

MINISTER OF HOME AFFAIRS OF THE REPUBLIC OF INDONESIA

INSTRUCTION OF THE MINISTER OF HOME AFFAIRS  
NUMBER 25 OF 2021

REGARDING  
THE IMPLEMENTATION OF LEVEL 4 CORONA VIRUS DISEASE 2019 RESTRICTIONS ON  
PUBLIC ACTIVITIES IN SUMATERA, KALIMANTAN, SULAWESI, NUSA TENGGARA,  
MALUKU AND PAPUA

MINISTER OF HOME AFFAIRS,

Following the instruction of the President of the Republic of Indonesia which instructed for the implementation of Level 4 (four) Corona Virus Disease 2019 (COVID-19) Restrictions on Public Activities (*Pemberlakuan Pembatasan Kegiatan Masyarakat Darurat* or “**PPKM**”) in Sumatera, Kalimantan, Sulawesi, Nusa Tenggara, Maluku and Papua in accordance with the level criteria of the pandemic situation based on the assessments from the Ministry of Health, it is therefore instructed:

To : 1. Governors; and  
2. Regents/Mayors,

To :  
FIRST : Specifically To:  
Governors in Sumatera, Kalimantan, Sulawesi, Nusa Tenggara, Maluku and Papua with level 4 (four) criteria of the pandemic situation based on assessments, which consists of:

- a. Governor of North Sumatera, namely Medan City;
- b. Governor of West Sumatera, namely Padang City;
- c. Governor of Riau, namely Pekanbaru City;
- d. Governor of Riau Islands, namely Batam City and Tanjung Pinang City;
- e. Governor of Jambi, namely Jambi City;
- f. Governor of South Sumatera, namely Palembang City, Lubuklinggau City, Musi Banyuasin Regency and Musi Rawas Regency;
- g. Governor of Bangka Belitung Islands, namely West Bangka Regency, Belitung Regency and East Belitung Regency;
- h. Governor of Bengkulu, namely Bengkulu City;
- i. Governor of Lampung, namely Bandar Lampung City;
- j. Governor of West Kalimantan, namely Pontianak City;

- k. Governor of North Kalimantan, namely Bulungan Regency, Nunukan Regency and Tarakan City;
- l. Governor of East Kalimantan, namely Berau Regency, Balikpapan City, Bontang City, Samarinda City, West Kutai Regency, Kutai Kartanegara Regency, East Kutai Regency and Penajam Paser North Regency;
- m. Governor of South Kalimantan, namely Banjar City and Banjarmasin City;
- n. Governor of West Nusa Tenggara, namely Mataram City;
- o. Governor of East Nusa Tenggara, namely Sikka Regency, East Sumba Regency and Kupang City;
- p. Governor of North Sulawesi, namely Bitung City, Minahasa Regency and North Minahasa Regency;
- q. Governor of South Sulawesi, namely Makassar City and Tana Toraja Regency;
- r. Governor of Central Sulawesi, namely Palu City and North Morowali Regency;
- s. Governor of North Maluku, namely West Halmahera Regency;
- t. Governor of Papua, namely Jayapura City, Mimika Regency and Merauke Regency; and
- u. Governor of West Papua, namely Sorong City.

**SECOND** : The regional level stipulation as referred to in the FIRST Dictum shall be guided by the Indicators of Adjustment of Public Health Efforts and Social Restrictions in the Handling the COVID-19 Pandemic stipulated by the Minister of Health.

**THIRD** : Level 4 (four) PPKM in Regencies and Cities as referred to in the FIRST Dictum shall be carried out by implementing the following activities:

- a. implementation of teaching and learning activities (schools, universities, academies, places of education/training) shall be conducted online;
- b. implementation of activities in the non-essential sectors shall be enforced with 100% (one hundred percent) Work From Home (WFH);
- c. implementation of activities in the following sectors:
  - 1) essential such as:
    - a) finance and banking, include only insurance, bank, pawnshop, pension fund, and financial institutions (oriented to physical service with the customers);

- b) capital market (oriented to physical service with the customers and the capital market operations run well);
  - c) information and communication technology including cellular operator, data center, internet, post, media related to information dissemination to the public;
  - d) non-quarantine handling hotels; and
  - e) export-oriented industry where the company must present proof of the Export Declaration (*Pemberitahuan Ekspor Barang* or “**PEB**”) document samples for the last 12 (twelve) months or other documents indicating an export plan and shall have an Industrial Activity Mobility and Operational Permit (*Izin Operasional dan Mobilitas Kegiatan Industri* or “**IOMKI**”), may operate with the following conditions:
    - a) for letter a) may operate with a maximum capacity of 50% (fifty percent) staff for the location related to services to the public, as well as 25% (twenty-five percent) for the office administration services to support operations;
    - b) for letter b) until letter d) may operate with a maximum capacity of 50% (fifty percent) staff; and
    - c) for letter e) may operate with a maximum shift of 50% (fifty percent) from the total number of staff in 1 (one) shift in the production facilities/factories, as well as 10% (ten percent) for the office administration services to support operations by implementing regulations on staff’s working hours and prohibition for staffs to eat together.
- 2) essential in the government sector that provides public services which implementation cannot be delayed shall be enforced with 25% (twenty-five percent) maximum Work From Office (WFO) staff with strict health protocols;
- 3) critical sectors such as:
- a) health;
  - b) security and order;
  - c) disaster management;
  - d) energy;
  - e) logistics, transportation, and distribution especially for the public’s basic needs;
  - f) food and beverage industry and its support, including for livestock and pets;

- g) fertilizer and petrochemicals;
  - h) cement and building materials;
  - i) national vital objects;
  - j) national strategic projects;
  - k) construction (public infrastructure);
  - l) basic utilities (electricity, water, and waste management)
- may be operated with the following conditions:
- a) for letter a) and letter b) may operate with 100% (one hundred percent) staff without any exception;
  - b) for letter c) until letter l) may operate with 100% (one hundred percent) staff, only in the production facilities/construction/services to the public and for the office administration services to support operations, shall be enforced with a maximum of 25% (twenty-five percent) staff,
- 4) traditional markets, street hawkers, grocery stores, voucher agents/outlets, barbershops/ salons, laundry, street vendors, *loak* markets, flea markets, bird markets, wet markets, batik markets, small car repair shops, car wash outlets and others with similar fields may operate by implementing strict health protocols, using masks, washing hands, hand sanitizer, in which the technical regulations shall be governed by the Regional Government;
  - 5) for supermarkets and convenience stores that sell daily necessities, its operating hours are limited until 20:00 local time with a visitor capacity of 50% (fifty percent); and
  - 6) for pharmacies and drugstores may be open for 24 (twenty four) hours,
- d. implementation of dining/drinking activities in public places:
- 1) food stalls/*warteg*, street vendors, snack stalls and alike may operate by implementing strict health protocols, using masks, washing hands, hand sanitizer, in which the technical regulations shall be governed by the Regional Government;
  - 2) small scale diners and cafes that are located in their own locations may operate dine-in services with the capacity of 25% (twenty five percent) and accept delivery/take away by implementing stricter health protocols;
  - 3) medium to large scale restaurants/diners and cafes that are either located in their own locations or in shopping centers/malls shall only accept delivery/take away and shall not accept dine-in,

- e. activities in shopping centers/malls/trade centers shall be temporarily closed except for access to restaurants, supermarkets, and grocery stores, which may be allowed with due regard to the provisions in the THIRD dictum points c.5 and letter d;
- f. implementation of construction activities for public infrastructure (construction sites and project sites) may operate 100% (one hundred percent) by implementing stricter health protocols;
- g. places of worship (Mosques, Prayer Rooms, Churches, Temples (*Pura*), Viharas and Temples (*Klenteng*) as well as other public places that function as places of worship) shall not hold congregational worship/religious activities during the implementation of PPKM and optimize the implementation of worship at home;
- h. public facilities (public areas, public parks, public tourist attractions, and other public areas) shall be temporarily closed;
- i. arts, cultural, sports and social activities (art locations, culture, sports facilities, and social activities that can cause crowds and masses) shall be temporarily closed;
- j. sports activities/ sport matches may be conducted, if:
  - 1) it is conducted by the Government without spectators or supporters with the implementation of strict health protocols; and
  - 2) independent/ individual sports that implement strict health protocols,
- k. public transportations (public transport, mass transportation, taxis (conventional and online) and rental vehicles) shall be enforced with a maximum capacity arrangement of 70% (seventy percent) by applying stricter health protocols;
- l. wedding receptions are prohibited;
- m. domestic travelers using private cars, motorcycles and long-distance public transport (airplanes, buses, ships, and trains) must:
  - 1) present their vaccination cards (minimum of the first dose of the vaccine);
  - 2) present a D-2 PCR results for airplanes, as well as (D-1) Antigen results, for private cars, motorcycles, buses, trains, and ships;
  - 3) the provisions as referred to in number 1) and number 2) only apply for arrivals and departures to and from the locations that are stipulated as Level 4 (four) PPKM as referred to in the FIRST Dictum and do not apply to transportation within the agglomeration area for example for the Jabodetabek area; and

- 4) for drivers of logistics vehicles and other transport of goods are excluded from the provision of having a vaccination card.
- n. to wear masks correctly and consistently when carrying out activities outside the house and not allowed to use face shields without wearing masks.

- FOURTH : The Governor is authorized to transfer the allocation of vaccine needs from Regencies and Cities that have excess vaccine allocation to Regencies and Cities that lack vaccine allocation.
- FIFTH : Governors, Regents, and Mayors shall prohibit any form of activity/action that can cause crowds.
- SIXTH : Governors, Regents, and Mayors are fully supported by the Indonesian National Army, Police Force of the Republic of Indonesia, and Public Prosecutors in coordinating and supervising the implementation of PPKM.
- SEVENTH : Carrying out the tightening of activities and education with the following principles:
- a. COVID-19 is most contagious in closed conditions, long meetings (more than 15 minutes), close interactions, crowds, activities with strong breathing such as singing, laughing, and not wearing masks such as when eating together;
  - b. proper and consistent use of masks is the minimum health protocol that should be implemented by everyone;
  - c. washing hands with soap or hand sanitizer repeatedly especially after touching objects that others touch (such as door handles or handrails), touching the face area by hand should be avoided;
  - d. an ideal type of mask will be more protective (for example disposable surgical mask is better than cloth mask, and N95 mask is better than surgical mask). Currently, the use of masks as many as 2 (two) layers is a good choice. Masks should be replaced after use (>4 (more than four) hours);
  - e. the implementation of health protocols shall be carried out by taking into account the factors of air ventilation, duration, and distance of interaction, to minimize the risk of transmission in conducting activities;
  - f. considerations on distance can be applied as follows:

- 1) carry out activities from home, and interact only with people who live in the same household;
  - 2) If there is a necessity to leave the house, always try to get a minimum distance of 2 (two) meters in interacting with others. Reduce/avoid contact with others who do not live in the same household; and
  - 3) socialize various visual instructions in public places related to the prevention and handling of COVID-19,
- g. considerations on duration can be applied as follows:
- 1) if there is a necessity to interact with other people or attend an activity, it must be done in a short duration to reduce the risk of transmission; and
  - 2) in office environments and other activities, scheduling and rotation may help in decreasing the duration of interaction,
- h. considerations on ventilation can be applied as follows:
- 1) outdoor activities that have lower transmission risk compared to the indoor ones; and
  - 2) rooms shall always be attempted to have good air ventilation. Opening doors, windows may decrease the transmission risk. In the event that the door and the window cannot be opened, an air purifier with High-Efficiency Particulate Air (HEPA) filter may be utilized indoor,
- i. in the event that the transmission condition has been spread in the community, tightened intervention by significantly limiting the public's mobility is needed;
- j. intensifying of 3T (testing, tracing, treatment) shall always be implemented:
- 1) testing shall be intensified according to the weekly positive rate with the following provisions.

Weekly positivity rate	Number of tests (per 1000 inhabitants per week)
<5%	1
>5%-<15%	5
>15%-<25%	10
>25%	15

Testing shall always be intensified with the target of positivity rate of <10% (ten percent); testing shall always be intensified to suspects, meaning those that have symptoms, as well as close contacts. Daily

target of the number of people tested for each regency-city shall adhere to the following table:

No	Province	Regency/City	Target of Number of People Tested/Day
1.	North Sumatera	City of Medan	4,965
2.	West Sumatera	City of Padang	2,110
3.	Riau	City of Pekanbaru	2,486
4.	Riau Islands	City of Batam	3,307
5.		City of Tanjung Pinang	468
6.	Jambi	City of Jambi	1,291
7.	South Sumatera	City of Lubuk Linggau	513
8.		City of Palembang	3,681
9.		Musi Banyuasin	1,429
10.		Musi Rawas	889
11.	Bangka Belitung Islands	West Bangka	305
12.		Belitung	407
13.		East Belitung	277
14.	Lampung	City of Bandar Lampung	2,333
15.	Bengkulu	City of Bengkulu	804
16.	West Kalimantan	City of Pontianak	1,412
17.	North Kalimantan	Bulungan	288
18.		City of Tarakan	376
19.		Nunukan	147
20.	East Kalimantan	Berau	499
21.		City of Balikpapan	1,377
22.		City of Bontang	392
23.		City of Samarinda	1,843
24.		West Kutai	322
25.		Kutai Kartanegara	1,677
26.		East Kutai	831
27.		North Penajam Paser	342
28.	South Kalimantan	City of Banjarbaru	586



29.		City of Banjarmasin	1,530
30.	West Nusa Tenggara (NTB)	City of Mataram	738
31.	East Nusa Tenggara (NTT)	City of Kupang	982
32.		Sikka	462
33.		East Sumba	567
34.	North Sulawesi	City of Bitung	479
35.		Minahasa	736
36.		North Minahasa	437
37.	South Sulawesi	City of Makassar	2,222
38.		Tana Toraja	513
39.	Central Sulawesi	City of Palu	857
40.		North Morowali	285
41.	North Maluku	West Halmahera	254
42.	Papua	City of Jayapura	656
43.		Merauke	168
44.		Mimika	313
45.	West Papua	City of Sorong	587

- 1) tracing should be carried out until there are more than 15 close contacts per confirmed case. Quarantine shall be carried out for those identified as close contacts. Once being identified having close contacts, entry-test and quarantine shall be carried out. If the test result is positive, it is necessary to carry out isolation. If the test result is negative, it is necessary to continue quarantine. On the 5<sup>th</sup> day of quarantine, it is necessary to carry out exit-test to see whether the virus is detected after/during the incubation period. If negative, the patient is considered to have completed the quarantine; and
  - 2) treatment shall be comprehensively carried out according to the severity of the symptoms. Only patients with moderate, severe, and critical symptoms need be treated in the hospital. Isolation shall be carried out strictly to prevent transmissions,
- k. efforts to accelerate vaccination must continue to be carried out to protect as many people and these efforts are carried out to lower the rate of transmission and prioritize the safety of those who are vulnerable to mortality (such as elderly, people with comorbidities), noting the limited health capacity and long-term impact of COVID-19 infection.

- EIGHTH : Governors, Mayors, and Regents to:
- a. accelerate social aid distribution process as well as social safety net provided from the Regional Revenues and Expenditures Budget (*Anggaran Pembelanjaan dan Belanja Daerah – “APBD”*), if there is a need for additional funding for budgeting and distribution of social aid and social safety net in support of the implementation of Level 4 COVID-19 PPKM, then:
    - 1) rationalization and/or reallocation of the budget of program/activity that is less prioritized in the social aid budget and social safety net;
    - 2) the procedure for rationalizing and/or reallocating additional funding needs for budgeting and distribution of social aid/social safety nets in supporting the implementation of Level 4 PPKM shall be guided by Article 4 and Article 5 of Regulation of the Minister of Home Affairs Number 20 of 2020 regarding the Acceleration of Handling Corona Virus Disease 2019 in the Regional Government Environment and Article 3 to Article 6 of the Regulation of the Minister of Home Affairs Number 39 of 2020 regarding Prioritizing the Use of Budget Allocations for Certain Activities, Amendment in Allocation and Use of Regional Revenue and Expenditure Budgets;
    - 3) on the acceleration of the distribution and implementation of Village Fund - Direct Cash Assistance (*Bantuan Langsung Tunai - Dana Desa – “BLT-DD”*):
      - a) Regents/Mayors to accelerate the evaluation of Village Revenue and Expenditure Budget (*Anggaran Pendapatan dan Belanja Desa – “APBDesa”*) for Villages that have not stipulated Village Regulations regarding APBDesa, ratification of Human Development Cadre (*Kader Pembangunan Manusia – “KPM”*) data by the Regional government, recording of KPM Data of BLT-DD recipients on State Budget Treasury System Online Monitoring (*Online Monitoring Sistem Perbendaharaan Anggaran Negara – Om-SPAN*) in accordance with the provisions of the laws and regulations; and
      - b) Village Head to conduct recording and stipulation of KPM, and follow up with the implementation of BLT-DD in accordance with the provisions of laws and regulations,
  - b. to conduct social aid synchronization sourced from the center and social aid sourced from APBD.

- NINTH : Funding for the Implementation of Level 4 PPKM due to the COVID-19 Pandemic sourced from APBD:
- a. in the implementation of Level 4 COVID-19 PPKM due to the COVID-19 Pandemic, the Regional Government can make expenditures for which the budget is not yet available, which is then proposed in the draft APBD amendment;
  - b. the expenditure as referred to in letter a is carried out with a direct charge to the Unexpected Expenditure (*Belanja Tidak Terduga – “BTT”*);
  - c. in the event that BTT is insufficient, the Regional Government shall reschedule program and activity achievements to prioritize the use of budget allocations for certain activities and/or amendments in budget allocations and utilizes available cash through amendment to regional head regulations concerning APBD, and notifies the chair of the Regional House of Representatives. The results of the budget allocation for rescheduling program and activity achievements are diverted for unexpected expenditures; and
  - d. the procedure for using BTT in the context of implementing Level 4 PPKM due to the COVID-19 Pandemic originating from the APBD shall be guided by the Minister of Home Affairs Regulation Number 39 of 2020.
- TENTH : a. In the event that the Governors, Mayors, or Regents do not conduct the provisions as referred to in this Ministerial Instruction, they are imposed with sanctions as referred to in Article 67 until Article 78 of Law Number 23 of 2014 regarding Regional Government;
- b. For Businessmen, Restaurants, Shopping Centers, Public Transportations as referred to in the THIRD Dictum letter c, letter d, letter e, and letter j that do not conduct the provisions as regulated in this Instruction shall be subject to administrative sanctions until the closure of business in accordance with the provisions of the laws and regulations; and
  - c. Every person may be imposed with sanctions for violations in the framework of controlling infectious disease outbreaks according to:
    - 1) Article 212 to Article 218 of Indonesian Criminal Code;
    - 2) Law Number 4 of 1984 regarding Outbreaks of Infectious Diseases;
    - 3) Law Number 6 of 2018 regarding Health Quarantine; and

- 4) Regional Regulation, Regional Head Regulation; as well as
- 5) Provisions of other relevant laws and regulations.
- 6)

ELEVENTH : This Ministerial Instruction shall come into force on July 26, 2021 until August 2, 2021.

Issued in Jakarta  
on July 25, 2021  
MINISTER OF HOME AFFAIRS,

signed

MUHAMMAD TITO KARNAVIAN

Copied to:

1. President of the Republic of Indonesia;
2. Vice President of the Republic of Indonesia;
3. Chairman of the Audit Board of the Republic of Indonesia;
4. Coordinating Minister for Legal And Security Politics;
5. Coordinating Minister for Economic Affairs;
6. Coordinating Minister for Human Development and Culture;
7. Coordinating Minister for Maritime Affairs and Investment;
8. Minister of State Secretary;
9. Minister of Religion;
10. Minister of Finance;
11. Minister of Education, Culture, Research and Technology;
12. Minister of Health;
13. Minister of Social Affairs;
14. Minister of Manpower;
15. Minister of Industry;
16. Minister of Trade;
17. Minister of Villages, Development of Disadvantaged Regions and Transmigration;
18. Minister of State-Owned Enterprises;
19. Cabinet Secretary;
20. Commander of the Indonesian National Army;
21. Head of the National Police of the Republic of Indonesia;

22. Attorney General of the Republic of Indonesia;
23. Head of Financial and Development Supervisory Agency;
24. Head of National Disaster Management Agency;
25. Governor of Bank Indonesia;
26. Chairman of the Financial Services Authority;
27. President Director of The General Company of logistics affairs agency;
28. Chairman of the Provincial People's Representative Council; and
29. Chairman of the Regional People's Representative Council of The Regency/City

The copy is true to the original,  
Head of Legal Bureau

(signed and stamped)

R. Gani Muhamad, S.H., M.AP.  
Junior Administrator (IV / c)  
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