| RESEARCH ARTICLE

Harmonization and Implementation of Policies for Handling the Covid-19 Pandemic in Gresik Regency

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| ABSTRACT

The problem of handling the Covid-19 pandemic is not only about health but also the massive social-economic impact (McKee and Stuckler, 2020; Daniel et al., 2020; Mahler et., 2020; Laborde et al., 2020). Multidimensional responses from various countries have also been followed by Indonesia since the enactment of Presidential Decree 11/2020 concerning the Establishment of a Covid-19 Public Health Emergency. The Indonesian government is taking extraordinary steps by focusing on health care, social safety nets, and economic recovery. This study harmonizes various regulations in handling the socio-economic impacts of the Covid-19 Pandemic, especially in the implementation of social safety nets and takes case studies of the formulation and implementation of social safety nets in Gresik Regency as an area with a high escalation of Covid-19 infections, experiencing large-scale social restrictions, and poverty conditions which are above the national and East Java averages. The approach used in this study is a sociological approach with the methodology of harmonization of law, *Regulatory Impact Analysis*(RIA) and the Rule, Opportunity, Capacity, Communication, Interest, Process, and Ideology (ROCCIPI) method. Data mining in harmonization comes from statutory provisions that are directly related to the implementation of social safety nets. Meanwhile, the RIA and ROCIIPI analysis used 19 informants who were directly involved in preparing social safety net regulations in Gresik Regency. The research finding is a regulatory harmonization framework social safety net from the national to regional levels, as well as an analysis of the formulation and implementation of social safety net regulations based on good regulatory governance criteria. Gresik Regency's social safety net regulations are aligned with the priority of the Government's extraordinary measures in the field of state finance in the context of saving health and the national economy through a focus on spending on health, social safety net, and economic recovery. Formulation and implementation of regulations Gresik Regent Regulation 16/2020 concerning Social Safety Nets, Economic Stimulants, and Village Direct Cash Assistance Handling the 2019 Corona Virus Disease (Covid-19) Pandemic Gresik Regency has complied with most of the good regulatory governance criteria but requires improvement in aspects bureaucratic level involvement, stakeholder involvement, and transparency and communication factors.

| KEYWORDS

Social safety net, good regulatory governance criteria, Covid-19 Pandemic

| ARTICLE INFORMATION

1. Introduction

The Indonesian government's extraordinary (etraordinary) steps in handling the Covid-19 pandemic have aligned with various multidimensional responses in various parts of the world. Various developed countries such as China and the United States strengthened monetary policy with the Provision of Financial Liquidity by Central Banks in the Bond and Equity markets (Feng et al., 2020), followed by Lowering Interest Rates by Central Banks in various countries such as Turkey, United States, New Zealand, Japan, UK, Nigeria, South Korea and Canada. The European Union is trying to restore the economy with stimulus for sectors and

industries that have been badly affected by the Covid-19 Pandemic (Baldwin et al., 2020; Bénassy-Quéré, 2020, Yancy, 2020; Betti and Heinzmann, 2020) while Australia and the United States provide social welfare funds such as social safety nets to support affected households (Campbell, 2020; Odendahl and Springford, 2020). In addition to fiscal and monetary policies, the majority of countries in the world implement human control policies through the temporary release of prisoners from overcrowded prisons, closing air, land and sea borders, closing schools, using the military to carry out coronavirus prevention by means of regional quarantine and staying at home travel, visa denial and suspension (Rhodes, 2020; De Vito et al., 2020).

Response multidimensional is strongly related to the implications of the Covid-19 pandemic, which does not only have an impact on public health problems but also considers the socio-economic impact as mandated in Law 36/2009 concerning Internal Health Article 152 paragraph (2).In this regard, the Government takes extraordinary measures (etraordinary) as mandated in Law 2/2020 concerning the Stipulation of Government Regulations in Lieu of Law 1/2020 Concerning State Financial Policy and Financial System Stability for Handling the Corona Virus Disease 2019 (Covid-19) Pandemic and/or in the context of Facing Threats that Endanger the National Economy and/or Financial System Stability where the government saves health and the national economy by focusing on spending on health, social safety net, and economic recovery including for the business world and communities affected by the Covid Pandemic -19.

In the focus of the social safety net, this policy is a step taken by various world governments in assisting the implementation of pragmatic health policies by taking into account the socio-economic impacts, most of which are in the form of financial support in the form of compensation for affected communities and businesses. Various forms of social safety nets have been carried out, such as direct income support for vulnerable populations, especially during the quarantine period. (Gentilini, Laughton, and O'Brien 2018; Parker and Todd 2017; Özler 2020) as well as production sector assistance through temporary tax cuts, a moratorium on debt payments, and temporary lines of credit (Mukherjee, Subramanian, and Tantri 2018; OECD 2009; Spilimbergo et al. al. 2008).

The implementation of the social safety net at the national level in Law 2/2020 is carried out through adjustments to the amount of the budget deficit that exceeds 3% (three percent) of the Gross Domestic Product (GDP) and funding the implementation of the social safety net through mandatory spending adjustments where the Government can use part or all of the infrastructure spending of 25% (twenty-five percent) of the General Transfer Fund. At the local government level, budget adjustments to fund the implementation of social safety nets at the regional level are regulated through the priority of using budget allocations for certain activities (refocusing), changes in allocation, and the use of regional budgets (APBD) as mandated in the Minister of Home Affairs Regulation 39/2020 concerning Prioritizing the Use of Budget Allocations for Certain Activities, Changes in Allocation, and Use of APBD as amended last time with the Minister of Home Affairs Regulation 26/2021.

Based on the juridical considerations above and the factual conditions of the implementation of Large-Scale Social Restrictions (PSBB), the Gresik Regency Regional Government distributes the Social Safety Net as stipulated in Gresik Regent Regulation 16/2020 concerning Social Safety Nets, Economic Stimulants, and Village Cash Direct Assistance for Handling the Corona Virus Disease 2019 (Covid-19) Pandemic in Gresik Regency. The social safety net of Gresik Regency, as mandated in the provisions of the laws and regulations on it, is an extraordinary measure (ertraordinary) of the Regional Government in the financial sector through mandatory spending adjustments by prioritizing the use of budget allocations for certain activities (refocusing), changes in allocations, and the use of the Regional Revenue and Expenditure Budget (APBD). This policy aims to reduce the socio-economic impact of the Covid-19 pandemic and the implementation of Large-Scale Social Restrictions (PSBB) in Gresik Regency. This policy is also very vital to see the development of the condition of the spread of the Covid-19 pandemic in Gresik Regency during the first wave period, where Gresik confirmed cases reached 8.12% of the total East Java cases with a death rate of 6.6% below the East Java average of 7.2% of people. On the other hand, the poverty rate at the beginning of the pandemic reached 11.35% even though it had decreased for the last 5 (five) / but remained above the national average, and East Java added the lowest 40% welfare data reaching 362,567 people or 27.85% of the total Gresik population. This condition further strengthens the socio-economic risks in Gresik Regency, especially during the Large-Scale Social Restrictions (PSBB) for 3 (three) periods which hinder community mobility from carrying out socio-economic activities. Based on the description above, the formulation of the problem that is the leverage point in the study is formulated as follows:

1. How is the regulation of the Social Safety Net (social safety net) policy in handling the Covid-19 pandemic?
2. How is the implementation of the Social Safety Net policy in handling the Covid-19 pandemic in Gresik Regency?

2. Literature Reviews
2.1 Covid-19 pandemic
Epidemiology, a mysterious pneumonia case, was first reported in Wuhan, Hubei Province, associated with illegal animal trading in the Wuhan market (Rothan and Byrareddy, 2020). During the initial period, from 11 days since the first case was found on December 18 to December 29, five patients were found with symptoms of acute respiratory distress syndrome (ARDS) (Ren et al., 2020). As of early/January 2020, the development of cases of mysterious pneumonia symptoms increased by 44 cases and spread to various other provinces in China and reached Thailand, Japan and South Korea (Huang et al., 2020). On 11 February 2020, the

World Health Organization (WHO) announced the name of the disease, which during its initial period was called Novel Coronavirus (2019-nCoV) to become Coronavirus Disease (Covid-19) (who, 2019).

The spread of Covid-19 to all corners of the world provides new facts about person-to-person transmission both in hospitals and in families (Guan et al., 2020). Since it was declared a pandemic by the World Health Organization, various serious efforts have been made by various world governments, especially China, which was the first to move to fight Covid-19. The Chinese government prepared an extreme control strategy by locking down Wuhan and initiating a top-level emergency to control outbreaks of the Covid-19-related epidemic in other provinces of China. The mass quarantine policy is followed by accurate assessments and predictions in the control of Covid-19. The World Health Organization officially declared the SARS-CoV-2 Outbreak a public health emergency to encourage international awareness on January 30, 2020, followed by the establishment of the covid-19 global pandemic on March 11, 2020.

2.2 Social Safety Net
The priority for public policy in dealing with Covid-19 is the implementation of pragmatic and realistic public health measures. Economic policies should accompany public health measures that are financially appropriate (through health care funding) and socially acceptable (through compensation measures for affected communities and businesses). The first step of assistance is an increase in public health spending to increase the capacity of the healthcare system, especially to treat critically ill patients and provide free or subsidized medical care with preventive and curative goals (ECDC 2020). Second, direct income support to vulnerable populations through means such as cash transfers, especially when restrictions have been imposed. (Gentilini, Laughton, and O'Brien 2018; Parker and Todd 2017; Özler 2020). The third is assistance to the affected production sector and enterprises through temporary tax cuts, debt service moratoriums, and temporary lines of credit (Mukherjee, Subramanian, and Tantri 2018; OECD 2009; Spilimbergo et al. 2008).

For most developing countries, cash transfer policies are preferred because they are easy to implement and have a wide reach beyond the formal sector. But when these cash transfers are not targeted, some of them will end up in those who don't need them or aren't on target. In developing countries where most of the population is poor or near-poor and works in the informal sector, simple no-target transfers are best because only a small percentage of transfers will be given to those who don't need them (Ozler 2020). Conversely, in middle-income countries with richer fractions and populations, aid delivery is targeted and should be the focus, especially after the worst health emergencies. Brazil, Chile, India, Indonesia, Iran, Peru, and Tunisia have announced transfers to low-income or self-employed or informal workers adversely affected by restrictive measures (Gentilini, Almenfi, and Orton 2020; Gestion 2020; Globo 2020; Chile, Ministry of Economy, Development and Tourism 2020).

3. Methodology
The approach used in this study is a sociological approach (Banakar, Reza and Max Travers, 2005) corresponding with the aim of the research, which is to further explore and, at the same time, deepen a problem by not sufficiently studying the norms or related legal doctrines but also looking at the complete context of the norms and their application. The methodology for describing the legal linkages governing social safety nets from the national to regional levels is the harmonization of laws (Sayuna, 2014; Rochim, 2014) through harmonization or harmonization of laws and regulations that are about to be drafted or are being drafted so that the laws and regulations produced are in accordance with good legal principles and regulations.

To deepen the phenomenon of the extraordinary steps taken by the local government of Gresik Regency in distributing the Social Safety Net to reduce socio-economic impacts in Gresik Regency, the researchers conducted in-depth interviews with the actors implementing the regulations. Regulation Regent of Gresik 16/2020 concerning Social Safety Nets, Economic Stimulants, and Direct Village Cash Assistance for Handling the 2019 Corona Virus Disease (Covid-19) Pandemic and other supporting regulations related to this regulation. In-depth interviews help researchers identify the core issues of various stakeholders and prepare questions for subsequent interviews (Malodia et al., 2021).

The use of Regulatory Impact Analysis (RIA) in this regulatory analysis analyzes the extent to which these regulations create good regulatory governance so that laws and policies are effective, market-oriented, and protect the environment and social life (Wijaya, 2016). This method is recommended by the Organization for Economic Co-operation and Development (OECD) as a solution to improve the quality of policies; in this case, is the program to be offered with its structure which includes problem formulation, identification of objectives, identification of alternatives, analysis of benefits and costs, public consultation, and ends with an implementation strategy (Atmaja, 2014). In carrying out the deepening of the phenomenon, the researcher selected the information by purposive sampling with specific criteria as actors who were directly involved in preparing regulations and distributing the Social Safety Net in Gresik Regency. This is in accordance with the criteria of informants, where actors who are uniquely suited to research interests have experienced anxiety and have rich information following research interests (Miles & Huberman, 1994; Patton, 2002). Based on these criteria, the list of informants in the Regulatory Impact Analysis (RIA) analysis is determined as follows: 1994; Patton, 2002. Based on these criteria, the list of informants in the Regulatory Impact Analysis (RIA) analysis is determined as follows: 1994; Patton, 2002. Based on these criteria, the list of informants in the Regulatory Impact Analysis (RIA) analysis is determined as follows:

Table 1

List of Model Informants *Regulatory Impact Analysis* (RIA) Regulation Distribution of Gresik Regency Social Safety Net

Informant	Gender	Age	Organizations in the JPS distribution period	Key Role
1.	L	60	Head of Bappeda Gresik Regency	Person in charge of JPS Distribution
2.	L	61	Head of Gresik Regency Social Service	Person in charge of JPS Distribution
3.	L	31	Head of Bappeda Program Subdivision	a. SOP Perbup and Perkaban Regulation Formulator b. JPS Analysis Formulator c. Head of the JPS Data Cleansing Technical Team
4.	P	41	Kasubid Sospem Bappeda	Head of the Legal Drafter Team
5.	P	42	Head of Legal Legislation Subdivision	Perbup Evaluator and Determination Decree
6.	L	32	General Functional Bappeda	Liason Officer of Kebomas District (Central Region)
7.	P	38	General Functional Bappeda	Tambak District Liason Officer (island area)
8.	P	28	General Functional Bappeda	Liason Officer of Shaman District (Northern area)
9.	P	27	General Functional Bappeda	Liason Officer Wringinanom District (South Region)
10.	L	42	Head of Social Services Program Subdivision	JPS Dinsos Distribution Coordinator
11.	L	46	District Tambak	Tambak District Distribution Coordinator (Archipelago Area)
12.	L	51	Balong-roast sub-district	Balongpanggang District Distribution Coordinator (Southern Area)
13.	L	51	Panceng sub-district	Distribution Coordinator for Panceng District (North Area)
14.	P	41	Kebomas District Secretary	Distribution Coordinator for Kebomas District (Central Region)
15.	L	42	Village Equipment	JPS Provider at Village Level (Southern Area)
16.	L	51	Gending village secretary	JPS Provider at Kelurahan Level (Central Region)
17.	P	43	Village Equipment	JPS Providers at the Village Level (Area of Islands)
18.	L	51	Sidomukti Village Head	JPS Provider at Kelurahan Level (Central Region)
19.	L	43	Village Equipment	JPS Provider at Village Level (Northern Area)

In-depth interviews with informants to evaluate Gresik Regent Regulation 16/2020 concerning Social Safety Nets, Economic Stimulants, and Direct Village Cash Assistance for Handling the Gresik Regency Corona Virus Disease 2019 (Covid-19) Pandemic and other supporting regulations related to this regulation using the Regulatory Impact Analysis model (RIA) uses the OECD criteria (2008) as follows:

Table 2.

List of Model Statements Regulatory Impact Analysis (RIA) Gresik Regency Social Safety Net Distribution Regulations

No	Question	Evaluation Substance
1.	Is the problem defined correctly?	The problem to be solved must be stated precisely, provide evidence of its nature and magnitude, and explain why it occurred (identify the incentive entity affected
2.	Is the government's action appropriate?	Government intervention must be based on explicit evidence that government action is justified, given the nature of the problem, the possible benefits and costs of action (based on a realistic assessment of government effectiveness), and alternative mechanisms for addressing the problem.
3.	Is regulation the government's best course of action?	At the start of the regulatory process, regulators should carry out comparisons of various policy instruments, both regulatory and non-regulatory, based on relevant issues such as costs, benefits, distributional effects and administrative requirements.
4.	Does the regulation have a legal basis?	Process regulations must be structured so that all regulatory decisions strictly respect the "rule of law"; that is, the responsibility must be clear to ensure that all regulations permitted by higher level regulations are consistent with international treaty obligations and comply with relevant legal principles such as certainty, proportionality and procedural requirements that apply
5.	How many levels of government bureaucracy are involved in coordinating this regulation	Regulators must select the most appropriate level of government to take action, or if multiple levels are involved, they must design an effective system of coordination between levels of government.
6.	Does regulation benefit outweigh the costs	Regulators should estimate the total costs and benefits expected from each proposed regulation and alternative and should make the estimates available in a format accessible to decision makers. The costs of government action must be justified by the benefits before action is taken
7.	If the distribution is in the community, the impact will be transparent	Insofar as distributive and equity values are affected by government intervention, regulators should make regulations transparent about the distribution of costs and benefits across social groups.
8.	Are the rules clear, consistent, understandable and accessible to users	Regulators should assess whether the regulations will be likely to be understood by users and, to do so, should take steps to ensure that the structure of the text and rules is as clear as possible.
9.	Do all interested parties have the same opportunity to express their views	Regulations should be developed in an open and transparent manner, with appropriate procedures for effective and timely input from interested parties such as affected businesses and trade unions, other interest groups, or other levels of government.
10.	How can regulatory compliance be achieved?	Regulators must assess the incentives and institutions through which regulations will apply and must devise a response implementation strategy that makes the best use of them.

To complement the RIA analysis using the Rule, Opportunity, Capacity, Communication, Interest, Process, and Ideology (ROCCIPI) method. This method was developed as a problem solving by Seidman et al. (2017) by getting input from various perceptive problems and stakeholder interests (Wiyaya, 2016) supported by in-depth analysis to determine the root of the problem (Hoesein, 2012). Furthermore, this method has 2 (two) factors, namely subjective factors and objective factors (Maarif and Arifin, 2022). The function of the ROCCIPI method in analyzing the implementation of Social Safety Net regulations is to identify problems from the laws and regulations that are formed and academically have the function of conducting theoretical, conceptual studies, constitutional and juridical studies and conducting sociological studies to find out the extent to which the community supports the draft law.

4. Results and Discussion
4.1 Harmonization of Social Safety Net Regulations
Arrangements for the implementation of the social safety net for handling the Covid-19 pandemic in Indonesia, both at the national and regional levels, Provinces and Municipalities refer to the provisions of the applicable laws and regulations. Law 4/1984 concerning Outbreaks of Infectious Diseases is one of the main statutory references where the Covid-19 pandemic has characteristics that meet the characteristics of an outbreak of infectious disease where the incidence of an outbreak of an infectious disease in a society where the number of sufferers increases significantly exceeds the usual conditions at that time and area and can cause havoc. The designation of Covid-19 as an infectious disease outbreak as stipulated in Law 4/1984 places the Government under the obligation to carry out efforts to control the outbreak starting from epidemiological investigations; examination, treatment, treatment and isolation of sufferers, including quarantine measures; prevention and immunization; eradication of disease-causing agents; handling of corpses due to epidemics; outreach to the public; and other countermeasures. In this arrangement, the handling of the pandemic is still focused on health efforts and has not paid attention to handling the socio-economic impacts.

Further regulatory linkages are regulated in Law 36/2009 concerning Health as an inclusive effort to realize health development as part of achieving national development goals. In handling the Covid-19 pandemic, Law 36/2009 is in line with UU No. 4/1984, wherein carrying out the Government, local governments and communities are responsible for making efforts to prevent, control and eradicate infectious diseases and their consequences. However, in regulations, the handling of disease outbreaks such as the Covid-19 pandemic has expanded not only to health efforts but also to pay attention to socio-economic impacts. As stated in Article 152, paragraph (2) as follows:

> Efforts to prevent, control and eradicate infectious diseases, as referred to in paragraph (1), are carried out to protect the public from contracting diseases, reduce the number of sick, disabled and/or dead, as well as to reduce the social and economic impact of infectious diseases.

This provision is a clear source of law in implementing social safety nets as an effort to reduce the social and economic impacts of Covid-19 based on Law 36/2009 and UUNo. 4/1984 has been categorized as a communicable disease outbreak. Reducing the social and economic impacts of disease outbreaks is further explained substantially in Law 6/2018 concerning Health Quarantine. In this regulation, the Central Government and Regional Governments are responsible for the availability of the resources needed in the implementation of Health Quarantine, where the community during quarantine has the right to obtain medical needs, food needs, and other daily life needs during Quarantine.

Based on the provisions of Law 6/2018, the Government guarantees the needs of the community during the quarantine period but must be accompanied by a public health emergency stipulation and a quarantine mechanism (1) quarantine, isolation, administration of vaccination or prophylaxis, referral, disinfection and/or decontamination of people according to indications; (2) Large Scale Social Restrictions; (3) disinfection, decontamination, disinsection and/or derivatization of the means of conveyance and goods; and/or (4) health, security, and control of environmental media. Handling social impacts in this regulation needs further regulation, especially in the design of policies that regulate the reduction of socio-economic impacts due to disease outbreaks, mechanisms, sources of funding, and other implementing technical provisions.

The direct implementation of Article 15 paragraph (2) of Law 6/2018 is the stipulation of Government Regulation of the Republic of Indonesia 21/2020 concerning Large-Scale Social Restrictions in the Context of Accelerating the Handling of Corona Wrus Disease 2019 (Covid-19), which was stipulated on March 31, 2020, together with the Presidential Decree 11/2020 concerning the Establishment of a Covid-19 Public Health Emergency. This regulation does not regulate the implementation of policies to reduce socio-economic impacts but is a key prerequisite in implementing policies to reduce socio-economic impacts due to the Covid-19 pandemic.

Direct arrangements for the implementation of social safety nets in handling the Covid-19 pandemic are mandated in Government Regulations in Lieu of Law which are then stipulated by Law 2/2020 concerning Stipulation of Government Regulations in lieu of Law 1/2020 Concerning State Financial Policy and Financial System Stability for Handling the 2019 Corona Virus Disease Pandemic (Covid-19) and/or in the context of Dealing with Threats that Endanger the National Economy and/or Financial System Stability to

become law on 16 May 2020. Explicitly, this regulation takes into account the implications of the Corona Virus Disease 2019 (COVID-19) pandemic, which has had an impact, among others, the slowdown in national economic growth, a decrease in state revenues, and an increase in state spending and financing, so that various Government efforts are needed to save health and the national economy, with a focus on spending on health, social safety nets, and economic recovery including for the business world and affected communities.

At the Regional Government level, budget adjustments for funding the implementation of social safety nets at the Regional level are regulated by prioritizing the use of budget allocations for certain activities (refocusing), changing allocations, and using the Regional Revenue and Expenditure Budget (APBD). This has implications for changes in the implementation of development activities in various Regional Governments to be stopped, diverted, or reduced in part and/or entirely, which are then used in the policy for handling the COVID-19 pandemic, including health management, social safety net, and economic recovery.

Article 3

(1) In the context of implementing policies in the area of regional finance, as referred to in Article 1 paragraph (4), Regional Governments are given the authority to prioritize the use of budget allocations for certain activities (refocusing), changes in allocations, and use of the Regional Revenue and Expenditure Budget.

(2) Provisions regarding prioritizing the use of budget allocations for certain activities (refocusing), changes in allocations, and the use of the Regional Revenue and Expenditure Budget, as referred to in paragraph (1), are regulated by a Minister of Home Affairs Regulation.

Following up on the mandate from Article 3 of Law 2/2020, the Ministry of Home Affairs stipulates Minister of Home Affairs Regulation 39/2020 concerning Prioritizing the Use of Budget Allocations for Certain Activities, Changes in Allocations, and Use of the Regional Revenue and Expenditure Budget as last amended by Minister of Home Affairs Regulation 26 /2021. Through this regulation, the adjustment of the APBD is prioritized for the implementation of the social safety net as mandated in Article 3 paragraph (3) as follows:

(3) Budget allocation adjustments, as referred to in paragraph (1), are prioritized for:
   a. handling health and other matters related to health;
   b. handling economic impacts, especially keeping the business world in their respective regions alive; and
   c. provision of a social safety net.

The criteria for providing a social safety net in this regulation are regulated in the form of grants or social assistance in the form of money and goods to individuals or communities with social risks as a result of being affected by the Covid-19 pandemic and institutions carrying out the handling of the Covid-19 pandemic. This is as explained in the attachment to the Minister of Home Affairs Regulation 39/2020 as amended by the Minister of Home Affairs Regulation 26/2021. This regulation has regulated the funding mechanism, criteria for receiving social safety nets, and the implementation of reporting but has not regulated or is considered to provide flexibility for the Regions to adopt policies in the mechanism of implementing social safety nets, funding capacity, data processing, and relations with other forms of assistance originating from the APBN, Provincial APBD, and other sources.

The handling of Covid-19 at the regional level, especially in Gresik Regency, was institutionally determined through the Decree of the Regent of Gresik Number: 188/281/Hk/437.12/2020 concerning the Task Force for Non-Natural Disaster Management and Acceleration of Handling Corona Virus Disease (Covid-19) Gresik Regency on March 18, 2020. The establishment of the Task Force in the Regions is an implementation of the Presidential Decree of the Republic of Indonesia 7/2020 concerning the Task Force for the Acceleration of Handling Corona Virus Disease 2019 (COVID-19). In line with the task force at the national level, the task force at the regional level coordinates and deploys resources in controlling the acceleration of handling Covid-19. The implementation of the task force in Gresik Regency has not explicitly explained the task force's task force in overseeing extraordinary measures for handling the Covid-19 pandemic, namely handling health, economic recovery, and distributing social safety nets.

The handling of the pandemic at the Regional level has entered a new phase since its implementationrestrictionsImplementation of Large-Scale Social Restrictions (PSBB) in Handling Corona Virus Disease 2019 (COVID-19) as an implication of the stipulation of Presidential Decree of the Republic of Indonesia 11/2020 concerning Stipulation of Public Health Emergency of Corona Virus Disease 2019 (COVID-19) on 31 March 2020. Stipulation this is the implementation of Article 10, paragraph (1) Law 6/2018 concerning Health Quarantine. Through this decree, the Government and all elements of stakeholders carry out mitigation efforts in accordance with the provisions of the applicable laws and regulations by taking into account the socio-economic impacts.
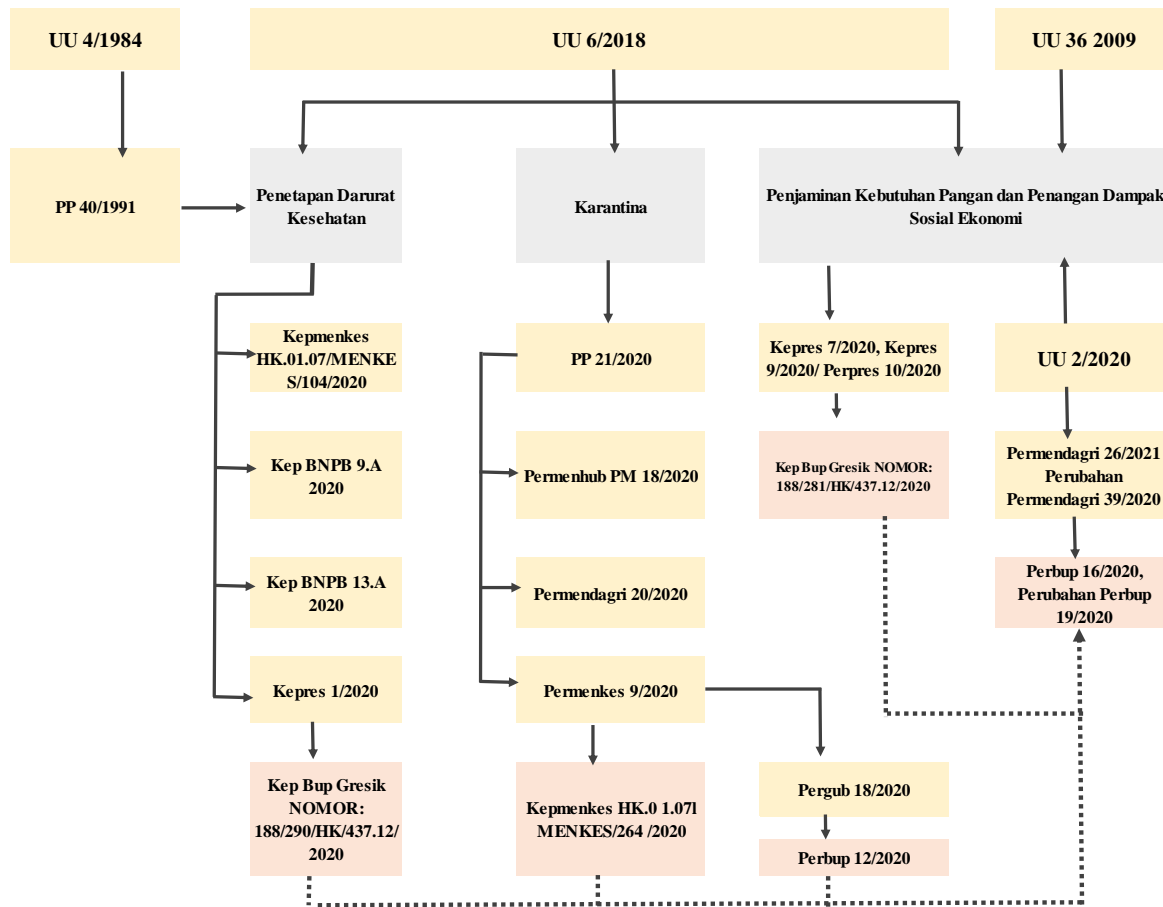
Figure 1. Regulatory Harmonization Framework for the Implementation of the Covid-19 Pandemic Social Safety Net

4.2 Implementation of Social Safety Net Regulations in Gresik Regency

Gresik Regency Social Safety Net Restrictions in Gresik Regent Regulation 16/2020 is monetary assistance to meet food needs sourced from the Gresik Regency APBD to beneficiary families with low welfare status with specified criteria and not recipients of the National Social Safety Net, Social Safety Program of East Java Province or BLT-Desa. The expansion of the benefits of the program to reach communities affected by the COVID-19 pandemic and efforts to avoid overlapping aid distribution are among the restrictions on the criteria for beneficiaries of the Gresik Regency Social Safety Net. The amount of receipt for the Gresik Regency Social Safety Net is given at Rp.600,000.00 (six hundred thousand rupiah) per family every month. The determination of this value is based on the poverty line, where the Poverty Line is the minimum decent need or the minimum limit of expenditure of "consumption" to meet basic food and non-food needs (food, clothing, housing, health and education).

Furthermore, in an effort to avoid overlapping aid distribution and strengthen the transparency and accountability of the Gresik Regency Social Safety Net, this Regulation also regulates the mechanism for managing and determining beneficiary data. The substance of this arrangement is crucial because it is not only in the spotlight of the public and law enforcement agencies but the effectiveness of the program is expected to be able to expand the benefits by eliminating inclusion errors where families who are not entitled but are included as a list of program recipients and exclusion errors or families who are entitled but are not included as a list of recipients. The mechanism for managing and determining beneficiary data is further supported through the regulation of standard operating procedures (SOPs), which are regulated in the Regulation of the Head of the Regional Development Planning, Research and Development Agency (Bappeda) of Gresik Regency 1/2020 concerning Standard Operating Procedures for Cleansing Social Safety Net Data handling the Corona Virus Disease 2019 (Covid-19) Pandemic in Gresik Regency.

The establishment of the Gresik Regency Social Safety Net in Gresik Regency was carried out in the period May to June/2020, with the number of beneficiary families reaching 116,000 people or 29.81% of the total 389,072 families in Gresik Regency. The distribution of social safety nets in Gresik Regency reached 208.8 billion, which was determined in less than 3 (three) months to become the largest distributor of social assistance in the financial history of the Gresik Regency Region as part of the government's extraordinary steps in prioritizing the use of budget allocations for certain activities (refocusing), changes in allocations, and use of the Regional Revenue and Expenditure Budget (APBD).

This regulation was assessed by informants as having met the principles of Regulatory Impact Analysis (RIA), including (Nurseppy et al., 2002), namely regulations made when absolutely necessary (Minimum Effective Regulation) and neutrality towards competition (Competitive Neutrality) but tend not to fulfill the principle of transparency with involving stakeholders (Transparency & Participation). Fulfillment of good regulatory governance is contained in the majority of evaluation aspects of Regulatory Impact Analysis (RIA) using OECD criteria (2008), including identification of problems, the accuracy of government intervention, best alternative regulations, consistency with statutory provisions, cost benefits (efficiency), clarity and consistency of regulations, and regulatory compliance (effectiveness).

Table 3 Framework for Regulatory Impact Analysis (RIA) Results

No	Dimensions	Draft	saturation	Informant Statement
1.	Problem Identification	Appropriate	89.5%	This regulation has described the government's extraordinary steps to deal with the socio-economic impact of the Covid-19 pandemic... (Informant 1)
		Less precise	10.5%	It should have required further elaboration, especially on problems in the region because the people would impoverish themselves... (Informant 13)
2.	Accuracy of government intervention	Exactly/ Very Correctly	100%	This Perbup is the right step because the covid conditions are very deplorable, and our people cannot eat... (Informant 5)
				The escalation of Covid-19 with large-scale social restrictions may become a major health problem, but this regulatory measure is crucial to reducing deprivation of poverty during a pandemic... (Informant 3)
3.	The best regulatory alternative	Best Alternative	100%	The choice for regional government regulations is very effective because regional regulations will take a long time, whereas only circulars are less accountable because it involves hundreds of billions of funds... (Informant 5)
4.	Consistency with statutory provisions	Consistency	68.4% (31.6% did not answer)	The regulations are in accordance with the above ... (Informant 5) There are too many regulations; I don't understand... (Informant 18)
5.	Involvement of bureaucratic levels	Low Engagement	57.9%	Everyone was throwing responsibility at each other, and in the end, we took it and forced Social Services to participate... (informant 1)
		Moderate Engagement	31.6% (10.5% did not answer)	The involvement of the bureaucracy in the preparation of regulations is very lacking and only burdens us, but in the implementation, every line has been involved, starting from the Office of Social Affairs, Districts and Villages (Informant 3)
6.	Cost benefit (efficiency)	Efficient	73.7% (26.3% did not answer)	Very efficient because our employees do this themselves without consulting fees... (Informant 1)

No	Dimensions	Draft	saturation	Informant Statement
7.	Distribution transparency in society	transparent	31.6%	The publication has been carried out by Kominfo and the Covid-19 task force… (Informant 7)
				All information has been conveyed to the Village, and we are thankful that there is a WA Group… (Informant 10)
		Not transparent	52.6% (15.8% did not answer)	The trend is still there … (Informant 11)
				There is too much data, and the conditions are not possible, so we use natural data … (Informant 17)
8.	Regulatory clarity and consistency	Clarity and consistency are supported by mentoring	63.2%	The regulations are very clear and consistently traced from the initial proposal to distribution… (informant 12)
		Tendency to have too much substance	26.3% (10.5% did not answer)	Quite difficult to understand because there are many terms, especially national programs (informant 19)
9.	Stakeholder engagement	Low Engagement	68.4%	Low involvement due to the Covid-19 pandemic and also handling priorities in each sector… (informant 2)
				Indeed, we were not involved because of capacity too… (informant 17)
		Involvement Sufficient with Consideration of Urgent Urgency	31.6%	The involvement of stakeholders is not widely effective due to urgency and urgent needs… (Informant 1)
10.	Regulatory compliance (effectiveness).	Compliance with the Lead	78.9%	All regulations are implemented because they are always facilitated (informant 19)
				moreover, we were assisted by Bappeda friends assigned to each sub-district (Informant 13)
		Deviation	21.1%	There are still people using old data in the village…. RTRW is also not involved (Informant 15)

Based on ROCCIPI's analysis, Gresik Regent Regulation 16/2020 concerning Social Safety Nets, Economic Stimulants, and Village Cash Direct Assistance for Handling the Corona Virus Disease 2019 (Covid-19) Pandemic in Gresik Regency and other supporting regulations related to this regulation are regulations that have met the rules of good regulatory governance. Gresik Regency's social safety net regulations have met the consistency and alignment of laws and regulations; able to capture opportunities for handling the socioeconomic impact of the Covid-19 pandemic; considering the capacity to meet minimal needs and the fiscal capacity of the regions, having a noble interest in saving communities affected by the pandemic; pays attention to the rules of process, and has underpinned the religious ideology of Gresik. However, this regulatory communication factor still needs to be improved, especially obstacles due to the pandemic and strengthening literacy in the use of technology.

5. Conclusion
The formulation of regulations and the implementation of the Social Safety Net in Gresik Regency pays attention to various legal products, both regulating (regeling) and also legal products that are stipulating or administrative stipulations (beschiking). Social Safety Net Regulations as an effort to overcome the socio-economic impacts as an implication of the Covid-19 Pandemic and the implementation of Large-scale Social Restrictions (PSBB) are in line with the mandate of Law 36/2009 concerning Health regarding

reducing socio-economic impacts in overcoming disease outbreaks guarantee food needs and community life needs during the quarantine period as mandated in Law 6/2018 concerning Health Quarantine.

Gresik Regent Regulation 16/2020 concerning Social Safety Nets, Economic Stimulants, and Village Cash Direct Assistance for Handling the Corona Virus Disease 2019 (Covid-19) Pandemic in Gresik Regency and other supporting regulations related to regulations are considered the right action and the best choice and have high benefits in line with the criteria of good regulatory governance by Suska (2012) that good regulations have a comparison based on regulatory objectives to determine the most effective and efficient option. However, there are several aspects that have not met the criteria of good regulatory governance, so they require improvement, as revealed by the informant, including bureaucratic level involvement, stakeholder involvement, and transparency, where it is found that some Village governments do not involve the community in the proposal.

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