arose about individuals like Foreign Nationals, Immigrant Workers, etc., entering Indonesia through

the borders and potentially carrying the Covid-19 virus. This situation undoubtedly posed a threat to the border communities themselves.

B. Literature review

Against the backdrop of the dualism of policy in the Entikong Sub-district, the issue of health security serves as the theoretical basis for analyzing the situation. Policy is defined as a system comprising input, process, and output (Hanafi and Ma`sum, 2015) [7]. Policies are formulated to ensure the safety of the Indonesian population in general, and specifically, the border communities. The Covid-19 pandemic poses a threat to the lives of all Indonesians, especially those residing in the border regions. Hence, well-crafted policies are crucial to safeguard the security and health of the population.

Health Security

Amidst the Covid-19 pandemic, health is considered the most important thing by various parties compared to other aspects. As a result, regulations would be formulated to align with principles that preserve and protect public health, a concept known as Health Security. Health security can be defined as a concept of security that views health issues as an aspect influencing security (Chiu et al., 2009: 679) [8]. William Aldis (2008: 370) initially included health within human security, but as health concerns became more serious, health security took precedence [9].

During the early days of the Covid-19 pandemic in Indonesia, the prevailing question revolved around whether policies would give priority to the Economy or Health. The Indonesian government subsequently adopted a middle ground, prioritizing both economic and health aspects in its policies. However, this was often misinterpreted by the public, exacerbated by the circulation of misinformation. Consequently, the public tended to prioritize the economic aspect of the policies while neglecting the health aspect. Sometimes, health policies are opposed or disregarded by the public as they focus more on the economic aspect while neglecting the health aspect. Hence, there is a need for Dissemination and Discussion among the government, the public, and academics to ensure the implementation of policies that are considered sound from a scientific standpoint and beneficial to the public. Through such dissemination and discussion, it is hoped that the government and the public, especially in Entikong and in Indonesia at large, can align on a unified path and mindset, enabling them to get through the Covid-19 pandemic.

COVID Prevention Policies & Policy Dualism

In handling the pandemic, the government is protecting public health by limiting mobility, the 3M campaign (wearing masks, washing hands and maintaining distance) and vaccination. The large scale social Restrictions (PSBB) policy includes the first things, school and workplace holidays; 2). Restrictions on religious activities, and/or; 3). Restrictions on activities in public places or facilities. These restrictions must still take into account the educational needs, work productivity and religious beliefs of the population in its development, due to the widespread pandemic, the government implemented community activity restrictions (PPKM). The aim of the emergency PPKM is to reduce the need for people to go to hospital for treatment due to the excess capacity of covid 19 patients from July 3 to July 20 2021, especially in areas on the islands of Java and Bali. The fact that during the PPKM periods foreigners were still able to enter border towns while local communities were asked to obey the PPKM policy, the Sanggau regional governments lack of firmness, especially for the Entikong village government, still accepted tourists from abroad, made the community feel unfair because the

community still couldn't sell freely anymore and or get daily necessities in public spaces or be free the sell or carry out any activities during this time.

Indonesian Migrant Workers and Principles of Protection

Indonesian Migrant Workers (PMI) are defined as any Indonesian citizen who intends to, is currently, or has performed labor for compensation outside the territory of the Republic of Indonesia. Some legal issues may arise when Indonesian migrant workers abroad are not provided with adequate protection. Protection for migrant workers must begin as early as pre-employment period, commencing from registration to their departure. This protection, in fact, does not stop there as it continues even after they start working, covering all activities starting from the arrival of Indonesian migrant workers and their family members at the Indonesian debarkation point until their return to their home, and including further services to shape them into productive workers. Law No. 13 of 2003 concerning Manpower serves as a legal umbrella for Law No. 18 of 2007, alongside the ratification of the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families through Law No. 6 of 2012.

Several principles reinforce the protection of Indonesian migrant workers, as outlined by Widodo and Belgradoputra (2019) [10]: 1) Principle of Integration, i.e. protection for Indonesian migrant workers should reflect the integration and synergy of all relevant stakeholders; 2) Principle of equal rights, i.e. prospective and/or current Indonesian migrant workers have equal rights, opportunities, and treatment to secure employment and a decent livelihood; 3) Principle of recognition of the dignity and human rights, i.e. protection for Indonesian migrant workers must reflect respect for human existence as creatures of God Almighty, for the honor, dignity, and rights of individuals; 4) Principle of democracy, i.e. Indonesian migrant workers are entitled to equal treatment and rights to express opinions, associate, and assemble; 5) Principle of social justice, i.e. protection for Indonesian migrant workers must be done by emphasizing aspects of equality, non-discrimination, and a balance between rights and obligations; 6) Principle of gender equality and equity, i.e. a state where women and men enjoy equal status and have the same conditions to fully realize their human rights and potential to work abroad; 7) Non-discrimination principle, i.e. protection for Indonesian migrant workers is carried out without any direct or indirect differentiation based on religion, ethnicity, race, social status, economic status, gender, language, and political beliefs; 8) Principle of anti-human trafficking, i.e. the absence of recruitment, transportation, sending, transfer, or acceptance of prospective or current Indonesian migrant workers through threats, violence, kidnapping, confinement, forgery, fraud, abuse of power or vulnerable positions, financial entanglement, or providing payment or benefits to obtain approval from those controlling the workers, whether within or between countries, for the purpose of exploitation or causing exploitation of prospective or current Indonesian migrant workers; 9) Principle of transparency, i.e. protection for Indonesian migrant workers is conducted openly, clearly, and honestly; 10) Principle of accountability, i.e. every activity and the final result of the implementation of protection for Indonesian migrant workers must be accountable to the community in accordance with provisions of the laws and regulations; 11) Principle of sustainability, i.e. protection for Indonesian migrant workers must cover all stages of protection, including before, during, and after employment to ensure well-being and progress in all aspects of life, both in the present and the future.

Policies aimed at protecting the community and Indonesian migrant workers can provide a basis for the government to adopt policy dualism, which involves restricting public

activities to curb the spread of the virus, while keeping borders open to ensure the safety of migrant workers or Indonesian citizens desiring to return to Indonesia. This literature review serves as the catalyst for the author to explore the dualism of policy in the Entikong sub-district during the Covid-19 pandemic in 2021. The conflicting nature of this policy dualism could profoundly impact the community.

C. Method

The study conducted is qualitative and adopts a descriptive form. Using a method of qualitative data analysis, the data result will be systematically presented in writing. Research method serves as a way or technique to collect and analyze data in order to reach conclusions to achieve research objectives (Jayanthi, 2014) [11]. The research subjects are the residents of Entikong Sub-district. Data sources or research informants are individuals whose thoughts are relevant and who are aware of the research objectives.

Evidence or data for the case study may be derived from five sources, i.e. documents, archival records, interviews, direct observations, and physical devices. However, this study primarily relies on documentation and interviews. The study was conducted in Entikong, Sanggau Regency, West Kalimantan. Qualitative data analysis is not a one-time process after data collection. It is a continuous systematic process conducted simultaneously with data collection (Moleong, 2000) [12].

D. Result and discussion

To analyze this phenomenon, one must first understand the situation in Entikong itself, including the Covid-19 situation, implemented policies, the effects of policies on the community, and obstacles to policy implementation.

Entikong

Entikong Sub-district is located in Sanggau Regency, West Kalimantan Province. According to the population data (Satu Data of West Kalimantan Province, 2020) in June 2020, Entikong covers an area of 504.6 KM² with a total population of 16,652 people [13]. Entikong is one of the regions in West Kalimantan that directly borders Malaysia. Such border lies in a land route between the two countries. Entikong Sub-district consists of five villages, namely Entikong Village, Nekan Village, Pala Pasang Village, Suruh Tembawang Village, and Semanget Village.



Figure 1. Map of Entikong Sub-district (Source: Google Maps)

The lives of the Entikong community heavily depend on agricultural produce and market dynamics in the area. The existence of the border comes with certain advantages to the Entikong sub-district. It is motivated by people's mobility who enter and leave Indonesia via the sub-district, leading to enhanced economic activities. However, since the outbreak of the

Covid-19 pandemic, such activities have stopped due to the cessation of movement of people and goods from and to Indonesia and Malaysia. The community's activities have also been disrupted, adversely affecting economic activities. This situation naturally poses problems for the residents of Entikong Sub-district.

Entikong Cross-border Post (PLBN)

According to Article 1 of the Regulation of the Head of the National Agency for Border Management of the Republic of Indonesia No. 7 of 2017 concerning guidelines for the management of cross-border posts [14]. Cross-border Posts, hereinafter referred to as PLBN, serves as a location for the examination and facilitation of cross-border activities. Article 2 indicates that the National Agency for Border Management, henceforth referred to as BNPP, functions as the Managing Body of National Territory Borders and Border Areas, as stipulated in Law No. 43 of 2008 concerning National Territory.

The Regional Border Management Agency of the Government of West Kalimantan Province notes that PLBN Entikong is located on Jalan Lintas Malindo, Sanggau Regency, West Kalimantan. This PLBN is often regarded as the first in Indonesia, commencing operations on October 1, 1989. Initially under the administration of Sanggau Regency, PLBN Entikong is now managed by West Kalimantan Province and falls under the authority of the National Agency for Border Management (BNPP) of the Ministry of Home Affairs.

The facilities of Border Crossing Posts, according to PERKABAN (Regulation of the Head of National Land Agency) No. 7 of 2017, include: a) cross-border services; b) facilitation of supporting infrastructure for cross-border services; c) cross-border service flow; d) cross-border service procedures.

PLBN Entikong is led by Viktorius Dunand. PLBN Entikong (Key Informant, 2021) operates from 08:00 to 19:00 WIB (Western Indonesian Time). Most individuals crossing PLBN Entikong are migrant workers, tourists, and those seeking medical treatment in Malaysia. In addition, economic activities such as the import and export of goods are prevalent at PLBN Entikong.

During the Covid-19 pandemic, the PLBN had adjusted the regulations it enforced. Consequently, cross-border activities between countries differ significantly from normal conditions before the pandemic, including the movement of people and goods across borders, thereby impacting the PLBN itself.

Covid-19 in Entikong

The first Covid-19 case was detected in Indonesia on March 2, 2020, which President Joko Widodo directly announced. This first case was transmitted by a Japanese citizen who was in Indonesia and made direct contact with a number of Indonesian people. After holding a meeting with the Japanese, Indonesian citizens who were reported to suffer this first case experienced fever, cough, and difficulty in breathing (Putri, 2020) [15].

The first case of death from Covid-19 in Indonesia was detected only 9 days after the first case of infection, specifically on March 11, 2020, when a UK citizen who had tested positive for Covid-19 died in Bali (Riza, 2020) [16]. Ever since the first case, based on the data on May 2, 2021, derived from the Covid-19 Handling and National Economic Recovery Committee (Komite Pengendalian Covid-19 dan Pemulihan Ekonomi Nasional, 2021), the reported cases have witnessed 1,677,274 people tested positive, around 1,530,718 people recovered, and 45,796 people died. The mortality rate from Covid-19 in Indonesia was among the highest, which is at 9% (Handayani et al., 2020) [17].

The first case of Covid-19 detected in West Kalimantan was reported on March 14, 2020 (Cipta, 2020) [18]. It occurred to a Pontianak resident who returned home from Malaysia and was suspected to have been infected there. Since this first case, according to the data by the Covid-19 Handling and National Economic Recovery Committee (Komite Pengendalian Covid-19 dan Pemulihan Ekonomi Nasional, 2021) [1], the positive cases detected in West Kalimantan snowballed to 6,167 cases on May 2, 2021. Shortly after March 14, 2020, a couple of days later that was on March 19, 2020, West Kalimantan was among the regions announcing that Covid-19 cases within their territory were categorized as an Extraordinary Event (KLB) (Dinas Kesehatan Provinsi Kalimantan Barat, 2020). The announcement of KLB was made when West Kalimantan had recorded 296 cases of people under monitoring (ODP), which were spread across several regencies and cities in detail as follows: 81 people in Pontianak City, 14 people in Kubu Raya, 46 people in Sanggau, 135 people in Sintang, 1 person in Kapuas Hulu, and 1 person in Bengkayang [18].

In a certain region like Entikong, areas with the biggest risk of Covid-19 spread include Sarawak in Malaysia which shares a direct border with the Cross-border Post in Entikong, Badau, and Aruk. In those areas, Sarawak is one of the territories with relatively high Covid-19 cases. Furthermore, the figures calculated in Malaysia's government's real-time data showed that there were 9,267 positive cases, even after being reduced by the recovery rate of 404 cases (Malaysia COVIDNOW, 2021).

RRI Entikong newscasting media (Rangga, 2021) reported that, according to the Head of Entikong Community Health Center, Gatot Setiarno, the spreading of Covid-19 in Entikong during the first year of Covid-19 pandemic caused a total of positive cases not more than 25 cases. The number of these positive cases began in March 2021 (the beginning of the Pandemic) in the Entikong border area. Meanwhile, until early July 2021, the total number of Covid-19 confirmed cases accounted for 225 cases. New positive cases mostly occurred in March 2021, which were discovered from the cluster of Indonesian Migrant Workers returning to the homeland through Entikong Cross-border Post [19].

In August 2021, several villages in Sanggau Regency were also declared as red zones for Covid-19. Based on the data from the Health Office of Sanggau Regency through RRI Entikong newscasting media (Muliani, 2021) [20], as of August 3, 2021, 13 villages and 3 urban villages in the regency were declared as red zones or areas with high risks of Covid-19 spreading. There are more than six Covid-19 confirmed cases in these red zone villages. The highest number of Covid-19 confirmed cases among these villages was found in Balai Karang Village with a total of 40 people. It was followed by Entikong Village with 30 people, Beginjan Village with 22 people, Bunut Urban Village with 21 people, Beringin Urban Village with 16 people, Binjai Village with 16 people, and Kuala Buayan Village with 16 people.

Covid-19 Policy in Entikong Sub-district

The spread of Covid-19 occurred across all regions in Indonesia, without exception. Entikong urban village, Sanggau Regency, also experienced impacts caused by Covid-19. Several positive cases within the area originated from Entikong residents as well as Indonesian citizens who entered the country through Entikong Cross-border Post. These Indonesian citizens consisted of migrant workers, Indonesian tourists, and Indonesian citizens who sought medical treatment in Malaysia.

In tackling and addressing Covid-19 pandemic, the Indonesian government has issued several policies. With the appropriate policies, the government will be able to serve public interests (Suharto, 2008) [21]. According to article 2 of the Regulation of the Minister of Law

and Human Rights No. 27 of 2021 regarding the Restriction of Access for Foreign Nationals to Indonesian Territory during the Implementation Period of Emergency Public Activity Restrictions: 1) Minister shall conduct limitations against Foreigners entering the Indonesian territory or transiting in the Indonesian territory; 2) Limitation as referred to in paragraph (1) shall be conducted during the implementation of emergency Public Activity Restrictions; 3) Limitation as referred to in paragraph (2) shall not apply to: a) Foreigner holding a diplomatic Visa and service Visa; b) Foreigner holding a diplomatic Stay Permit and official service Permit; c) Foreigner holding limited Stay Permit and permanent Stay Permit; d) Foreigner with health and humanity objectives; e) conveyance crew who comes with the conveyance [22].

In addition, the Governor of West Kalimantan, H. Sutarmidji, S.H., M.Hum., through a Governor Decree No. 193/0868/BPPD-A, dated March 18, 2020, regarding the closure of 3 Cross-border Posts, namely Ruk in Kapuas Regency, Entikong in Sanggau Regency, and Nanga Badau in Kapuas Hulu Regency. Entikong Border Post was closed to suppress the potential spread of Covid-19 in the West Kalimantan region [23].

Aside from closing borders and prohibiting Foreign Nationals from entering Indonesian territory through border areas, the Governor of West Kalimantan also issued the Decree of the Governor of West Kalimantan No. 711/KESRA/2021 regarding the Enforcement of Micro-Based Community Activity Restrictions (PPKM) and Optimizing the Command Post for Corona Virus Disease-2019 at the Village Level and Urban Village to Control the Spread of Corona Virus Disease-2019 in West Kalimantan Province. Through this decree, Regents/Mayors may stipulate and regulate the Enforcement of Micro-Based Community Activity Restrictions in their respective jurisdictions at the Sub-district, Village, Urban Village level up to the Hamlet/Neighborhood level which caused and/or potentially cause the spread of COVID-19 in accordance with the area conditions, by also considering the scope of the restriction enforcement [24].

Entikong Urban Village implemented PPKM for its residents. The execution of the social restriction policy requires support in the form of the state's ability to provide social and economic security to the citizens who suffer the impacts (Mas'udi & Winanti, 2020) [25]. Furthermore, Entikong Cross-border Post was closed for the sake of preventing the spread of the Covid-19 virus. However, Indonesian citizens who sought access through Entikong Cross-border Post and remained allowed to enter Indonesia only included Migrant Workers, Foreign Nationals with certain visas, and Indonesian citizens with important or emergency activities, thus required to travel across borders, for example, for medical treatment in Malaysia. Every individual permitted to enter would further be put in quarantine to restrain the spread of Covid-19.

Effects of the Policy

It was a fact that the Cross-border Post was closed but remained opening the border for Foreign Nationals with permitted visas, such as foreigners who held diplomatic visas or official service visas, foreigners with diplomatic Stay Permit and official service Stay Permit, foreigners with limited Stay Permit and permanent Stay Permit, foreigners with health and humanity objectives, and conveyance crew who came with the conveyance. In addition to the Foreign Nationals with certain visas, Indonesian citizens residing in Malaysia were still allowed to enter Indonesian territory.

The result of the interview with the Head of the Cross-border Post, Viktorius Dunand (Key Informant, 2021) showed that there was no significant alteration in the implementation of regular activities in the Cross-border Post. The Cross-border Post consists of three elements:

immigration, customs, and quarantine. Quarantine is divided further into three aspects: health quarantine, agricultural quarantine, and fishery quarantine. Therefore, there are five in total and three aforementioned elements are the key elements related to the service activities conducted in the Cross-border Post. The service persists without any changes and is still in operation until today. However, regarding the service, an adjustment has been implemented since the pandemic up to this day. It implies that the adjustment is associated with the implementation of Covid-19 prevention and the termination of entry for Indonesian citizens wishing to cross the border to enter Malaysia. Similarly, foreign nationals faced equal restrictions to enter Indonesian territory.

The Head of the Cross-border Post also stated that the border remained open for Indonesian citizens. The Cross-border Post did not carry out a full closure, propelled by its duty to serve Indonesian citizens returning from Malaysia. Referring back to the immigration laws, the Cross-border Post could not reject returning Indonesian citizens. The Cross-border Post is obliged to accept them, both those who are alive and deceased. Citizens, even in their deceased state, shall remain facilitated by the Cross-border Post. There were five or six Indonesian citizens in Malaysia who passed away in August 2021 and were returned from the said country. Furthermore, several citizens who suffered from certain diseases, some were contagious and some others were considered mental illnesses, must also be accepted by the Cross-border Post. Most of them were Indonesian citizens who no longer worked there due to expired contracts. No job opportunities were available, thus they wound up returning home since many companies were closed down.

Despite the closure of borders, cross-border traffic persisted. It is driven by the fact that the border was not completely closed. Migrant workers or Indonesian citizens residing in Malaysia were permitted to enter Indonesia since the borders were not allowed to reject the entry of Indonesian citizens. Apart from that, not all foreign nationals were prohibited from entering Indonesia. Even though closed to foreign nationals who wish to cross the border, there are some points stating that they may enter Indonesian territory in accordance with article 2 of the Regulation of the Minister of Law and Human Rights No. 27 of 2021 regarding the Restriction of Access for Foreign Nationals to Indonesian Territory during the Implementation Period of Emergency Public Activity Restrictions [22].

In addition to the closure of the borders through restriction policy, PPKM was also applied within Entikong itself. Based on the Decree of the Governor of West Kalimantan, all regencies and cities of West Kalimantan had to implement PPKM. Undoubtedly, the enactment of PPKM had impacts on the community in the Entikong area. By and large, the Entikong community are not migrant workers required to go to Malaysia to work. In an interview conducted by the author, the Secretary of the Head of Entikong Sub-district stated that no Entikong residents worked as Indonesian Migrant Workers (PMI). Most of them worked as porters. They were either unskilled labor or goods sellers, trading to Malaysia. The latter lost their access to Malaysia as they were not able to sell their goods. The same thing also happened to the former as there were no buyers needing porter services. Apart from those phenomena, restrictions were also applied to certain occasions such as weddings and communal activities.

Role of Relevant Institutions

Regarding the Covid-19 issues in Entikong Sub-district which also belongs to the border area between Indonesia and Malaysia, the role of relevant institutions in the policy implementation must be made clear in a thorough manner. The institutional roles of the local

government, starting from sub-district, immigration, BP2MI, to PLBN, are unequivocally paramount in carrying out the policy to prevent the spread of Covid-19 in Entikong.

a. Sub-district

As a governmental institution in Entikong Sub-district (Key Informant, 2021), the sub-district office carries out central and provincial policies to prevent the spread of Covid-19. One of the main duties includes implementing the Enforcement of Micro-Based Community Activity Restrictions (PPKM). It is demonstrated by restricting communal activities and events to prevent large physical contact from happening among communities within the Entikong area.

Apart from PPKM, the closure of PLBN was also conducted. Based on the result of an interview with the Head of Entikong Sub-district, regulations on export and import and cross-border goods permits have existed way before the pandemic occurred since starting from lockdown in March 2020, and until now, they have had a great influence to community's revenues. Therefore, people could not rely on the borders to guarantee their income. In fact, the borders were not fully closed as they are used to facilitate the return of Indonesian migrant workers. Entry through borders was made possible during an emergency, for medication purposes, and for diplomatic objectives. A lockdown is an emergency protocol to prevent people, a group of people, or a community, from leaving or entering a certain area (Murah & Yualeni, 2020) [26].

The Covid-19 pandemic had a huge impact on the Entikong community due to their life depending on the border traffic. The decision to close and limit communal activities would surely impact their economy. According to the Head of Entikong Sub-district, the last several cases in Entikong were strongly influenced by Indonesian migrant workers who were allowed to come home to Indonesia. During the early pandemic, most Entikong residents continued selling goods in the area near the isolation zone located at TBI, raising the possibility rate of having close contact with those infected with Covid-19 during that period. The implementation of PPKM helped reduce the chance as it raised the awareness of the Entikong community to maintain their distance during interaction and limit their direct communication.

b. Entikong Immigration Office

Based on the interview results with the representative of the Entikong immigration office (Key Informant, 2021), it was said that it still opened the door for Indonesian citizens who returned home. On the contrary, foreign nationals were not admitted in the meantime. The same thing also applied to tourists as there were none of them allowed to enter the country. Entry access was only given to workers returning home or those who left the country independently for specific reasons, etc. Following their entry to Indonesia, the Indonesian citizens would be further put under quarantine by the Immigration office.

The representative of the immigration office would provide an explanation that quarantine is an appropriate step to prevent Covid-19. It is aimed at protecting Indonesian citizens in general and local residents in particular. Therefore, the applied regulations in Entikong were deemed to be in accordance with the prevailing situation and conditions. Also, the enforced rules had been in line with those stipulated at the central and local government levels.

c. Indonesian Migrant Workers Protection Agency (BP2MI) in Entikong

As an agency that protects migrant workers, BP2MI actively plays its role in adhering to the policy to prevent the spread of Covid-19 in Entikong. The closure of PLBN did not

necessarily deprive Indonesian citizens of access to return home. Some of the returning citizens were Indonesian migrant workers who made a living in Malaysia.

An interview with Angga, the representative of BP2MI in Entikong (Key Informant, 2021), showed that migrant workers who returned to Indonesia came from various regions. No Entikong residents were recorded in the data on the placement of migrant workers. Furthermore, considering the data on the repatriation of deported migrant workers, the numbers are relatively small, that is approximately 10 people, and were deported by the Malaysian government. The deportation was mostly caused by their illegal working status in Malaysia, automatically leading to their capture and repatriation. Most of the migrant workers are porters who leave early for work and return in the afternoon, and porters in PLBN who carry goods back and forth from Malaysia, within the border area only. Meanwhile, those who fully worked in Malaysia rarely came from Entikong. They originated not only from West Kalimantan but also from other provinces. As for West Kalimantan, many of them were people from Sambas. Many others also came from South Sulawesi, West Nusa Tenggara, East Java, and West Java.

The return of migrant workers from Malaysia was driven by either independent reasons or prevailing issues. Some workers who were involved in the issues in question were deported by the Malaysian government. They were required by the BP2MI to undergo a swab test first, facilitated by the Malaysian government, before being sent back to Indonesia. Meanwhile, returning migrant workers with independent reasons refer to those who came home on their own accord. Due to expired employment contracts, they decided to return to Indonesia of their own will. However, the challenge was that it was difficult to require them to possess a swab or PCR test certificate. It was due to various reasons, including financial difficulties and many others. Despite that, the competent task force in Entikong immediately took care of the required swab or PCR test and was responsible for putting them into quarantine.

d. Entikong Cross-border Post

As the entry point in the border area between Indonesia and Malaysia in Entikong, it was paramount for the Entikong Cross-border Post to supervise the implementation of policy to prevent the spread of Covid-19. On March 18, 2020, Malaysia closed the Indonesia-Malaysia border in Entikong. Later on March 20, 2020, Indonesia also closed the border through PLBN Entikong while still maintaining access to Indonesian citizens who returned home.

The Head of PLBN Entikong (Key Informant, 2021) stated that according to immigration law, PLBN cannot reject Indonesian citizens from entering the country. It was obliged that migrant workers, individuals with health issues, the deceased, and any Indonesian citizen be accepted and allowed to enter Indonesia. As of July 2021, Indonesian citizens who returned to Indonesia had accounted for 14,000 people. The country received approximately 2000 returning citizens for one month alone. In 2020, around 60,000 thousand people were back home. Health protocol was also carried out in the PLBN Entikong area. Any individual who entered Indonesia was required to undergo quarantine provided by PLBN Entikong and Immigration office.

The head of PLBN Entikong also shared that the entry of foreign nationals was rejected without question unless those with specific purposes. As for Indonesian citizens, whether they wanted it or not, their entry had to comply with the immigration law and be facilitated by PLBN. Regarding certain emergency matters, such as the difficulty in meeting the demand for oxygen supply in West Kalimantan. Resolving this issue, cooperation between Malaysia and Indonesia was made by importing oxygen to the region as oxygen supply delivery from Java is difficult and usually takes a long time.

Each governmental institution from the sub-district, immigration office, BP2MI, to PLBN always actively contributed to preventing the spread of Covid-19 in Entikong Sub-district. Cooperation between governmental institutions in Entikong was highly needed to ensure maximum results in the prevention of the spread of Covid-19. The border area was inaccessible despite being not completely closed. This procedure aimed to ensure the rights of the Indonesian citizens who wished to return home. Restrictions were also applied to foreign nationals and only those with certain permits could enter Indonesian territory. After entering the country, Indonesian citizens were required to present their swab and PCR test results, swab and PCR re-test results in the border area, and to stay in quarantine to be free from Covid-19. These actions were taken with the purpose of preventing the virus from entering the Indonesian territory and protecting citizens, particularly, the community around Entikong, which is the first area to get direct contact with people from outside.

Also, PPKM was also applied in Entikong. It sought to protect the community in Entikong. Restrictions and the establishment of PPKM posts around the area were expected to help reduce crowds and direct contact that had the potential to induce new Covid-19 clusters. Despite its huge impact on the community's life and economy in Entikong, PPKM had to persist in protecting them from the threat of Covid-19 virus.

Obstacles in Policy Implementation

It was without a doubt various agencies encountered a couple of obstacles during the implementation of this policy. These obstacles were resulting from the pandemic and policies applied by the community in Entikong all the way to the border area (Key Informant, 2021). The first obstacle was the community affected by the border closure. They worked every day in Entikong, leveraging the border traffic. The border closure unequivocally impacted their livelihood which further affected their economy.

In addition, the increasing number of Covid-19 cases in Entikong was propelled by immigrant workers who went home to Indonesia. The representative of the Head of Entikong Subdistrict said during an interview that the infection was caused by external factors. For example, non-residents who rode a taxi most likely infected the taxi driver. The taxi, then, would bring local residents, both from Pontianak to Entikong and vice versa. During the early pandemic, Semangit village reported that many residents were infected after leaving from Pontianak to Entikong, and vice versa. Fear spread among the community towards Indonesian citizens coming and exiting PLBN. They had also rejected the policy of not completely closing the border. However, in the end, they came to an agreement and cooperated with the local government to adapt to the situation.

The next obstacle involves the issue of vaccination. According to representative of the Head of the Sub-district, vaccination must be accelerated immediately to respond to the awfully low rate of vaccination received by the community in Entikong. As the first area with direct interaction with Malaysia, it was crucial to receive and carry out vaccinations to the community in Entikong as fast as possible. This effort aimed to promote them to herd immunity faster. Other than the community, many other parties who worked in the institutions related to the border were also required to immediately receive vaccination. The head of PLBN Entikong stated that vaccination was vital for PLBN officers as they would be the first ones coming into contact with those who entered Indonesia.

It was also of utmost importance to improve medical equipment. According to the Head of PLBN, medical personnel, especially those working in the laboratory, highly needed vaccinators, PPE, and PCR equipment. For the sake of the frontline members who dealt with

COVID-19 in the border area, the availability of medical equipment had to be maintained so as not to cause the rise of the COVID-19 virus carried by Indonesian citizens and foreigners who entered Indonesian territory.

Along with the medical equipment, quarantine facilities also needed improvement. Representatives from the immigration office, BP2MI, and PLBN shared during the interview that the improvement of quarantine facilities was absolutely essential. It was driven by the fact that the entry of many Indonesian citizens, including returning migrant and independent workers to Indonesia, was not accompanied by adequate quarantine facilities. The Head of PLBN Entikong stated that it induced the need to improve shelters. Indeed, special places were truly needed. It also explains why an integrated isolation center exists today. Such facility must be available to ensure monitoring procedures is conducted. The BP2MI representative also stated that quarantine facilities need to be improved. The facilities in Entikong are not as complete as those in Pontianak due to the limited quarantine facilities in the former.

The last obstacle involves the entry and exit of people in the border areas due to rat paths. To avoid inspection, many people enter and exit Indonesia and Malaysia through rat paths. This certainly hindered the prevention of the spread of COVID-19 in Entikong, potentially leading to another bigger impact on the community that would be exposed first to these parties. This is also a form of violation of law. Therefore, stricter security was essential to address the utilization of rat paths in the border area to prevent the spread of COVID-19.

E. Conclusion

Entikong District, Sanggau Regency, West Kalimantan Province is one of the border areas between Indonesia and Malaysia, therefore a Cross-border Post lies there. Despite being on the border, people in the Entikong District also experience the impact of the Covid-19 pandemic on their activities and economy. To prevent the spread of the Covid-19 virus in Entikong, the government issued two policies.

The first policy is to close the border. However, the border is still open for Indonesian citizens, both migrant workers and individuals, who want to return to Indonesia and foreign citizens with visas and meet certain conditions. In implementing the PLBN, Indonesian citizens or foreigners who are allowed to enter Indonesia must be quarantined at the PLBN, immigration offices, or in Pontianak.

The second policy is the enforcement of micro-based community activity restrictions (PPKM). This is done to reduce crowds and activities that have the potential to spread the Covid-19 virus. With the implementation of PPKM, community activities such as weddings and others are severely restricted. This certainly has an impact on the community's economy. Each government agency, including the sub-district offices, immigration offices, Indonesian Migrant Workers Protection Agency (BP2MI), and PLBN, plays an active role in implementing the policy. The sub-district offices carry out the central and provincial regulations by enacting PPKM in Entikong. Immigration offices carry out the regulation by not providing entry and exit access for Indonesian citizens and foreigners. BP2MI regulates the matters regarding the migrant workers who will enter Indonesia. Meanwhile, the PLBN guards the border directly by closing the border. The quarantine place provided is also used optimally. All parties carry out their respective roles properly and in accordance with applicable regulations.

During the implementation of these policies, several obstacles emerged. The first is obstacles in the community's daily activities and their economy. The second is the increase in Covid-19 cases due to the virus carried by migrant workers which endangers the community around Entikong. The third is the lack of vaccination for the Entikong community from parties

involved in preventing the spread of Covid-19. The fourth is the limited medical equipment to deal with the Covid-19 pandemic. The fifth is the lack of adequate quarantine facilities. The last one is that many people are still coming in and out through rat runs in the border area, which results in the less-controlled spread of the Covid-19 virus.

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