



Analysis of Local Government Policy Regarding Requirements for Covid-19 Vaccine Certificate in Public Places (Case Study: Jambi City)

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Abstract. The number of cases of Corona Virus Diseases 2019 (Covid-19) in Indonesia demands a government policy in a certain legal product as an effort to suppress the rate of increase in the spread of Covid-19. One of the policies implemented is to arrange vaccinations organized by the government to all Indonesian people thoroughly and gradually. Jambi City is one of the regions that applies a Covid-19 vaccine certificate as an administrative requirement to enter public places in public spaces. This policy is of course in line with the development of accelerated vaccination, which is the government's priority in controlling Covid-19 cases in Jambi City, where the vaccination achievement in Jambi City is the highest in 'Indonesia outside of Java and Bali with a percentage of 85 percent of the Covid-19 number for the first dose of vaccine and 50% for the second dose of vaccine. This study looks at how the Jambi City Government in implementing policies regarding Covid-19 vaccination certificates as an administrative requirement to enter public places in Jambi City by analyzing a series of these policies substantively and related to their application to people living in Jambi City. This research is expected to contribute to the development of administrative policies related to Covid-19 vaccination certificates in Jambi City.

Keywords: Policy · Local Government · Covid-19 Vaccine Certificate

1 Introduction

Corona Virus Disease 19 or hereinafter referred to as Covid-19 is a pandemic [1] that is currently affecting all regions of the world including Indonesia. As of March 15, 2022, there were 14,408 new cases with a total of 5,910,000 cases [2]. Based on the increase in the number of new cases, of course it is necessary to have a government policy in a certain legal product as an effort to suppress the rate of increase in the spread of COVID-19 in Indonesia.

One of the policies implement is to carry out vaccinations organized by the government to all Indonesian people thoroughly and gradually. According to Article 1 point 3 of the Regulation of the Minister of Health Number 10 of 2021 regarding the Implementation of Vaccination in the Context of Combating the Corona Virus Disease 2019 Pandemic, vaccination is the administration of a vaccine[3] that is specifically given in

order to cause or increase a person's immunity actively against a certain disease. If one day they are exposed to the disease, they will not get sick or only experience mild illness and will not become a source of transmission [4]. Meanwhile, after the Covid-19 vaccine is given to a number of people, that person will later receive a proof in the form of a Certificate of Vaccination Program or Mutual Cooperation in the form of a Covid-19 Vaccination Card or electronic certificate [5].

In general, an electronic certificate as proof that the covid-19 vaccine has been given is the most common proof given to people who have carried out the Covid-19 vaccination. Over time, Covid-19 vaccine certificates have more complex uses and functions than simply as proof that someone has been vaccinated. The functions and uses of the current Covid-19 vaccination certificate are as follows:

1. As an administrative requirement to travel long distances for everyone who uses public transportation modes such as trains, buses, airplanes, and ships;
2. As an administrative requirement to access public places in public spaces such as shopping centers, restaurants, certain traditional markets, places of entertainment and recreation, as well as other public places;
3. As an administrative requirement to organize certain activities that use facilities in public spaces such as wedding receptions [6].

Jambi City is one of the regions that applies a Covid-19 vaccine certificate as an administrative requirement to enter public places in public spaces. The policy for the implementation is based on the commitment of the Jambi City Government in order to overcome the spread of the Covid-19 pandemic so that everyone who has a Covid-19 vaccine certificate is considered to have complied with the Covid-19 prevention procedures which at the same time minimizes the risk of the spread of the pandemic through a well-executed vaccination process has been followed by people who already have a Covid-19 vaccination certificate in Jambi City.

This implementation is realized through the Jambi Mayor's Circular (Surat Edaran) Number: PW.01/441/DPK/2021 which is addressed to hotel/lodging entrepreneurs, guest houses, boarding houses, shopping centers, and restaurants/restaurants which have the following substances:

1. Every entrepreneur who owns hotels, inns, guest houses/boarding houses, shopping centers, and restaurants/restaurants requires people who will stay overnight (check-in) and/or visitors and customers who will eat and/or drink on-site (restaurants/restaurant) to show the first or second Covid-19 Vaccine Certificate to the officer, either using the Care Protect Application and or manually as a sign that they have been vaccinated, except for visitors who have comorbidities that cannot be vaccinated and show evidence from a specialist doctor or health facility;
2. Every hotel, inn, guest house, boarding house, shopping center, and restaurant restaurant is required to make banners and banners notification about the obligation to show a Covid-19 Vaccine Certificate for every guest who will stay (Check-in), visitors, and customers who will eat and/or drink on the spot;

3. This Circular Letter is socializing, furthermore the provisions regarding the implementation of the contents of this circular letter are stipulated by a Mayor's Decree which will take effect starting October 1, 2021 [7].

In fact, the implementation of the Covid-19 vaccination certificate rule as an administrative requirement to enter public places in public spaces targets several crowded centers that are often visited by the people of Jambi City, such as the Lippo Mart shopping center, Transmart, Jamtos Mall, and Wiltop Trade Center (WTC) Batanghari Mall as some examples of shopping centers with the highest number of visits in Jambi City which every day generate a crowd which has an effect on the ease of transmission of the Covid-19 virus and this is also related to the high interest of the people who visit and interact in the shopping center.

This policy is of course in line with the development of accelerated vaccination, which is the government's priority in controlling Covid-19 cases in Jambi City, where the achievement of vaccination in Jambi City is the highest in Indonesia outside of Java and Bali with a percentage of 85 percent of Covid-19 vaccinations for the first dose of vaccines and 50% for the second dose of vaccines [8].

The number of graphs of the achievements of the Covid-19 vaccination in Jambi City, then the application of the administrative requirements of the Covid-19 vaccination certificate in Jambi City can achieve success smoothly and in a not so long time considering that every day there is also an increase in the graph of additions, the provision of the Covid-19 vaccine in Jambi City which is directly proportional to the increase in the number of people who have Covid-19 vaccination certificates in Jambi City.

However, the success of the policy is not only based on the substance and conditions that support the achievement of the implementation of the substance of the legal policy, but must also pay attention to aspects of law enforcement and public awareness of the policies that have been implemented in order to achieve the common goal of implementing the policy which determines success whether or not the policy is implemented and binds the community.

Another thing that affects the success of implementing the Covid-19 certificate policy as an administrative requirement to enter public places in Jambi City is the form and strength of the binding power of legal products that contain the substance of the policy so that with the form and strength of binding legal products on policy This shows the firmness of the Covid-19 certificate policy as an administrative requirement to enter public places in Jambi City so that later it can have legal consequences for everyone who is not subject to the policy in the form of legal liability in the form of administrative sanctions.

This is what attracted the author's attention in conducting a study of the Jambi City Regional Government policy in implementing a policy on COVID-19 vaccination certificates as an administrative requirement to enter public places in Jambi City by analyzing a series of policies. Substantively and related to its application to the community in Jambi City, this research is also expected to contribute to the development of administrative policies related to the Covid-19 vaccination certificate in Jambi City.

Based on what the authors have described previously, the authors aim to find out and analyze the implementation of local government policies in enforcing vaccine certificate

Table 1. Total Data who have been vaccinated with vaccines 1, 2 and 3

No	Vaksin 1	Vaksin 2	Vaksin 3
1	480.488 orang	386.624 orang	59.552 orang

Source: Jambi City Government

policies as an administrative requirement for access to public places in Jambi City and on the authority of local governments in terms of enforcing vaccine certificate policies as administrative requirements on access to public places in Jambi City.

This research is also expected to be a reference in understanding Jambi City Government policies regarding the application of Covid-19 vaccination certificates to enter public places and as a basis for developing administrative policies related to Covid-19 vaccination certificates in Jambi City.

Therefore, the author chose the title Analysis of Local Government Policy Regarding Requirements for Covid-19 Vaccine Certificate in Public Places (Table 1).

2 Research Method

This research is an empirical juridical research, namely legal research regarding the enactment or implementation of normative legal provisions in real terms in every particular legal event that occurs in society. The specifications of this research are descriptive research where this research provides an overview of the implementation of the policy of applying vaccination certificates as an administrative requirement to enter public places or public spaces in Jambi City with the population and research sample being several crowded centers, especially shopping centers in Jambi City.

3 Findings and Discussion

Basically, the legal provisions regarding the Covid-19 vaccination policy in Indonesia are stated in Presidential Regulation Number 99 of 2021 which was later amended according to several provisions in Presidential Regulation Number 14 of 2021 and Presidential Regulation Number 50 of 2021 where the Ministry of Health as the executor of Covid-19 vaccination as stated in the Article 13 of Presidential Regulation Number 14 of 2021 has the authority to determine criteria and priorities for vaccine recipients, priority areas for vaccine recipients, schedule and stages of vaccine administration, and vaccination service standards wherein the determination must take into account the handling of Covid-19 and national economic recovery [9].

The provisions regarding the Covid-19 vaccination certificate policy as an administrative requirement to enter public places were originally a government policy in loosening restrictions on activities that occurred at the beginning of the pandemic or known as the Enforcement of Community Activity Restrictions (PPKM) in Indonesia. This policy has also been applied in several countries such as China and member countries of the European Union [10].

As for Indonesia itself, the policy on Covid-19 vaccination certificates begins with the provision of a certificate of evidence that a person has vaccinated either the first or second dose online which can be accessed through the Peduli Protect website and application, which later the certificate in softcopy can be used as the administrative requirements for entering public places depend on the policies made by the local government [10].

This also applies in Jambi City as one of the regions in Indonesia that applies a Covid-19 vaccination certificate as an administrative requirement to enter public places as also applied in other areas such as DKI Jakarta, Bandung, Semarang, and Surabaya which have previously implemented a similar policy in order to protect the public interest so that economic and social activities that previously had stopped can now work again.

The Covid-19 vaccination certificate policy as an administrative requirement to enter public places was initially initiated by a significant development in the level of community participation carrying out vaccinations in Jambi City which can be seen in the following table:

Based on the table, it has been illustrated that there is a fairly large number of community participation in connection with the implementation of vaccinations in Jambi City with the hope that these efforts will be able to minimize exposure to the Covid-19 virus, even though in reality there are still obstacles from the community who have not been cooperative with the Covid-19 vaccination policy in Jambi City who are reluctant to participate in activities where there must be a pattern of behavior as a

way for the community to act or behave the same and must be followed by all levels of society in the context of participating in vaccination activities. Covid-19 in Jambi City. Therefore, the Covid-19 vaccination certificate policy as an administrative requirement to enter public places or open spaces is expected to be able to build patterns of behavior as described previously.

The substance of the policy that has been regulated in the Circular Letter (Surat Edaran) of the Mayor of Jambi Number: PW.01/441/DPK/2021 has in such a way contained provisions regarding the urgency of the implementation of the Covid-19 vaccination certificate as an administrative requirement to enter public places or public spaces but in order to have a stronger form and binding power in the community, a stricter legal product is needed, namely the Jambi City Regional Regulation which regulates the policy.

The regional regulations in question are a set of legal rules that explicitly and clearly regulate the provisions regarding the nature and function of the Covid-19 vaccination certificate as an administrative requirement for entering public places or public open spaces or other administrative requirements related to the initial purpose of the program. This policy is in order to prevent the spread of Covid-19 in Jambi City, which focuses on preventing the spread in public places. With the existence of this regional regulation, legally it can contain a form of legal responsibility through administrative sanctions for people who violate the Covid-19 vaccination certificate policy.

The provisions regarding administrative sanctions in the Regional Regulation in question are based on what has been determined in Attachment I of Law Number 12 of 2011 concerning the Establishment of Legislations where the administrative sanctions can be in the form of revocation of permits, dissolution, supervision, temporary dismissal, administrative fines, or police coercion that can be given to policy violators [11].

Table 2. Visitor Data of WTC Batanghari Mall Jambi City in 2018 – 2022

WTC BATANGHARI MALL VISITOR DATA FOR 2018–2022					
MONTH	2018	2019	2021	2021	2022
January	309.640	343.040	249.495	327.366	342.044
February	274.229	299.882	246.227	281.284	312.079
March	280.113	323.340	169.325	318.858	346.639
April	299.354	344.412	42.632	353.888	74.000
May	310.463	414.984	113.984	454.630	-
June	315.543	340.386	131.875	322.636	-
July	348.471	328.870	254.061	226.941	-
August	344.815	305.112	283.699	131.518	-
September	331.154	283.802	226.780	208.834	-
October	314.435	249.113	199.749	270.854	-
November	303.564	294.690	256.112	282.269	-
December	417.674	347.128	351.130	342.549	-
Total	3.849.455	3.874.759	2.525.119	3.521.627	1.074.762
AVERAGE/ MONTH	320.787.92	322.896.58	210.426.58	293.469	-
AVERAGE/ DAY	10.693	10.763	7.014	9.782	11.100

Table 3. Jamtos Mall Visitor Data in 2021–2022

JAMTOS MALL VISITOR DATA	
YEAR	AVERAGE/ DAY
2021	MONDAY-THURSDAY = 8,000 Visitors - FRIDAY - SUNDAY = 15,000 Visitors
2022	MONDAY - THURSDAY = 8,000 Visitors - FRIDAY - SUNDAY = 15,000

However, this regional regulation must not contain any article phrases or discriminatory law implementations without further consideration of the reasons for someone who does not have a Covid-19 vaccination certificate because they do not follow or do not meet the requirements to take part in the Covid-19 vaccination (Table 2).

The policy in regulating Covid-19 vaccination certificates as an administrative requirement to enter public places is also supported by the fact that there are still many Jambi City people visiting public places such as shopping centers which can be seen according to the following (Table 3).

Table 4. Transmart Mall Visitor Data in 2021–2022

JAMTOS MALL VISITOR DATA	
YEAR	AVERAGE/ DAY
2021	1.500–2000 Visitors
2022	1.000–1500 Visitors

Based on the previous tables, it can be seen that there is a stagnant graph to a decrease in the number of visitors to several shopping centers in Jambi City when viewed according to the daily average number. However, the number of visitors is still relatively high (Table 4).

This gives an illustration that the policy in determining the Covid-19 vaccination certificate as an administrative requirement to enter public places or public spaces in Jambi City becomes a separate urgency to be immediately stipulated in a Regional Regulation in order to address the number of visits to several public places such as shopping centers which is quite high in order to break the chain of the spread of Covid-19 in Jambi City.

The success of the implementation of the policy is determined by aspects of the quality and usefulness of the substance of the policy to be regulated, law enforcement and prosecution for violations of the policy as an act of local government responsibility, as well as public awareness to submit to the policies that have been determined for the common good and interests in order to break the chain of the spread of Covid-19 in Jambi City.

This is in line with the concept of components of the legal system according to Lawrence M. Friedman who argues that the effectiveness of law enforcement depends on three elements of the legal system, namely the structure of law as a component. Law enforcement officers who maintain the process of running the law in order to maintain its purpose and function, legal substance as a component of legal norms and rules, and legal culture as a component of attitudes and values that have positive and negative impacts on behavior towards the law [12].

In addition to the urgency in making the policy a legal product of Regional Regulations, the Covid-19 vaccination certificate policy as an administrative requirement to enter public places or public open spaces must be implemented into a material act of the local government in disseminating the policy by building communication to the public accompanied by the aims and objectives of the establishment of the policy.

Meanwhile, after conducting socialization, local governments can make other efforts, namely by directly monitoring the implementation of the policy by placing field officers to observe whether the administrative requirements policy has been implemented as well as observing what are the obstacles in implementing the policy in implementing the policy effectively and significantly in the community.

4 Conclusion

The policy of implementing a Covid-19 vaccination certificate as an administrative requirement to enter public places in Jambi City is a form of government sensitivity in responding to the issue of the spread of the Covid-19 virus pandemic as well as an effort to break the chain of the spread of Covid-19 in Jambi City. The policy must be developed into a legal product that has a strong binding power to be applied in Jambi City, namely in a Jambi City Regional Regulation which can contain administrative sanctions for violators of the policy in question. This refers to the Covid-19 vaccination certificate policy as an administrative requirement to enter public places which are only regulated in the Jambi Mayor's Circular.

Other things that can support the strengthening of the policy are through socialization from the Jambi City Government to communicate the Covid-19 vaccination certificate policy as an administrative requirement to enter public places and supervise the implementation of these policies in real terms in the community by placing field officers at several points which are considered as public places, especially shopping centers, as a material act of the government.

It is hoped that the Jambi City Government will issue a legal product as soon as possible in the form of the Jambi City Regional Regulation concerning the Enforcement of the Covid-19 Vaccination Certificate as an Administrative Requirement for Entering Public Places and Public Open Spaces by first observing the data from the percentage of the community participation rate in participating in the Covid vaccination. -19 as well as other data related to the level of visits by the people of Jambi City to public places and public open spaces as well as preparing the academic text of the regional regulation that will be enacted.

It is also hoped that the Jambi City Government can carry out material actions in relation to the implementation of the policy for the implementation of the Covid-19 vaccination certificate as an administrative requirement to enter public places in the form of socializing existing policies and similar policy plans as well as monitoring the implementation of these policies in Public.

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