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Eka Nana Susanti, M. Pd - Jakarta's Dynamic Response to COVID-19: A Model for Effective Pandemic Policy



IRFAN MAULANA 4



Fakultas Keguruan dan Ilmu Pendidikan



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trn:oid::1:3122251039

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Jakarta_Dynamics.pdf

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Jakarta's Dynamic Response to COVID-19: A Model for Effective Pandemic Policy

Suswandari^(✉), Prima Gusti Yant, Siti Zulaih, Roslaini, and Eka Nana Susanti

Universitas Muhammadiyah Prof. DR. HAMKA, Jakarta, Indonesia

{suswandari, prima_gustiyanti, siti.zulaiha, roslaini,
eka.nana}@uhamka.ac.id

Abstract. The COVID-19 pandemic has had a significant impact on public health, with Jakarta being the most affected area in Indonesia. To combat the spread of the virus, the DKI Jakarta Provincial Government has implemented innovative policies aimed at eradicating transmission, providing treatment and recovery services, and promoting a clean and healthy lifestyle. This study analyzes the government's responsiveness to the pandemic and its policies using John Rawls' social justice theory. Qualitative research and content analysis were used to analyze the government's policies, followed by a focus group discussion to refine the findings. The results demonstrate that the DKI Jakarta Provincial Government has been responsive to the needs of the community, implementing dynamic and innovative policies covering education, health, socio-economics, and violence against women and children. Despite challenges, the government's efforts have been successful in combatting the pandemic. The study's implications suggest that the DKI Jakarta Provincial Government's responsiveness could serve as a model for other regions to combat the COVID-19 pandemic.

Keywords: COVID-19 · Jakarta · Social policies · Responsiveness · Pandemic policy

1 Introduction

The COVID-19 pandemic is now the worst global outbreak of the 21st century. There have been ups and downs in the history of human civilization caused by disease outbreaks. In social phenomena, a pandemic occurs when a disease spreads beyond geographical borders [1]. Pandemics kill people, change the course of civilization, and often mark the end of the peak of human civilization. Cholera, bubonic plague, smallpox, Swine Flu, HIV/AIDS, and influenza are all pandemics that essential parts of humankind's history.

The COVID-19 pandemic started with pneumonia at the end of December 2019 in Wuhan City, Hubei Province, China. It quickly spread to all parts of the world. In October 2020, this virus spread to more than 200 countries, killing people with varying degrees of fatality [2]. The COVID-19 virus caused its most fear in 2021 and still does today. However, it continues to slow down as new drugs, vaccination, and prevention technologies are found and distributed, and more people learn about healthy living. The

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H. Ku et al. (Eds.): ICARSE 2022, ASSEHR 748, pp. 427–440, 2023.

COVID-19 virus has been attacking people for two years and has significantly changed how people live.

COVID-19 spreads quickly because of high social mobility and increasingly massive human connectivity due to information technology, transportation, and international economic interests. As a result, WHO declared COVID-19 a global pandemic [3–5] because it affects significant changes in people's lives. Furthermore, the COVID-19 outbreak greatly impacts society because it stall the economy [6, 7], education, socio-culture, psychology, and even violence against women and children, especially in the urban community.

The COVID-19 pandemic disrupts physical, mental, and social wellbeing [8], pushing governments worldwide, including Indonesia, to deliberate efforts to serve and preserve their citizens as a social responsibility for their social contract [9]. The Indonesian government responds by enacting various policy measures to maintain stability and prevent traumatic incidents for its citizens so as not to overreact and respond to the issue with a positive attitude as a common problem. The regional government responsiveness is in the form of policies for dealing with COVID-19.

This study focuses on the DKI Jakarta Provincial Government responsiveness through strategic initiatives and policies implemented by local governments in response to the COVID-19 pandemic. In this situation, the DKI Jakarta Provincial Government takes the lead in preventing the virus's spread and reducing the number of people infected as a social obligation owed to its people. The DKI Jakarta area has the most significant number of affected people. Based on this, although the COVID-19 pandemic is not over yet, this study aims to assess how responsive the DKI Jakarta Provincial Government is in terms of policies enacted to control the spread of the COVID-19. This study's findings are likely best practices for other municipal governments in dealing with the pandemic at the time. This study examined responsiveness in the form of social policies in the sectors of education, health, socioeconomics, and the handling of violence against women and children.

2 Literature Review

Information and coronavirus transmission travel at breakneck speed and cannot be concealed. No country can lock its doors and windows to stop the coronavirus from spreading [10–12]. Government responsiveness via policy forms is required in this aspect. Social policy in the theory of political philosophy of government may be implemented by the government's alignment with the vulnerable and most seriously impacted groups by the COVID-19 epidemic [13]. As the authority bearer of power over the community it leads, the government cannot disregard this predicament on moral and ethical grounds. As a type of accountability, responsiveness in the execution of governance and decentralization are the standards for public services for public complaints [14]. The study of responsiveness has evolved into a new perspective in public administration services, focusing on the services given by the government in line with the taxes paid by its citizens [15, 16]. The government's reaction to its people's issues serves as a model for the bureaucracy's responsiveness to its residents' goals, ambitions, and aspirations. In other words, the government's responsiveness is demonstrated by its sensitivity and capacity

to tackle problems that jeopardize the sustainability of its citizens [14]. The COVID-19 epidemic, which struck Jakarta in 2020 and 2021, is one of the main concerns that must be addressed promptly due to its impact.

According to [17], the economic effect of COVID-19 includes an increase in the number of people affected by the virus, people lost their job and income, an increase in household consumption, and the requirement to keep up with health protocols. Therefore, the pandemic is a major concern for citizens, particularly the urban population, which dominates the informal economy sector and has barely an option to survive during the COVID-19 epidemic. According to statistics, Jakarta's economic development was outpacing that of other areas and was 16–17% nationwide prior to the COVID-19 pandemic [18]. However, during the COVID-19 pandemic, economic development declined, so it became a new problem to prevent and provide treatment for affected communities.

On the psychological aspect, the public's reaction to COVID-19 being declared a pandemic was mixed at first. People were in fear, panic, uncertainty, anger, and even suspicion of one another, as well as a bad stigma for those who infected due to their own assumptions. Uncertain social situations lead to trauma, which includes: 1) individual trauma in the form of "social withdrawal," which describes how a person suspected of contracting the coronavirus or being fired tends to isolate themselves from the group and social environment; 2) individual trauma in the form of "hysteria"; 3) psychological trauma in the form of "violence acts," and 4) psychological trauma in the form of "collective attachment" in response to the mass panic experience [1, 19]. On the other hand, numerous assumptions about the COVID-19 even entering the political domain due to varied information distributed on social media. Various expressions were made in public about the COVID-19 outbreak, that people just have to accept this situation, that it will appear and disappear only at God Almighty's will, which resulted panic in people and other positive or negative impressions of this condition [20].

In education sector, the loss of learning is due to the limitations of online learning, including limited accessibility and the teaching staff's capacity [21]. The other main issues are the limited ownership of learning devices and the loss of direct interaction between teachers, students, and fellow students. Teachers have little control over how assessments are carried out. Additionally, because parents have too much of a role, their children's education is neglected. Parents—particularly mothers—face a double challenge when helping their children learn at home, especially those in elementary school. Not all parents can offer the necessary learning support. Some students in Jakarta's elementary schools are forced to change schools since their parents can no longer support them after losing their primary source of income in the city and deciding to return to their hometown.

There has been a significant change in the socio-cultural sector. According to studies conducted in Pakistan, the COVID-19 pandemic has increased the number of poor populations, and social behavior is a factor in the spread of transmission [22]. The economic sector is impacted by social restrictions, reductions, and even termination of activities. There are no weddings or other similar activities, no activities at places of worship, no art performances, and no access to tourism and its accompanying infrastructure such as transportation, hotels, restaurants, creative economy, et cetera [23]. On the other hand, the degree of management of public services in the affected community generates for

the creation of discrimination related to age, gender, race, ethnicity, political tendencies, religion, demographic status, rich and poor, rural or urban [24]. If it is not addressed, this problem will trigger new social problems.

The COVID-19 outbreak is thought to be one of the elements generating vulnerability to family resilience in various parts of Indonesia [25]. Not all families have the same resilience and positive response level. Since the implementation of PSBB, community activities have changed, resulting in numerous changes in the context of the social role of the family, particularly when the family income is directly affected by this crisis. Emotions in a COVID-19-affected household can arise tension in the family [26]. Because family members stay at home during social distancing, the domestic consumption must be bigger than usual, including other domestic chores. This situation is aggravated by the additional load on mothers who must accompany their children to online classes. The buildup of situations and settings like this may lead to violent actions against women and children.

The COVID-19 pandemic has become a *casus belli* for social changes in Jakarta. The social changes caused by COVID-19 in Jakarta are quite noticeable, as evidenced by the increasingly widespread use of information technology, with its benefits and drawbacks. Social transformation is the term used to refer to this multifaceted development in the complexity of human life [27, 28]. Since it occurs beyond human grasp and has vast implications, the COVID-19 pandemic is a driving factor for unwelcome social change [3, 29–31]. Physical distancing and social constraints induce economic contraction, leading to social unrest [23, 32]. The economic sector is experiencing the effects of the COVID-19 pandemic. The societal shocks caused by the COVID-19 pandemic put pressure on the government to respond in many ways, such as through policy or actual forms of partiality in accordance with their duties and functions.

The idea of social justice, as described by John Rawls, [33] is inextricably linked to the government's intention to achieve the "concept of justice," which is founded on honesty, freedom, equality, equal opportunity, and the principle of difference to help those in difficulty. This is consistent with the social contract notion proposed by JJ. Rousseau, John Locke, and Immanuel Kant. According to the theory, the government, as the beneficiary of authority from the people, bears a great responsibility for the prosperity and survival of its country. Therefore, to tackle this pandemic, the government must be responsive to take strategic initiatives and implement policies that benefit the population. In public policy analysis, government responsiveness involves five factors: 1) having a goal, 2) containing action, 3) containing what the government does, 4) being positive when accompanied by action for change, and negative if the government does not do something, and 5) policies are carried out based on specific laws and regulations and are coercive [34]. Thus, the originality of this study is focused on the DKI Jakarta Provincial Government's reaction in the form of strategic plans that are pushed out as a legal umbrella in the operationalization of dealing with the COVID-19 pandemic.

3 Methodology

This study makes use of Krippendorff's content analysis methodology. In essence, content analysis is empirically based, explanatory (as opposed to understanding), related to

actual facts, and aims to predict how a message will be received [35, 36]. Furthermore, it aims to thoroughly describe the structure of policies issued by the DKI Jakarta Provincial Government through content analysis. In order to strengthen the analysis of the research findings, the study was furthered through FFGD with chosen experts [35].

4 Results and Discussion

4.1 Response from the Central Government

Early in January 2020, people worldwide were extremely concerned about the coronavirus, which was highly dangerous for people who do not have a strong immune system. The WHO declared it a pandemic on March 12, 2020, [37, 38] which required all countries to anticipate its occurrence. As a result, the Indonesian government acted by issuing several policies, such as 1) Presidential Decree No. 11/2020 concerning the Determination of Public Health Emergency Corona Virus Disease 2019 (COVID-19); 2) Perpu (regulation in lieu of law) No. 1 of 2020 regarding State Financial Policy And Financial System Stability To Control Coronavirus Disease 2019 (COVID-19) Pandemic; and 3) PP (Government Regulation) No. 21 of 2020 on "Large-Scale Social Restrictions in the Context of Accelerating Corona Virus Disease 2019" (COVID-19); which is supported by 4) Circular Letter No. 57/2020 of 2020, on May 28, 2020, concerning the extension of Work from Home (WFH) for State Civil Apparatus (ASN) till 2020 June 4; and 5) Presidential Decree No. 12 of 2020 on the Designation of Non-Natural Disasters for the Spread of Corona Virus Disease 2019 (COVID-19) as National Disasters. As a result, Indonesia has declared a state of emergency, and all local governments operating there are required to abide by it.

The five legal protection for handling the COVID-19 pandemic in Indonesia set out five models of prevention efforts by 1) staying at home, 2) social distancing, 3) lockdown, 4) quarantine, 5) isolation, 6) physical restrictions, 7) policies using protective equipment (masks and face shields) and maintaining personal hygiene (washing hands), 8) working, studying, and praying from home, 9) the policy of postponing all activities that gather a large number of people, 10) The Large-Scale Social Restriction Policy (PSBB), due to the COVID-19 Pandemic.

4.2 Response from the DKI Jakarta Provincial Government

According to the data gathered, the DKI Jakarta Provincial Government has created approximately 146 policies following the central government's policies. The regulations have been customized to the circumstances and conditions in Jakarta to combat the COVID-19 from the beginning of 2020 to the end of 2021. Regional Regulation, Governor Regulations, Governor Instructions, Governor Decrees, Governor's Directions, and Governor's Circular Letters are among the policies released by the DKI Jakarta Provincial Government to handle the COVID-19 pandemic. The policies are followed by various policies from related agency services, including Regional Secretariat, the Health Agency, the Education Agency, the Agency of Tourism and Creative Economy,

Table 1. Policy Issued by the Governor of DKI Jakarta for Handling the Pandemic

No	Policies or Regulation issued	Total
1	Governor's Decree	60
2	Governor's Regulation	17
3	Governor's Instruction	11
4	Governor's Direction	11
5	Governor's Circular Letter	1
TOTAL		100

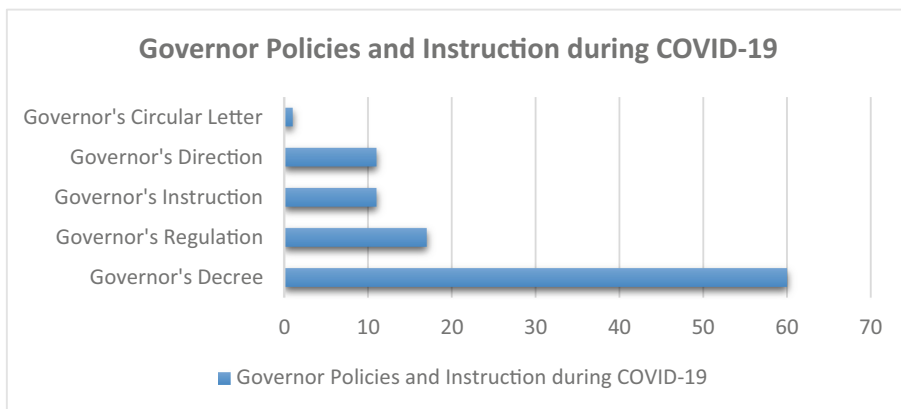


Fig. 1. DKI Jakarta's Governor Policies and Instruction during COVID-19

the Transportation Agency, the Social Affairs Agency, the Highways Agency, the Manpower, Transmigration, and Energy Agency, and the Agency of Empowerment of Child Protection and Population Control (PPAPP) (Table 1 and Fig. 1).

The Governor of DKI Jakarta, has issued 100 policies regarding COVID-19, consisting of 60 Governor Decrees, 17 Governor Regulations, 11 Governor Instructions, 11 Governor's Directions, and 1 Governor Letter. This reflects whether the DKI Jakarta Provincial Government, through its leadership, responds positively to initiatives to handle with COVID-19 in DKI Jakarta. For example, the Governor's Regulation No. 2 of 2020 on the Prevention of Corona Virus Disease 2019 explains: a) individual health protection; b) public health protection; c) PSBB; d) PSBB during the transition period; e) epidemiological investigations; f) informatics epidemiological surveillance; g) information dissemination; h) partnership and collaboration; i) economic recovery efforts, and j) social protection measures. In addition, the Governor's Regulation No. 47 of 2020, the Governor's Regulation No. 33 of 2020, and other regulations enhanced the reinforcement of the COVID-19 response in Jakarta. This demonstrates the DKI Jakarta Province's regional government's fast response to the COVID-19 pandemic. Some of the factors that brought about this fast response are the conditions in Jakarta as the most

Table 2. Regulations issued by Regional Government Agency (SKPD)

No	DKI Jakarta Regional Government Agency (SKPD)	Policies issued
1	Regional Secretariat	6
2	Health Agency	3
3	Public Housing and Residential Areas Agency	1
4	Education Agency	6
5	One-Stop Integrated Service and Investment Service Agency	1
6	Industry Agency	2
7	Manpower, Transmigration and Energy Agency	3
8	Tourism and Creative Economy Agency	3
9	Social Services Agency	2
10	PPAPP Agency	2
11	Regional Library and Archives Service Agency	2
12	Population and Civil Registration Agency	1
13	Highways Agency	1
14	Transportation Agency	3
15	City Parks and Forest Agency	1
16	Youth and Sports Agency	1
17	South Jakarta Mayoral Instructions	7
18	North Jakarta Mayoral Instructions	1
TOTAL		46

reactively affected city. As a vital city in Indonesia, Jakarta has the readiness of its facilities and infrastructure, the availability of medical personnel, the openness of Jakarta's residents, and technological advancements that actively track the government's efforts to combat the pandemic.

In order to give the community the best possible service, the Regional Government Agency (SKPD) in DKI Jakarta issued numerous policies. The list of agencies and regulations issued is shown in the Table 2 and Fig. 2.

Based on the statistics shown above illustrates how the SKPD in the DKI Jakarta Provincial Government responds to the governor's policies by following their primary tasks and functions. Six policies were released by the Regional Secretariat of DKI Jakarta Province, followed by the Departments of Education and Health. At the mayoral level, policies concerning COVID-19 are issued by the Mayor of South Jakarta, followed by the Mayor of North Jakarta.

Social Policies Responses Related to the Health Sector

The DKI Jakarta Health Agency issued a Circular Letter from the Head of the Health Agency No. 21/SE/2020 on January 29, 2020, regarding "Precautions for Novel Corona

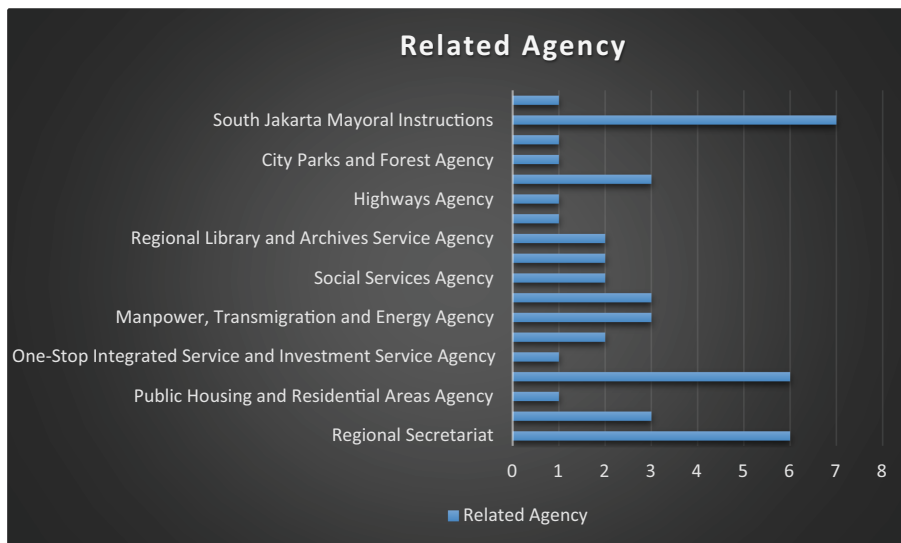


Fig. 2. Related DKI Jakarta Regional Government Agency Policies

Virus Pneumonia” as a legal basis for steps taken in the health sector, which was affirmed by Circular Letter No. 41 in 2020, March 3, 2020. Furthermore, on March 17, the Head of the Health Agency issued Circular Letter No. 48/SE/2020 on the DKI Jakarta Sub-District Health Service and Community Health Center’s 24-Hour COVID-19 Response Hotline. These policies reinforce the policies issued by the governor. In addition, Article 29 of Regional Regulation No. 2 of 202, regarding the administration of vaccines, states that “deliberate refusal of molecular rapid tests and vaccinations can be subject to sanctions, in the amount of Rp. 5,000,000 (five million rupiahs)”²; however, it received a pro and con response from the public. Nevertheless, the Health Agency is legally obligated to offer the best care possible for the public in order to combat the COVID-19 pandemic under the policy issued by the DKI Jakarta Provincial Government.³⁸

Social Policies Related in Education Sector

Education sector during the pandemic is regulated by Governor Regulation No. 33 of 2020, specifically the limitations on administering education in schools throughout PSBB. The DKI Jakarta Provincial Government has imposed a temporary suspension of school operations. Learning is conducted online, and school administrative tasks with personalized service forms are included. When administering education services in Jakarta during the COVID-19 Pandemic, Governor Regulation No. 41 of 2020, dated April 30, 2020, which dealt with enforcing sanctions on executing PSBB, served as a reference. If violation is found, the responsible school will face the consequences. Additionally, the DKI Jakarta Provincial Education Agency actively promotes student, teacher, and academic staff protection by issuing several policies, including: 1) On March 2, 2020, the Education Agency distributed the Circular Letter of Head of the Education Agency No. 17/SE/2020 to School Principals of Education Units and Principals of Foreign Schools Representatives regarding Increased Awareness of the Risk

of Transmission of Corona Virus Disease Infection (COVID-19); 2) Circular Letter of Head of the Education Agency No. 16/SE/2020, Dated March 2, 2020, Addressed To: a) Principals Of Public And Private Schools And b) Heads Of Community Learning Activity Centers, on Increasing Awareness of the Risk of Transmission of Corona Infection Virus Disease (COVID-19); 3) On September 14, 2020, the Head of the Education Agency issued Circular Letter No. 68/SE/2020 on the Employee Working System in the Implementation of Large-Scale Social Restrictions (PSBB) in the Jakarta Education Agency; 4) Circular Letter of Head of the Education Agency No. 70/SE/2020 concerning the Provision of Transmission Prevention Facilities COVID-19 in Education Units within the DKI Jakarta Provincial Education Agency, December 29, 2020.

Additionally, on September 14, 2020, the Head of the Education Agency issued Instructions No. 55 of 2020 concerning Meaningful and Fun Learning from Home during the Period of Large-Scale Social Restrictions in DKI Jakarta Province, as well as Decree No. 646 of 2021 Concerning Temporary Termination of Activities in Education Units During the Extensive Social Restrictions. In its various versions, this policy demonstrates the Education Agency of DKI Jakarta Province's response to assuring educational services during the COVID-19 pandemic.

Social Policies Related to Handling Women and Children Victims of Violence

The Regional Government of DKI Jakarta Province has a very positive response to the problems of women and children, particularly victims of violence, through the Integrated Service Center for the Empowerment of Women and Children (P2TP2A). The Governor's Decree No. 23 of 2004 is strengthened by Regional Regulation No. 8 of 2011 concerning the Protection of Women and Children from Violence, followed by various policies from other relevant agencies. The primary tasks of the Agency of Empowerment, Child Protection, and Population Control (PPAPP) through P2TP2A are prevention, intervention, and empowerment services for women and children who have been victims of violence. The PPAPP Agency has issued two policies: Circular Letter No. 2/SE/2020, dated March 4, 2020, concerning increasing awareness of the Coronavirus in the PPAPP Agency of DKI Jakarta Province, and the Decree of the Head of the PPAPP Agency, dated June 22, 2021, concerning the closing of the RPTRA during the extended period of restrictions on micro-based community activities. Services for women and children victims of violence were still provided during the COVID-19 epidemic, with certain modifications. During the pandemic, the case of domestic violence victims increased from the January to June 2021, as illustrated below [13, 39] (Fig. 3).

Based on the graph above the case of violence against women and children are generally increasing. To tackle this problem, policies issued by the governor and the head of the PPAPP Agency, the handling service model was adapted while adhering strictly to health protocols. The P2TP2A Unit is equipped with the Five M health protocol, such as temperature checks, disinfectant spraying, and other amenities for professionals, administrative staff, victims, and victims' companions [13]. Partner services in law enforcement, hospitals, and safe houses also apply the same health protocol. Counselling services are provided online, with real-time monitoring and data collection of cases handled by a digital device called MOKA. P2TP2A workers and staff also use online platforms to monitor and analyze the service process [13]. Assistance services and legal

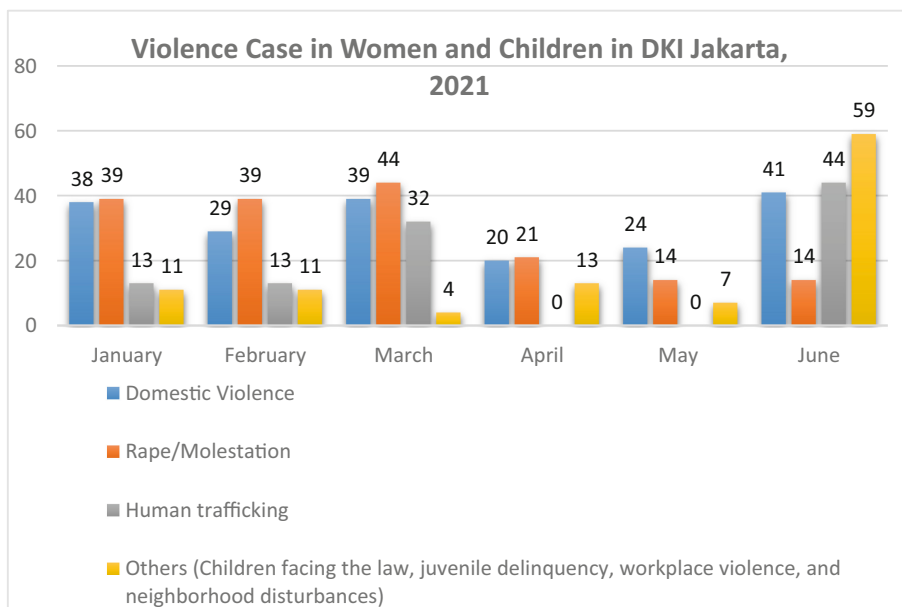


Fig. 3. Data on Cases of Women and Children Victims of Violence. Source: P2TP2A DKI Jakarta Province, 2021

management are also provided online. In some circumstances, strict health precautions are implemented if services are compelled to go offline.

Social Policies Related to Social Assistance

DKI Jakarta Provincial Regulation No. 2 of 2020 provides fiscal and non-fiscal incentives as economic compensation to communities affected by COVID-19 to keep the economy running. Fiscal incentives include tax and levy relief, the removal of late interest, the issuance of regional retribution relief, and the abolition of administrative sanctions. Non-financial incentives include the quickness and convenience of acquiring permits for small, micro, and medium-sized businesses and the development of cooperatives in priority communities. It also governs the distribution of cash social aid, the amount of which is established by the governor in Provincial Regulation No. 2 of 2020. In addition, the Circulated Letter of the Head of the Tourism and Creative Economy Agency No. 160/SE/2020 regarding the Temporary Closure of Tourism Industry Operations in an Effort of Vigilance Against the Transmission of Corona Virus Disease (COVID-19) states guidance and training to develop the quality of creative economic entrepreneurs [40].

Based on the discussion above, it is important to underline that the DKI Jakarta Provincial Government is highly responsive in its attempts to deal with the COVID-19 Pandemic for its people. For efficient government services, responsiveness in disseminating various regional policies is essential. This finding is consistent with the five keys of public policy, which are: the existence of goals to be achieved, the existence of

actions to attain the goals that are carried out appropriately, positive in nature, have a legal foundation, and are obligatory since each regulation entails other legal ramifications.

5 Conclusion

The DKI Jakarta Provincial Government has demonstrated high responsiveness by taking various legal actions related to efforts to combat the COVID-19 pandemic that align with the community's expectations, aspirations, and desires as the region with the highest number of reactive cases and deaths due to COVID-19. Furthermore, the creation and effective implementation of various regional policy regulations demonstrate the DKI Jakarta Provincial Government's responsiveness. Health, education, the protection of women and children victims of abuse, and the provision of social assistance are all essential priorities, and they are still linked with other fields. Therefore, the DKI Jakarta Provincial Government has fulfilled its duties in accordance with its tasks and responsibilities. The government's response to providing services to the people to achieve an advanced Jakarta, a prosperous Jakarta, and a cultured Jakarta is demonstrated through at least 146 public policies published during 2020–2022.

Acknowledgements. Acknowledgements for completing this research are given to the Ministry of Education and Culture, Research and Technology, Directorate General of Higher Education, and Director of Research and Community Service for the research funding in 2022. It is hoped that the larger community will benefit from this research.

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