

## Reconstruction the Major's Policy in Order to Economic and Poverty Recovery in Pandemic at Pasuruan City East Java, Indonesia

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### Abstract

*The Covid-19 pandemic not only has an impact on the health aspect of the community, but also has an impact on the declining level of the economy and community welfare. Based on data from the Central Statistics Agency (BPS) of Pasuruan City, since the arrival of the Covid-19 pandemic, poverty in Pasuruan City has increased by 0.20 percentage points. The purpose of this study is to analyze how the impact of the Covid-19 pandemic on the economy of the community in Pasuruan City, as well as solutions or policies that can be implemented by the Pasuruan City Government. The method used in this research is normative legal research using the approach of applying the law, conceptual, and case. The results of the study show that the Covid-19 pandemic has had a tremendous impact on various sectors, one of which is the economy of the people of Pasuruan City. So that the situation and conditions need responsive efforts from the Regional Government of Pasuruan City in where the steps from the demand side themselves, could be in the form of (1) tax incentives, loan interest subsidies, and credit restructuring to the firms (including micro, small, and medium enterprises) to jumpstart their activities; (2) employment and income provision for the furloughed (unpaid leave) workers to make sure that the workers have a decent livelihood and to prevent them from falling into poverty; and (3) inclusive protection for the workers, both in terms of social protection and employment agreement. As for the supply side, efforts can be made by (1) increasing access to secondary and tertiary education; (2) enhance the quality of education; and (3) provide training and education for workers and everyone over the lifecycle. So that through this idea it is hoped that it can be a solution for the economic recovery of the community in Pasuruan City due to the Covid-19 Pandemic.*

**Keywords:** Poverty Reduction, Policy Reconstruction, Covid-19 Pandemic, Economic Recovery

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### INTRODUCTION

The Covid-19 pandemic is not only detrimental to public health, but also to the citizen's economy. So, it takes real efforts from various parties in the context of national economic recovery, as well as being able to support the realization of Sustainable Development Goals, one of which is related to the welfare of the citizens. As the data of July, 11, 2021, the number of confirmed COVID-19 positive cases has risen by 2,49 million. In that same period, the number of deaths is 2,05 million, while the number of recovered patients rose to 65.457.<sup>1</sup> 2020 is the year of Covid-19, Indonesia feels the enormity of this pandemic in various aspects of development. The Indonesian economy throughout the year was minus 5.3 percent in the second quarter of 2020 and in aggregate it grew by minus 2.1 percent in

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<sup>1</sup>Perkumpulan Ekonomi Indonesia-Jerman, COVID-19 developments in Indonesia, <https://indonesien.ahk.de/id/infocenter/berita/berita/covid-19-developments-in-indonesia>, accessed on July, 4<sup>th</sup> 2021.

2020. The development planning target in the 2020-2024 National Medium Term Development Plan (RPJMN) was revised through updating the Government Work Plan (RKP) in 2020, with the main priority being to deal with Covid-19. Then the development will begin to be intensified in 2021 to pursue national priority targets that have been neglected due to Covid-19. The 2020 APBN allocates around Rp. 937.42 trillion for the prevention of Covid-19, including the accumulation of the APBD of Rp. 86.32 trillion, making the year's financing deficit to reach Rp. 1,226.8 trillion. The policy to control the Covid-19 pandemic through the Large-Scale Social Restriction Policy (PSBB) has had its ups and downs, let alone coupled with the new normal policy. The implementation of Community Restrictions (PPKM) as a substitute for PSBB which was carried out in early February and the national parallel program are expected to support the acceleration of the development of activities in the 2021 RKP. The Covid-19 pandemic is still high in the world and the acceleration launched by the government has a long road to pass.<sup>2</sup>

Mayor's Circular Letter Number 13 of 2021 regarding time restrictions related to Pasuruan City community activities has become the basis for Pasuruan City to implement the latest policies set by the Central Government to enforce PPKM policies. The Governor of East Java has indeed implemented the obligation to implement the Emergency PPKM policy in 36 districts/cities in East Java Province. The majority of districts/cities in East Java fall into the category of level 3. Regions that enter level 3 are Tuban, Trenggalek, Situbondo, Sampang, Ponorogo, Pasuruan, Pamekasan, Pacitan, Ngawi, Nganjuk. Then Mojokerto, Malang, Magetan, Lumajang, Probolinggo City, Pasuruan City, Kediri, Jombang, Jember, Gersik, Bondowoso, Bojonegoro, Blitar, Banyuwangi and Bangkalan. Meanwhile, level 4 areas include Tulungagung, Sidoarjo, Madiun, Lamongan, Surabaya City, Mojokerto City, Malang City, Madiun City, Kediri City, Blitar City and Batu City. Almost all districts/cities in East Java will undergo emergency PPKM. Except for two regions, namely Sumenep and Probolinggo Regency.

In facing with so many transistions of covid-19's policy, the poverty rate in Pasuruan City tends to decrease in recent years. But then it has increased since the Covid-19 pandemic hit early last year. Based on records from the Central Statistics Agency (BPS) of Pasuruan City, over the past five years, the trend of poverty in Pasuruan City actually tends to decrease. It can be proven by the percentage of the poor population in Pasuruan for the March 2020 period, which fell by 0.81 percent compared to the March 2015 period. In other words, for five years there has been a decline in the number of poor people with an average of 81 people per 10,000 people in Pasuruan City. However, the poverty rate rose when stepping on 2020 which coincided with the Covid-19 pandemic. Compared to 2019, the increase was 0.20 percentage points. In 2019, the poverty rate stood at 6.46 percent. Then in 2020 it will be 6.66 percent. This means that there will be an additional 480 poor people, from 12,920 people in March 2019 to 13,400 thousand people in March 2020.<sup>3</sup>

Head of Pasuruan BPS Sri Kadarwati said the increase in the poverty rate was most likely influenced by several factors. Among them in the labor sector, there were 1,201 unemployed due to the Covid-19 pandemic as well as a decrease in people's income due to restrictions during the pandemic. While the poverty line is the expenditure of the population

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<sup>2</sup> Muhyiddin & Nugroho, H. (2021). Indonesia Development Update A Year of Covid-19: A Long Road to Recovery and Acceleration of Indonesia's Development. *The Indonesian Journal of Development Planning*, 5(1), 348.

<sup>3</sup> BPS Kota Pasuruan, *Kecamatan Panggungrejo dalam Angka* (Pasuruan: BPS Kota Pasuruan, 2020), hlm. 2-8.

to meet food needs of 2,100 kcal per capita per day. As well as non-essential food needs such as housing, clothing, health, education, transportation, and others per month. The poverty line itself is calculated based on the results of the Susenas (National Socio-Economic Survey). In 2020, the poverty line in Pasuruan City increased by 1.63 percent compared to the previous year, to Rp 441,531 per capita per month.

In this regard, it is necessary to have a better policy intensity as a form of economic recovery and preventive efforts to avoid more serious mistakes in Pasuruan City. Apart from that, this improvement also seeks to provide a better evaluation in the hope that it can be implemented in all regions in Indonesia in order to suppress the growth rate of Covid-19 cases in every region in Pasuruan City.

## METHOD

In this study, the method used is normative research using statutory, conceptual and case approaches. The statutory approach in question is laws and regulations relating to the protection of the rights of citizen. Then in a conceptual framework, the author examines concepts related to the responsibility of the major in order to economic recovery in pandemic. While in the case approach, the author provides an analysis of the urgency of protection for people in Pasuruan city that is affected by the pandemic though the cases that occur and data that supports why the protection for people in order to economic recovery is important.

## RESULTS AND DISCUSSION

### *The Impact of the Covid-19 to the Pasuruan City*

At the time of this writing (July, 2021) it has been more than a year since the first alarm bells went off that COVID-19, a novel coronavirus infection, was rapidly spreading and altering life in China. <sup>4</sup>Responding health risks and high mortality became more apparent, Wuhan city and then Hubei implemented lockdowns and travel restrictions. Because this occurred during the Chinese New Year, demand for luxury seafood declined and markets collapsed for Canadian and American lobsters, Australian crayfish, Vietnamese shrimp and many other fisheries. <sup>5</sup>This is a sign of the major and life-altering changes that are about to occur in small-scale fisheries (SSF) and coastal fishing communities around the world.

Since then, the virus has spread to almost all countries, causing millions of cases and deaths<sup>6</sup>, most countries have implemented social distancing measures, or stricter lockdowns, in slowing the spread of the virus and “flattening the curve” of hospitalizations and deaths. Places of work, worship, education and socialization are closed. International and domestic travel has been restricted. The national economy has grown and numbers are soaring – with predictions of events that the economic effects could be as bad as the Great

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<sup>4</sup>Wang C, Horby PW, Hayden FG, Gao GF. A novel coronavirus outbreak of global health concern. *Journal of Lancet*. 2020 Feb 15;395(10223):470-473. doi: 10.1016/S0140-6736(20)30185-9

<sup>5</sup> Taunton, E., and A. Cropp. 2020. “Coronavirus: Crayfish Not Exported to China to Be Freed.” Stuff, July, 4, 2021. <https://www.stuff.co.nz/business/119285477/coronavirus-crayfish-notexported-to-china-to-be-freed>

<sup>6</sup> Johns Hopkins Coronavirus Resource Center (JHU). 2020. COVID-19 Map. John Hopkins Coronavirus Resource Center. <https://coronavirus.jhu.edu/map.html>

Depression (IMF 2020).<sup>7</sup> Several groups and sectors are particularly susceptible and vulnerable to the rapid social and economic impacts of the COVID-19 pandemic. In this editorial, the author focus on economic aspect that is caused by the COVID-19 pandemic in Pasuruan City.

Economic shock due to COVID-19 can be clarified into three stages. Firstly, the virus hit employees and their spending. In the informal sector, workers did not receive payment when they were sick. Secondly, to flatten the curve, governments implemented some restrictions, including temporary travel bans, limitation of public transportation, and even business closures. These public-health containment measures nevertheless impact the economy. Thus, and thirdly, limiting economic activity causes an economic downturn. Such a downturn occurred during the Global Financial Crisis (GFC) of 2008 when consumers and business all around the world crouched in a wait-and-see mode. A particular downturn is reflected by negative economic growth and declining purchasing manager indices (PMIs). The COVID-19 crisis has struck health and economic systems in several places at the same time. Consequently, all sectors have been affected, although the impact is not equally distributed throughout the system.<sup>8</sup>

Adapting the well-known circular money flow diagram, the flow disruption anywhere causes a slowdown everywhere because the economy continues running only when money continues to circulate through the system. The COVID-19 pandemic has created an enormous shock to the global economy, possibly on a much larger scale than the GFC that happened more than 10 years ago. In the GFC, the shock originated from the subprime mortgage crisis, where it initially affected the demand side before disrupting the supply side. In the current crisis, however, the pandemic simultaneously impacted not only the demand side through lower consumption and investments but also the supply side through lockdown policies that have limited firms' production activities as well as labor mobility.<sup>9</sup> In April 2020, the World Bank predicted that the global economy would contract by 5.2% in 2020; this predicted contraction stands to be approximately three times worse than the 2009 contraction caused by the GFC. As the pandemic continues to worsen, moreover, economic activity faces potentially even greater pressures, which may lead to lower economic growth than what had been projected.<sup>10</sup>

For Pasuruan City itself, Covid-19 does not only have an impact on the health sector. However, all sectors have caused many cases of poverty due to the low quality of the economy. First, in terms of health. Where the benchmark for the success of health programs and socio-economic development is seen from the life expectancy of the population. The increase in the level of health indicates an improvement in the health status of the community through access and the quality of health itself through the life expectancy. Life expectancy itself has increased to 71.52 years where previously it was only 71.40 years. Meanwhile, in terms of the Pain Rate, it also increased by 1.70 percentage points in 2019 so that it became 18.04 percent which was initially 16.34 percent in 2018. And in 2020 it will

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<sup>7</sup> International Monetary Fund (IMF). 2020. World Economic Outlook, April 2020: The great lockdown. International Monetary Fund. <https://www.imf.org/en/Publications/WEO/Issues/2020/%2004/14/weo-april-2020>

<sup>8</sup> Andersen, et al. (2020). Consumer Responses to the COVID-19 Crisis: Evidence from Bank Account Transaction Data. SSRN Electronic Journal. <https://doi.org/10.2139/ssrn.360981> .

<sup>9</sup> Baldwin, R., & Mauro, B. W. (2020). *Mitigating the COVID Economic Crisis: Act Fast and Do Whatever It Takes*. CEPR Press.

<sup>10</sup> World Bank. (2020b). *Global Economic Prospects, June 2020*. <https://doi.org/10.1596/978-1-4648-1553-9> .

also increase to 21.16 percent. This increase illustrates that the increase in the number of people experiencing health complaints is not matched by a healthy lifestyle.<sup>11</sup> Moreover, in 2020, Pasuruan City was also found to be a city that was also affected by Covid-19. Based on data by the Pasuruan City Health Office as of July 10, 2021, there were 2281 confirmed cases of the SARS-Cov-2 virus in Pasuruan City, of which 1783 people were confirmed to have recovered and 177 were confirmed dead.<sup>12</sup>

Based on data obtained by the National Socio-Economic Survey, that in dealing with health complaints, around 51.54 percent of the population took outpatient treatment and the remaining 48.46 percent did not seek outpatient treatment. The most dominant reason for the residents of Pasuruan City is because most of them experience self-medicating at home by 84.21 percent and actually feel that their complaints are normal and do not need treatment (13.23 percent).<sup>13</sup> That is, based on the data, it can be concluded that with issues related to the pandemic which are widely applied to hoax issues and are not filtered by the community, so many Pasuruan City people are reluctant to trust hospitals as a means of optimal health recovery.<sup>14</sup>

Other sectors have also received a lot of attention. For example, the education level of the population aged 15 years and over in Pasuruan City until 2020 during the pandemic still requires a lot of attention. Based on Susenas data in 2020, the population aged 15 years and over who graduated from elementary school and below is quite high. There are 18.99 percent of the population only have an elementary school diploma and even 18.05 percent do not have a diploma at all. Meanwhile, only 10.58 percent of those who actually completed their education to college.<sup>15</sup> In fact, those aged 15 years and over should have at least an elementary school diploma. This is none other than due to the economic conditions affected by the pandemic which caused many people to drop out of school. This is what certainly reduces the quality of Pasuruan's human resources so that it cannot be denied that many people are unemployed and have an impact on poverty.

Sakernas August 2020 data shows that of the 154,895 working age population in Pasuruan City, around 21,706 workers or 14.01 percent of them are affected by Covid-19. The biggest impact that was felt the most was a reduction in working hours due to Covid-19 (78.92 percent) then not working because of Covid-19 (12.94 percent), unemployment due to Covid-19 (5.53 percent) and a change from being active in economic activities into the Non-Work Force group because Covid-19 reached 2.60 percent.<sup>16</sup> Although this figure is not as much as those who experienced a reduction in working hours, but still, this small number is a number experienced by humans whose natural rights are already obligated to receive protection from the Government and their rights are protected. So, the problem is not quantity, but the small number, which is still a count of people who have experienced disasters from their work due to being affected by the pandemic in Pasuruan City.

Moreover, this small number also has an impact on poverty in Pasuruan City which has increased. Based on the calculation of the poverty depth index during the 2016 to 2020 period, it fluctuated. In 2016, the Poverty Depth Index reached 1.35 and declined the

<sup>11</sup> BPS Kota Pasuruan, *Umur Harapan Hidup Kota Pasuruan* (Pasuruan: BPS Kota Pasuruan, 2020), hlm. 22-24.

<sup>12</sup> Data oleh Dinas Kesehatan Kota Pasuruan tanggal 10 Juli 2021.

<sup>13</sup> BPS Kota Pasuruan, *Hasil Survei Sosial Ekonomi Nasional* (Pasuruan: BPS Kota Pasuruan, 2020), hlm. 26-27

<sup>14</sup> Vigo, D., et al. (2020). Mental Health of Communities during the COVID-19 Pandemic. *The Canadian Journal of Psychiatry*, 65(10), 685. <https://doi.org/10.1177/0706743720926676>.

<sup>15</sup> BPS Kota Pasuruan, *Susenas* (Pasuruan: BPS Kota Pasuruan, 2020), hlm. 39-40.

<sup>16</sup> BPS Kota Pasuruan, *Sakernas* (Pasuruan: BPS Kota Pasuruan, 2020), hlm. 60-61.

following year with a score of 0.58 percent. The decline in this index indicates that the average expenditure of the poor tends to approach the poverty line and the disparity in spending for the poor is also narrowing. In 2020 in the midst of a pandemic, the poverty index fell to 0.78, this means that the average distance of the poor's spending is getting closer to the poverty line.<sup>17</sup>

***The Mechanism of The Reconstruction the Major's Policy in Order to Economic and Poverty Recovery in Pandemic at Pasuruan City East Java, Indonesia***

To respond to the crisis caused by the pandemic, all nations around the world have executed both health-related policies, e.g., attempting lockdown to control the spread of the virus and conducting intensive testing and tracing, and economic stimulus policies to limit the adverse financial impact of the pandemic. Although the recovery phase will likely vary across sectors or industries, in general, it will be highly dependent on two issues: public health policiesto restrict the spread of the virus and, later, economic policiesto diminish the adverse impact of the shock. propriate policy responses will not be sufficient to achieve quick recovery if the pandemic cannot be contained, as the pandemic itself will put some pressure on economic activity. In Indonesia, the government has implemented some policies to mitigate the impact of COVID-19. For example, it has established a COVID-19 task force for rapid health responses while utilizing the military and police forces to assist in the logistical responses during lockdown.<sup>18</sup>

Meanwhile, the government has used economic policies ranging from budget reallocations to the expansion of social protection programs<sup>19</sup> to reduce the impact of the pandemic on economic and social activities. While these policies may boost the recovery process, it is important to note that COVID-19 has not put new pressures on the economy but has only exposed the current economic system. For example, current economic activity continues to depend on fossil fuels, and this dependence leads to increased global greenhouse gas emissions and the potential for a greater environmental crisis. At the same time, any environmental crisis will also increase the likelihood and impact of future infectious diseases, including future waves of COVID-19.<sup>20</sup> Therefore, ensuring a sustainable recovery is essential not only to overcome the devastating effects caused by the COVID-19 pandemic, but also to prevent the occurrence of similar crises in the future. The unprecedented crisis due to COVID-19 provides an opportunity for the Government of Indonesia to implement several issues related to the environment and nature. Climate change will remain a significant hurdle even after a virus outbreak.<sup>21</sup> Therefore, proper handling of the economic crisis due to COVID-19 must also consider the impact of these policies on climate change and other sustainable development goals (SDGs). As the magnitude of this crisis and the government's response can affect the economy of the future, it is imperative that governments design and implement sound economic and social

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<sup>17</sup>BPS Kota Pasuruan, *Susenas Data Kemiskinan*(Pasuruan: BPS Kota Pasuruan, 2020), hlm. 91.

<sup>18</sup> Djalante, et al. (2020). Review and analysis of current responses to COVID-19 in Indonesia: Period of January to March 2020. *Journal of Progress in Disaster Science*, 6, 100091. <https://doi.org/10.1016/j.pdisas.2020.10009>

<sup>19</sup> ILO. (2020a). Country policy responses: Indonesia. Retrieved from <https://www.ilo.org/global/topics/coronavirus/country-responses/lang-en/index.htm#ID> .

<sup>20</sup> OECD. (2020a). *Building Back Better : A Sustainable , Resilient Recovery after COVID-19*.

<sup>21</sup> Benmelech, E., & Tzur-Ilan, N. (2020). The Determinants of Fiscal and Monetary Policies During the COVID19 Crisis. SSRN Electronic Journal. <https://doi.org/10.2139/ssrn.3634549> .



policies now. In addition, it is also important for the parties to come up with a new approach to more effective fiscal policy to help the economic recovery.

In this chapter, the author propose some frameworks and several alternative approaches that could be adopted during this sustainable recovery period in Pasuruan but it is hoped that it can be done in all of regions in Indonesia. In the following sections, introduce some of the sectors that need to be prioritized during the recovery period. The author also focuses on policies that can be implemented to increase employment opportunities. Next, we recommend strategies on how to increase beneficiaries of social protection programs and to ensure that some credit programs can be more impactful and effective. To address some of the problems with budgetary sustainability, the authors also recommend alternative ways to manage government expenditures and revenues. In the last part of this chapter, the author offers several staging strategies during this recovery, regarding what to prioritize both in the short and long term.

#### **Determination of what should be prioritized**

##### **a. Low Technology Medical Equipment and Pharmaceutical Products**

The importance of the critical, life-sustaining medical commodities and personal protective equipment (PPE) in the time of COVID-19 cannot be overstated, particularly for health workers and hospital staff. Limited supply and its immediate consequences on availability would conceivably cause upward movement in the prices of these commodities. Such increases in prices will, in turn, substantially hamper the ability of the health sector to battle the COVID-19 pandemic. It is very important, therefore, that the mayor of Pasuruan City ensure access to these health products, which can be achieved through either: 1) liberalizing the trade for these products; or 2) improving the domestic supply chain so as to boost national production of the health products. Fortifying supply for these products through both means can help build resiliency and mitigate against the risks of the current crisis (as well as likely future ones). Improving the domestic supply chain can also be helpful should main trading partners turn inward to prioritize their domestic needs, thereby reducing the volume of trade for these products.

Development of a domestic supply chain can potentially increase domestic labor absorption, partly due to the labor-intensive nature of the manufacturing industry. In addition, there also remains the potential for Indonesia to promote its domestically produced health products to meet global needs in the time of COVID-19. However, the current state of affairs indicates that Indonesia's health sector still plays a relatively minor role in the overall economic landscape.<sup>22</sup> Its development should also be conducted with great caution, particularly with regards to environmental and sustainability aspects, as massive production of medical and PPE products has been linked to increased waste, which could cause further damage to the already troubled Indonesia environmental landscape.

##### **b. Promoting a Sustainable Ocean Economy**

According to the World Bank, more than 350 million jobs around the globe are directly linked to marine resources, such as fisheries, with 90% of these jobs in the developing countries. The marine sector contributes up to 6.06% of livelihoods and 4.12% percent of the workforce. The Organisation for Economic Co-operation and Development

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<sup>22</sup> Gong, et al. (2020). A balance act: minimizing economic loss while controlling novel coronavirus pneumonia. *Journal of Chinese Governance*, 5(2), 258. <https://doi.org/10.1080/23812346.2020.1741940>.

(OECD) estimates that the gross value added of the global ocean economy could grow to about US\$3 trillion and employment to more than 40 million people by 2030 based on the business-as-usual scenario.<sup>23</sup> As an archipelago state, Indonesia has a huge potential in marine resources. Supporting a sustainable ocean economy would protect local communities from storm and wave damage, maintain food security, mitigate the effects of climate change, improve water quality, and promote a safe and secure working environment for workers. However, the current policy trajectory has not significantly addressed the issue of illegal, unreported, and unregulated (IUU) fishing, which intensifies overexploitation in the ocean. Considering that up to 80% of the Indonesia population lives in coastal areas (Ministry of Environment and Forestry of Indonesia, 2014), a more favorable policy for the ocean economy would not only improve local economies, but also significantly contribute to achieving the Sustainable Development Goal (SDG) 15 (life below water) by 2030.

**c. Lower-middle and middle-income groups who are now poorer and vulnerable**

The survey results show that most households have faced earning losses. In such a dynamic situation, it is imperative to continue identifying and enrolling affected households in social assistance and labour market programs. Such new households could be identified through on-demand application, community targeting and then validated through the civil registry and non-conventional data sources such as mobile phones, electricity, bank account.<sup>24</sup> The government of Indonesia has made its best possible efforts, given the unprecedented scale of the crisis, to introduce policy measures to help workers keep their jobs while the pandemic is ongoing, combined with measures to encourage job creation and ease adjustment to new jobs as the pandemic subsides. These have included measures to curb the spread of the virus by supporting teleworking for workers when possible and requiring stricter health and safety standards in workplaces; a wage subsidy program (Bantuan Subsidi Upah) for workers who have been furloughed or experienced pay cuts; and reskilling and upskilling through its flagship Kartu prakerja Program, which is also a double-track measure to distribute unemployment benefits to informal and self-employed workers affected by COVID-19.

These measures are in line with good policies implemented globally and in peer countries to dampen the negative impact and encourage a speedier labour market recovery.<sup>25</sup> Some additional considerations for workers in the formal sector could include extension or increased paid sick-leave entitlement to allow workers to self-isolate (such as in South Korea, US, France); regulations to restrict collective or individual dismissals (Turkey, Spain and France). Job search and job placement measures could also be an avenue for reaching out to Indonesia's informal workers and/or supporting transition to the formal sector in the aftermath of the crisis. France, Germany and Netherlands are examples of countries that have introduced online tools to connect displaced workers with vacancies and/or promoted existing online job-matching platforms (ILO& OECD, 2020). Finally, workers who need to care for children

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<sup>23</sup> OECD. (2016). *The Ocean Economy in 2030: The Ocean as a Sustainable Source of Economic Growth*.

<sup>24</sup> Karina, N. (2020). Strengthening Indonesia's social protection in the COVID-19 era: Strategy and lessons from evidence. Available at: <https://www.povertyactionlab.org/blog/11-20-20/%20strengthening-indonesias-social-protection-covid-19-era-strategy-and-lessons-evidence> (Accessed: July, 7th 2021).

<sup>25</sup> Bluedorn, J. (2021). Working out the Differences: Labour Policies for a Fairer Recovery, IMF Blog, Available at: [https://blogs.imf.org/2021/03/31/working-out-the-differences-labor-policies-for-a-fairer-recovery/?utm\\_medium=email&utm\\_source=govdelivery](https://blogs.imf.org/2021/03/31/working-out-the-differences-labor-policies-for-a-fairer-recovery/?utm_medium=email&utm_source=govdelivery) (Accessed: July, 7th 2021).



and/or other family members can be supported by extending parental leave (for formal sector workers) or safe and affordable childcare services to those who need them.<sup>26</sup>

### The way to implementation

#### a. From the Demand Side

Employment promotion from the demand side of the labor market should be focused on keeping firms from exiting, maintaining current levels of employment (and increasing employment opportunities), and ensuring inclusiveness of worker protections. The policies could be in the form of (1) tax incentives, loan interest subsidies, and credit restructuring to the firms (including micro, small, and medium enterprises) to jumpstart their activities; (2) employment and income provision for the furloughed (unpaid leave) workers to make sure that the workers have a decent livelihood and to prevent them from falling into poverty; and (3) inclusive protection for the workers, both in terms of social protection and employment agreement.

PEN as stated in Presidential Decree no. 23, year 2020 (PP 23/2020) is ultimately important for the MSMEs, since the program covers 60.66 million MSMEs (Ministry of Finance Republic of Indonesia, 2020) through loan-interest subsidies to jumpstart their business activities. Among MSMEs, this program is particularly important for ultra-micro and micro enterprises, MSMEs that only rely on physical (offline) stores, and MSMEs in educational service, information and communication, and transportation and storage services sectors (since they are impacted the most by COVID-19).<sup>27</sup> The program is expected to have a huge impact on employment and economic activity overall, since 43 percent of workers (54.7 million) are working in MSMEs, and specifically 23 percent of workers are working in micro enterprises in 2019.<sup>28</sup> Hopefully, it can be used by the major to coordinate with the MSM to optimize it well by adding this to Regional Revenue And Expenditure Budget (APBD) as the operational budget listed.

Instead of laying off workers due to the pandemic, the government can also help businesses and workers by retaining staff through certain income provisions. In a normal situation, employment retention and income provision programs are useful to reduce the cost for finding and training new employees. During the COVID19 pandemic, this program is useful for maintaining workers' livelihoods, as well as for helping businesses reduce costs and stay solvent. The United Kingdom and Malaysia provide great examples of how this program could work during the pandemic. The United Kingdom, through "Coronavirus Job Retention Scheme" (CJRS), allows businesses to claim a certain amount of money from the government to subsidize employees' monthly salaries.<sup>29</sup> The amount of salary subsidy given to the businesses decreases as the

<sup>26</sup> ILO & OECD (2020). The impact of the COVID-19 pandemic on jobs and incomes in G20 economies. Available at: [https://www.ilo.org/global/about-the-ilo/how-the-ilo-works/multilateral-system/g20/reports/WCMS\\_756331/lang-en/index.htm](https://www.ilo.org/global/about-the-ilo/how-the-ilo-works/multilateral-system/g20/reports/WCMS_756331/lang-en/index.htm) (Accessed: July, 7th 2021).

<sup>27</sup> LIPI. (2020). Survei Dampak Pandemi COVID-19 Terhadap Kinerja Usaha Mikro Kecil Menengah Indonesia: Mitigasi dan Persiapan Pemulihan. Retrieved from [https://drive.google.com/drive/folders/1TkC\\_p4SO5rvYDcU\\_4yyZbIO1Vxc0GD9w](https://drive.google.com/drive/folders/1TkC_p4SO5rvYDcU_4yyZbIO1Vxc0GD9w).

<sup>28</sup> Mandiri Institute. (2020). *UMKM di Tengah Pandemi Covid-19: Analisa Sektoral dan Rekomendasi Kebijakan Stimulus Fiskal*.

<sup>29</sup> Government of the United Kingdom. (2020). Coronavirus (COVID-19): Guidance and support. Retrieved August 2, 2020, from <https://www.gov.uk/guidance/claim-for-wage-costs-through-the-coronavirus-job-retention-scheme>.

economy recovers. The main requirement for the business to be able to take part in this scheme is that it has furloughed employee(s) from March 1 to June 30, 2020 for the current period (before July 1). Workers with all categories of visa (including immigrants and expatriates) could also be covered under this scheme. The government could cover up to 80 percent of the workers' monthly salaries for the initial months the employee is furloughed (temporary unpaid leave). When the economy starts to recover, the share of the salary subsidy given by the government to the businesses would eventually decrease.

Malaysia also has a similar program called "The Employment Retention Program" or ERP.<sup>30</sup> This program provides income provisions to workers who have agreed to take unpaid leave as a result of downturns due to COVID-19. In this program, only private sector employees can claim this benefit, including temporary workers. Employees who are eligible to this scheme are also limited to those whose monthly income is equal to or less than MYR4,000 and those who got notice of unpaid leave for at least thirty days from March 1, 2020, for a period of one to six months. During the COVID-19 pandemic, the Government of Indonesia, through Ministry of Manpower (MoM), could use the existing program to protect workers impacted by the pandemic from loss of wages during unemployment and can give them a decent livelihood. For instance, existing programs such as pension plans/insurance could be used to implement employment retention programs in Indonesia until COVID-19 is no longer considered an emergency or non-natural disaster. The duration and the amount of salary subsidies given to affected businesses can vary—from one to six months—depending on the overall budget and condition of the economy, i.e. whether it is stagnating or recovering. In the future, as a sustainable instrument to provide a livelihood for these workers, the government could design an unemployment insurance scheme that allows recently unemployed workers to receive enough money to cover their monthly expenses during their period of unemployments.

Before the COVID-19 pandemic, the coverage of social protection programs is already low among workers in Indonesia. In 2019, only 49.1 percent of employees and casual workers were covered by health insurance, only 43.5 percent were covered by work accident insurance, and only 33.9 percent were covered by death insurance.<sup>31</sup> For the employees, less than one in three employees are covered by old-age insurance or pension insurance. This is in addition to the fact that the best insurance is only for workers with permanent (PKWTT) or temporary (PWKT) employment agreements. Those with informal (verbal) or no employment agreement are less likely to have insurance, as only one out of twenty workers with informal (verbal) employment agreement has health insurance or work accident insurance. The coverage is only less than 5 percent for other types of insurance among workers with informal (verbal) informal employment agreements. Less than half of the workers have formal employment agreements: only 18.6 percent of workers have permanent employment agreements (PKWTT), and 27.4 percent have temporary employment agreements (PKWT).

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<sup>30</sup> BDO. (2020). COVID 19: The Employment Retention Programme. Retrieved August 2, 2020, from <https://www.bdo.my/en-gb/insights/featured-insights/covid-19-the-employment-retention-programm>.

<sup>31</sup> According to Sakernas 2019 (August), calculated by authors.

These imply that more than half of workers in Indonesia are not covered by proper protection, from legal protections related to minimum wage and decent work policies to insurance and social protections. During COVID-19, the number of workers who are not adequately covered by health and employment protection increases as job losses mount. To make workers' protection more inclusive, the government has rolled out many social protection programs during the pandemic, including increases in the coverage of the programs such as staple food (Sembako), conditional cash transfer (PKH), and direct cash assistance through a village fund (BLT-DD) for those who live in rural areas (Gentilini et al., 2020).<sup>32</sup> Ministry of Finance has allocated IDR 3 trillion to subsidize national health insurance premiums for over 14 million nonsalaried workers (Pekerja Bukan Penerima Upah) who enrolled in Class III (the lowest class of healthcare service) in response to the pandemic in which the subsidy will be paid to BPJS Kesehatan (Tempo, 2020). Ministry of Manpower and Coordinating Ministry of the Economy have also implemented Pre-Work Card (Kartu Prakerja) as a means for unemployed workers and first-time job seekers to receive training. Nevertheless, the pre-work card program is currently on hold due to administrative and eligibility issues (CNBC Indonesia, 2020a). In the future, the government could intensify and extend existing social and employment protection programs for workers. A good start would be increasing the coverage of health, work accident, and death insurance for both salaried and non-salaried workers and for workers with both formal and informal employment agreements. To reinforce legal protections for workers, the government could also design a mechanism in which any type of worker can get a proper, formal employment agreement. This is to ensure that the workers do not lose their rights and that they perform their responsibilities accordingly.

**b. From the Supply Inside**

Employment promotion from the supply side involves the workers themselves. In general, the goal of supplyside employment promotion is to enhance the quality and adaptability of workers in the labor market. While labor force participation of the fifteen-year-old and older demographic has stagnated at around 65 percent to 70 percent in the past twenty years,<sup>33</sup> the majority of workers still only have six years of education or less, indicating that the quality of workers available in the labor market is still low. There are three recommendations for promotion of employment through workers: (1) increase access to secondary and tertiary education; (2) enhance the quality of education; and (3) provide training and education for workers and everyone over the lifecycle.

In order to extend the access to education, mainly for secondary and tertiary education, needs to be increased in order to have more educated workers in the labor market in the future. In order to achieve this goal, the government first needs to identify whether the low GER for secondary and tertiary education is caused by the lack of school or teacher availability (supply side) or the willingness of the people or students to pursue higher levels of education (demand side). The identification of this problem is

<sup>32</sup> Gentilini, U., Almenfi, M., Dale, P., Lopez, A. V., Mujica, I. V., Quintana, R., & Zafar, U. (2020). Social Protection and Jobs Responses to COVID-19: A Real-Time Review of Country Measures. Retrieved from <http://documents1.worldbank.org/curated/en/590531592231143435/pdf/Social-Protection-and-Jobs-Responses-to-COVID-19-A-Real-Time-Review-of-Country-Measures-June-12-2020.pdf>

<sup>33</sup> World Bank database: National estimates of LFPR 15+ (Total) for Indonesia.

important in coming up with the right policy to increase access to education and improve GER for secondary and tertiary education.<sup>34</sup> If the problem lies on the supply side, then the government could reinforce the existing policy to increase school and/or teacher availability. If the problem lies on the demand side, then the government could expand the existing program that relates to education access expansion, such as school operational assistance (Bantuan Operasional Sekolah [BOS]) or the Indonesia smart program (Program Indonesia Pintar [PIP]) that helps students to attend school by giving them necessary equipment (such as school bags and supplies).

Or there could be mandatory schooling for school-age children from the poorest households through a conditional cash transfer (PKH) program to prevent them from becoming child laborers to help their household make ends meet.<sup>35</sup> As the return of investment in the education sector takes years to be realized, investment in the form of increasing access to secondary and tertiary education needs to be implemented as early as possible. Indonesia could have more educated and more productive workers available in the labor market and thus create sustainable growth in the future.

As Indonesia is realizing the potential of its education sector in recent years, now that more educated workers are available in the labor market, the policy to increase quality and enhance the adaptability of workers continues. Despite the “quantity” of students enrolled, education from primary to tertiary level has been improving over the years; however, the “quality” of education in Indonesia is still lacking compared to other countries. According to Programme for International Student Assessments (PISA) 2018, Indonesian students scored lower in mathematics, reading, and science compared to the OECD average.<sup>36</sup> Only 30 percent of students have level-2 proficiency or higher in reading (OECD average: 77 percent), 28 percent have level-2 proficiency or higher in mathematics (OECD average: 76 percent), and 40 percent have level-2 proficiency or higher in science (OECD average: 78 percent). Furthermore, Indonesian students lost three to four years of schooling on average in the context of learning. For example, people with nine years of schooling in Indonesia have the same capability as people with five or six years of schooling in overall students surveyed in PISA.<sup>37</sup> Furthermore, there has been no significant learning progress between Indonesian children cohorts in the past fifteen years despite improved school enrollment. The government has implemented education policies that address this issue. In 2005, the government implemented teacher reform in order to improve the national education system in Indonesia.<sup>38</sup> One of the policy packages is to make teacher certification mandatory. And when the teacher has achieved a certain certification, the government will double the teacher’s salary in order to inspire the teacher to perform better and thus increase the quality of education delivered in the class.<sup>39</sup>

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<sup>34</sup>Hong, H., Li, F. W., & Xu, J. (2019). Climate risks and market efficiency. *Journal of Econometrics*, 208(1), 250.

<https://doi.org/10.1016/j.jeconom.2018.09.015>

<sup>35</sup> World Bank. (2017). *Learning for All: Towards Quality Education for Enhanced Productivity & Economic Growth in Indonesia*. Jakarta.

<sup>36</sup> OECD. (2019). *Programme for International Student Assessment (PISA) Results from PISA 2018: Indonesia Country Note*. Retrieved from [https://www.oecd.org/pisa/publications/PISA2018\\_CN\\_IDN.pdf](https://www.oecd.org/pisa/publications/PISA2018_CN_IDN.pdf).

<sup>37</sup> Filmer, et al. (2020). Learning-adjusted years of schooling (LAYS): Defining a new macro measure of education. *Journal of Economics of Education Review*, 77, 101971.

<sup>38</sup> Undang-Undang Nomor 14 Tahun 2005 (Constitution 14/2005) about Teacher and Lecturer

<sup>39</sup>Beatty, et al. (2018). *Indonesia Got Schooled: 15 Years of Rising Enrolment and Flat Learning Profiles*.

However, the doubling teachers' salaries is not effective in increasing education quality, which was measured by student test scores over three years of the study, but it increases the teacher's overall satisfaction and makes him or her less likely to hold more than one teaching job. In order to enhance the quality of education in Indonesia, the government through the Ministry of Education should also shift the focus from "quantity" to "quality" of education through education system reforms. Some of the policy ideas could imitate the ones that have been implemented in developed countries by decreasing the teacher-to-pupil ratio, creating an education curriculum not only emphasized student test scores but also encouraged the use of logic for problem solving instead of memorizing and depending only on standard textbooks. This approach also emphasized the well-being, interest, and talent of the students.<sup>40</sup>

Education is not only important for those who are school age but also for those who have already graduated from formal educational institutions. The journey of formal education is begun in elementary school and goes to high school or higher. People usually spend twelve years of schooling before graduating from high school or spend sixteen years of schooling to graduate from university with a bachelor's degree. Some people even pursue master's degrees and doctoral degrees, where they dedicate up to twenty-two years of their lives to formal education. Nevertheless, the presence of formal education is not enough to enhance the quality and adaptability of workers in the labor market. Informal education, in the form of regular or irregular training, conducted by private party or the government from the cradle to the grave, needs to be prioritized in the sustainability agenda, as this can facilitate skilling, upskilling, and reskilling of workers over their lifecycle in response to fluctuating labor market and the economy in general. COVID-19 has certainly changed how jobs are being done. With lockdowns and social restrictions in place, many workers were ordered to work from home. Some of the jobs available in the labor market could be done remotely. World Bank (2020c) <sup>41</sup>estimates that only 21 percent of jobs could be done remotely in Indonesia, while 37 percent in the United States could be done remotely. General government and financial sectors in Indonesia have the highest percentage of jobs that can be done remotely. By contrast, agriculture, construction, and tourism-related sectors in Indonesia have the lowest percentage of jobs that can be done remotely. Moreover, workers with "employee" status and in the highest income bracket have a higher percentage of the jobs that can be done remotely. The demand for flexible and highly adaptable workers will not only apply in the context of COVID19 but also in the context of future structural transformation in the economy as well as in the changing nature of work itself. As the economy shifts from a low-productivity traditional sector to high-productivity modern sector, workers are encouraged to have information and technology literacy: they should be able to do simple tasks that require use of the computer and internet, as well as complex problem-solving skills.

Furthermore, workers are also expected to have alternative working arrangements now: for example, they might have not only one permanent job but also two or more jobs that can be done as temporary "gig" jobs. In the United States, the

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<sup>40</sup> De Ree, et al. (2018). Double for Nothing? Experimental Evidence on an Unconditional Teacher Salary Increase in Indonesia. *The Quarterly Journal of Economics*, 133(2), 997.

<sup>41</sup> World Bank. (2020c). *Indonesia Economic Prospects, July 2020: The Long Road to Recovery*. Retrieved from <https://openknowledge.worldbank.org/handle/10986/34123>

trend of “gig” jobs, covering on-call workers, temporary help agency workers, contract workers, and independent workers are increasing over the past years, and these jobs also characterized by the intensive utilization of internet.<sup>42</sup> Training and education outside formal schooling needs to be provided for workers in all age groups in order to increase the capacity and capability of workers in the future and to anticipate the changing nature of work. Massive Online Open Course (MOOC) platforms, such as edX, Coursera, and Udacity have paved the way to lifelong learning for everyone. Everyone can take courses for self-improvement without any formal registration to a formal education entity. In Indonesia, the pre-work card (Kartu Prakerja) has the potential to facilitate skilling, reskilling, and upskilling needed by the workers over their lifecycle. If lifelong learning is facilitated, workers can have more flexible choices and can adapt easily to the fluctuating labor market situation that they will face in their lifetimes.

## CONCLUSION

Based on the previous discussion, it can be concluded that the pandemic has a direct impact on increasing the poverty rate in Pasuruan City. Although various policies from regional heads have been implemented based on policies that have been set by the central government, these still do not accommodate the economy and poverty reduction in Pasuruan City. Thus, it is necessary to reconstruct policies that have been implemented and then replaced with better ones. Where the steps from the demand side themselves, could be in the form of (1) tax incentives, loan interest subsidies, and credit restructuring to the firms (including micro, small, and medium enterprises) to jumpstart their activities; (2) employment and income provision for the furloughed (unpaid leave) workers to make sure that the workers have a decent livelihood and to prevent them from falling into poverty; and (3) inclusive protection for the workers, both in terms of social protection and employment agreement. As for the supply side, efforts can be made by (1) increasing access to secondary and tertiary education; (2) enhance the quality of education; and (3) provide training and education for workers and everyone over the lifecycle.

## ACKNOWLEDGEMENT (If any)

First of all, the writer would like to express his gratitude to Allah SWT for giving grace and favors, especially healthy and time so that the author can finish this article. The author also does not forget to thank the family for their support and prayers, then to the supervisors for their knowledge and learning during discussions and consultations regarding this article.

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<sup>42</sup> Katz, L. F., & Krueger, A. B. (2019). The Rise and Nature of Alternative Work Arrangements in the United States, 1995–2015. *ILR Review Journal*, 72(2), 385.



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