

## Innovative Policies Amid Crisis: Reflections on Handling COVID-19 in Jakarta

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### Abstract

*This paper discusses the application of the ROAR (Routes, Organizations, Assessment, Risks and Rewards) framework in innovative policies used by the DKI Jakarta Provincial Government for handling the COVID-19 crisis. With policies such as PSBB, PPKM, and the JAKI application, the Jakarta Government has successfully implemented adaptive and data-driven policies. The ROAR framework helps explain how the government sets policy objectives (Routes), facilitates cross-sector collaboration (Organizations), evaluates policies in real-time (Assessment), and shares risks and rewards among the actors involved (Risks and Rewards). A descriptive quantitative approach was used based on a literature study. The data in this study were collected from various secondary literature sources, such as books, journal articles, official reports, and other policy documents. The results show that ROAR-based policy innovations are key in maintaining health and economic stability during the pandemic.*

**Keywords:** Innovative Policy, Covid-19. ROAR Framework.

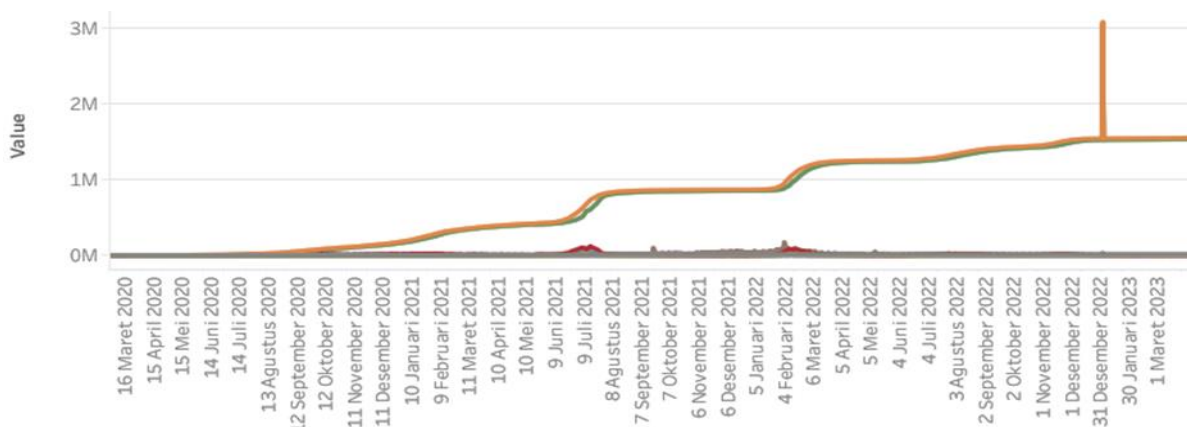
### 1. Introduction

After the World Health Organization (WHO) designated COVID-19 as a Global pandemic on March 11, 2020, Jakarta became the first province to implement large-scale social Restrictions (PSBB) through Governor Regulation (PerGub) Number 33 of 2020. The birth of this policy shows local governments' seriousness and complete responsibility in protecting their citizens from the spread of the COVID-19 virus because policies implemented early tend to be more effective in controlling the spread of the virus (An et al., 2021). As the nation's capital, Jakarta faces more significant challenges in handling the crisis. The high level of urbanization and its strategic position as the centre of government and business make it a base for the spread of COVID-19 in Indonesia. So, on April 10, 2020, the DKI Jakarta Government implemented the LargeScale Social Restrictions (PSBB) policy. The regulation states that the provincial government restricts all forms of economic, religious, social, cultural, and educational activities of its citizens until it is extended until September 2020. Although the policy continues, the number of people infected is still increasing. As of September 10, 2020, there were 51,287 positive cases of COVID-19, with 1,365 confirmed deaths. In addition, there were 2,302 people died with suspected status, and a total of 1,734 people

Subscribe to DeepL Pro to edit this document. Visit [www.DeepL.com/pro](http://www.DeepL.com/pro) for more information. With probable status (Indonesian Ministry of Health,

2023). From the number of existing cases, the transitional PSBB was implemented in September because, on September 27, 2020, the number of people exposed to COVID-19 was declared to have increased to 72,177 cases (Susanti, 2021).

**Figure 1:**  
**Graph of COVID-19 Positive cases in Jakarta**



Source: Covid-19 Emergency Service Website DKI Jakarta Provincial Government 2020

From the graph above, there is an increase in the number of positive cases over time. On October 20, 2020, there were 90,466 positive cases in Jakarta, while on March 14, 2023, the total number of cases reached 1,543,577 people (Provincial Government of DKI Jakarta, 2020). Facing the continuing increase in cases, the DKI Jakarta The government is trying to take various handling steps, including the implementation of PSBB. This method is considered an effective initial effort to control the spread of the virus (Kim, 2021). After the implementation of the PSBB, the DKI Jakarta Government continued with a transitional PSBB policy, where people who will enter the Jakarta area are advised to conduct a self-check through JakCLM (Jakarta Corona Likelihood Metric) on the JAKI (Jakarta Terkini) application. JakCLM allows the public to know whether or not they are at risk of infection and receive health recommendations according to individual risk levels. Public participation in filling out JakCLM supports the efforts of the DKI Jakarta Provincial Government in preventing the spread of COVID-19 (Firman et al., 2022). In addition, the Jakarta Government cooperates with various parties, including the Jakarta Satpol PP, to enforce regulations such as prosecution of violations of the use of masks and PSBB by the community. This step is taken to increase public compliance and awareness of health protocols to suppress the spread of the virus. The government also encourages the application of health principles in daily activities, such as staying at home and only going out for urgent purposes. The principles of wearing masks, maintaining a safe distance of 1.5-2 meters, and washing hands. Other activities are allowed to operate with a maximum capacity of 50% and, of course, still pay attention to existing rules (Mujani & Irvani, 2020).

By looking at the various conditions that occur, it is important to use innovative approaches to address global challenges in achieving sustainable development (Azoulay & Jones, 2020). Crises such as pandemics cannot be overcome with static and uniform policy approaches

(Mazzucato et al., 2020) because, in situations like this, the world is not only fighting a pandemic but also fighting an "infodemic", where inaccurate facts and information spread faster than the virus itself (Pang, 2021). For this reason, regional heads need to ensure that the correct facts are received and conveyed to their citizens because people usually need leadership figures as a form of protection and guidance in times of crisis (Mazey & Richardson, 2020). Therefore, the DKI Jakarta government is trying to make innovative approaches to accelerate this recovery process (Omelyanenko et al., 2020). Various policies are taken based on evidence, implemented and communicated to the public so that citizens can avoid harm. Thus, this article tries to explain the innovative policies implemented by the DKI government during the pandemic and can be used as an example of other local governments facing the same crisis in the future (Cairney & Oliver, 2017)

## **2. Research Method**

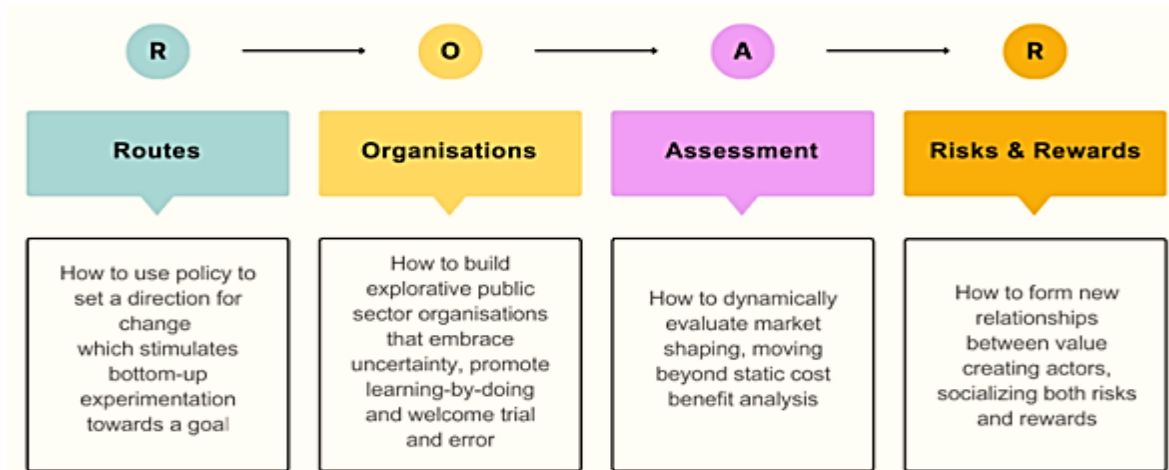
The method used in writing this paper is a descriptive qualitative approach based on a literature study to explain how Innovative Policies in the Midst of Crisis: Reflections on Handling COVID-19 in Jakarta. This literature study focuses on understanding the basic concepts of policy innovation applied by the DKI Jakarta government in handling COVID-19. The data in this study were collected from various secondary literature sources, such as books, journal articles, official reports, and policy documents related to the pandemic in Jakarta. Data analysis uses the thematic method to identify policy innovations while handling the COVID-19 crisis. The results of this literature study method provide an in-depth description of the role of strategic leadership in policies implemented in Jakarta during the pandemic (Tinungki et al., 2022)

## **3. Results and Discussion**

### **Literature Review**

Policy Innovation In the context of public administration, policy innovation is a new idea implemented by the government to overcome resource limitations, improve program effectiveness, and maintain public trust (Borrás & Edquist, 2013). Conceptually, public policy innovation is defined as a specific mission-oriented policy approach (Ohoiwutun & Zacharias, 2024). This approach addresses social challenges by applying new methods, strategies, or policies that differ from existing practices to solve public problems more effectively (Maria et al., 2020). On the other hand, it explains that public policy innovation is a policy development that focuses on applying new ideas, technology, and systemic approaches. So, public policy innovation becomes very important because the rapidly changing environment requires a more flexible, adaptive and proactive policy response (Xuan et al., 2021). successful innovation policies require collaborative governance, strong coordination between actors, and flexibility in responding to rapid changes in the global environment (Laasonen et al., 2022). Explaining the handling of COVID-19 in DKI Jakarta offers a new perspective on how innovation policies can deal with "grand challenges" or significant challenges faced by the DKI government by emphasizing policies that shape and create new markets, not just correcting market failures. In handling COVID-19 in DKI Jakarta (Ahmadi et al., 2024), this approach can be applied to see how the government uses policy innovation in managing the pandemic.

Figure 2:  
ROAR Framework



Source: Journal Of Industry, Competition And Trade 2024

The picture above is the ROAR Framework, which is a policy innovation in managing the COVID-19 pandemic in DKI Jakarta, with the following description:

1. **Routes (Routes or Mission Objectives):** Routes are clear objectives that need to be achieved in policy innovation. In handling COVID-19 in DKI Jakarta, the main focus is to reduce the spread of the virus, ensure equitable access to health, and protect people's lives and welfare.
2. **Organization (Engaged Organizations)** refers to the ability of institutions or actors to manage innovations and relevant policies. This includes local government cooperation or collaboration with other sectors to achieve common goals.
3. **Assessment** emphasizes the importance of evaluating policy impacts in terms of costs and benefits and in the context of systemic and long-term impacts. In the context of COVID-19, this includes evaluating policies based on their impact on the spread of the virus, the health system, the economy and social welfare.
4. **Risks and Rewards:** Risks and rewards are shared between the government, the private sector, and the community. The government reduces risks in the early stages, such as through investment in health infrastructure or technology. However, the whole community must enjoy the benefits of the policy.

By applying the ROAR framework, it can be seen how the DKI government manages policy innovation in handling COVID-19. A straightforward route (controlling the spread of the virus and increasing vaccination capacity), collaboration between organizations (public and private sectors), data-driven policy assessment, and risk and reward sharing all show Jakarta can dynamically respond to the pandemic. Policy innovation helps address immediate problems and strengthen ecosystems to be more resilient and adaptive to future crises. The ROAR framework provides solid guidelines for designing reactive and proactive policies addressing significant challenges, such as the COVID-19 pandemic (Dhillon & Nguyen, 2020).

## **4. DISCUSSION**

### **1. Policy Innovation in DKI Jakarta**

The ROAR framework approach described (Mazzucato et al., 2020) is a method that can be used in dealing with the COVID-19 pandemic in DKI Jakarta. ROAR itself stands for Resilience, Organization, Anticipation, and Response. The ROAR approach can analyze the following ways to handle COVID-19 in DKI Jakarta.

#### **a. Risks**

The mass vaccination program implemented in DKI Jakarta shows the government's efforts to strengthen the health system's and economy's resilience. In providing this vaccine, the DKI Provincial Government divides it into three programs, namely, in the dose one vaccine program, there are 12,809,840 (127.0%) residents who received this service, which was given on January 13, 2021, and continues to be given in stages and the dose two vaccine program there are 10,952,089 (108.6%) residents. As well as the dose three vaccine program, a total of 5,488,756 of which were given to 103,404 health workers and 5,345,352 people for the general public. This program involves various parties, including health workers, volunteers, and the private sector. In this program, vaccination is given priority to vulnerable groups, including the elderly and health workers (Provincial Government of DKI Jakarta, 2020).

The DKI Jakarta Provincial Government also conducts door-to-door vaccinations to ensure that complex communities can access these vaccination centres. In addition, the DKI government is improving the efficiency of existing facilities and infrastructure. Especially during the first and second waves of the COVID-19 pandemic. 13 Regional General Hospitals (RSUD) designated special facilities to treat COVID-19 patients (Mehiriz, 2021). Among them are Pasar Minggu Regional Hospital in South Jakarta and Cengkareng Regional Hospital in West Jakarta. During the second wave of COVID-19, the DKI Jakarta Provincial Government increased the number of isolation and ICU beds. It also has an athlete's guesthouse as a quarantine and treatment facility for patients with mild to moderate symptoms. The DKI Provincial Government, in collaboration with the central government, prepared the Kemayoran Athlete's Village Emergency Hospital, which was originally a facility for the 2018 Asian Games. Through the TNI, BNPB, and the Ministry of Health, the DKI Provincial Government equips medical facilities, including patient care facilities, COVID-19 unique treatment rooms, ICU rooms, and laboratory facilities. The capacity of the Wisma Atlet Emergency Hospital can accommodate thousands of patients with mild to moderate symptoms, as well as patients who need to be quarantined. Patients with mild to moderate symptoms are transferred to this facility to reduce the burden on the main referral hospital, allowing the main hospital to focus on patients with critical conditions. With a centralized quarantine facility, the DKI Jakarta Provincial Government can more easily supervise, monitor and respond to the needs of COVID-19 patients, including the distribution of drugs and oxygen (Hunt, 2017).

#### **b. Organization**

The DKI Jakarta Task Force for the Acceleration of Handling COVID-19 was formed to coordinate with cross-sectors. The success of the DKI Jakarta government in dealing with COVID-19 issues must be connected to the joint efforts of various parties. Collaboration between government and community actors is important to create inclusive and sustainable policies (Sturmberg et al., 2020), (He, 2022). COVID-19 is not only the responsibility of the government but also the obligation of every individual, so it requires good coordination and communication

between sectors (Maggetti & Trein, 2022). At the beginning of the pandemic, the provincial government of DKI Jakarta collaborated with Indonesians at Harvard to develop the Corona Likelihood Meter (CLM). CLM is a self-detection tool that is very effective in helping track and control the spread of the virus (Oseni, 2020). The effectiveness of this collaboration was proven when the spike in COVID-19 cases occurred in the second wave, primarily from mid-June to July 2021, where all Regional Apparatus Organizations (OPD) worked together to overcome this situation (Greer et al., 2021).

The Health Office has consistently increased services at public health centres to treat infected patients. Emergency tents from BPBD were installed to accommodate more patients. In addition, the Office of Public Housing and Settlement Areas, together with the DKI Jakarta Tourism and Creative Economy Office, utilized Rusun and Graha Wisata Ragunan as an isolated location for patients (Sampat & Shadlen, 2021). All Technical agencies contributed to the transportation and distribution of oxygen cylinders for patients. In order to prepare burial grounds for the growing number of victims, the Water Resources Agency, the Bina Marga Agency, and the North Jakarta Parks and Urban Forest Agency worked together to improve the Rorotan Public Cemetery (TPU) (Vujović, 2021). At the same time, the DKI provincial government also introduced the Large-Scale Social Collaboration (KSBB) program. This initiative involves the private sector, communities, and individuals assisting residents affected by the pandemic. Through KSBB, various elements of society are invited to participate through donations and direct assistance programs to the most affected areas (Sy et al., 2020).

### **c. Anticipation**

Anticipation began to increase through the use of big data and technology to predict spikes in cases and monitor the spread of the virus in real time. The digital reporting system through the JAKI application allows the government to track the spread of COVID-19, collect epidemiological data, and provide information to the public. When information is uncertain, and resources are limited, a leader figure is indispensable to facing environmental challenges and improving organizational performance (Jaleha & Machuki, 2018). The importance of providing transparent, accurate, and real-time information (Carstensen & Schmidt, 2018) so that people are aware of the latest developments in COVID-19, so the DKI Jakarta government launched a corona information website with the link address (DKI Jakarta Provincial Government, 2020). This website is an official platform with several main functions and features. First, real-time statistical data presents information about the number of positive cases, recovered patients, and those who died, and active cases are updated daily. The data is presented in detail so that the public can monitor sub-district and village-level conditions. Second, Hospital Capacity Information the website also displays information about hospital capacity, including the number of beds available for COVID-19 patients at various health facilities in Jakarta (Augustian & Ayuningtyas, 2023). This feature helps citizens know which health facilities can still handle patients. Third, an interactive map shows the spread of COVID-19 cases throughout Jakarta. Users can see the areas with the highest cases and compare trends. This data-driven approach is important to strengthen the government's efforts to anticipate the spread of the virus in the future. Effective anticipation can also be seen in implementing a vaccination strategy involving various stakeholders to increase vaccination coverage in Jakarta (Gandryani & Hadi, 2021).

### **d. Responsiveness**

In handling COVID-19, the DKI Jakarta Government has shown its ability to respond quickly to the conditions that occur, as can be seen from how Jakarta is the first region to implement the PSBB Policy. The implementation of this policy is based on scientific data and support from various parties (Yousefpour et al., 2020). A more flexible and data-driven approach must be applied to address changing dynamics, which allows public policies to adapt quickly to actual conditions; PSBB is a policy responsive to data and evolving pandemic conditions (Trim, 2004).

**Figure 3**  
**Jakarta Policy Milestones in the Covid-19 Pandemic Era DKI Jakarta**



*Source: Jakarta Kota Kita Image Of Jakarta 2024*

Large-Scale Social Restrictions (PSBB) Stage 1 began in April 2020 through Governor Regulation No. 33/2020. The regulation stipulates that all workplace activities are halted, and workers work from home (WFH). Restrictions in the transportation sector were tightened, including the closure of schools and places of worship. In this case, only delivery or takeaway services are allowed for restaurants to serve their customers, and those who violate them will be given sanctions, including fines for people who do not wear masks. Furthermore, in September 2020, the Transitional PSBB came into effect. Some social and economic activities, such as restaurants and shopping cent res, have opened with a 50% limited capacity (Anugerah et al., 2021). After that, the Micro Restrictions on Community Activities (PPKM) were implemented on July 5, 2021, based on DKI Jakarta Governor Decree Number 107 of 2021, with supervision at the village and RT / RW levels.

On the other hand, office operational capabilities are limited, with 25% of activities conducted in the office and 75% working from home. In July 2021, an Emergency PPKM was enacted due to an increase in Delta variant virus cases. Non-essential economic, educational, and office activities will be suspended. After conditions improve, PPKM is implemented with a level system. PPKM Level 4 regulations apply in Jakarta until August 2021, dropping to Level 3 in September and Level 2 in October (Andriani, S.Si, Apt, M.Sc, Ph.D, 2020) . In November 2021, DKI Jakarta entered PPKM Level 1. Many restrictions are removed, but health protocols such as the use of masks Moreover, vaccinations are still required. PPKM Level 1 (November 2021 - February 2022): During PPKM Level 1, almost all economic and social activities are normal as usual, but while still implementing health protocol rules, namely wearing masks, vaccinations, and the



Peduli Lindungi application will be required for people who want to enter public places. Moreover, this policy is considered effective in reducing the spread of the virus. The responsiveness of the DKI Jakarta government can also be seen in the adaptation of economic policies, including the launch of various assistance programs for MSMEs and affected communities (Rosita, 2020).

## **2. COVID-19 Handling Policy: Implications?**

The COVID-19 handling policy in Jakarta has significantly impacted various fields, such as reducing transmission rates, increasing health capacity, supporting economic recovery, and making the community socially adaptable. When viewed from implementing the PSBB and PPKM policies, these efforts have reduced community movement and suppressed the number of active cases. As data was obtained, after the implementation of the PSBB in April 2020, there was a decrease in the rate of COVID-19 transmission in Jakarta (Orinaldi, 2021). The highest death spike occurred on September 14 - September 28, 2020, by 24.92%. However, from January 11 to January 25, 2021, there was a decrease of 14.41%. Conversely, policy implications can also be seen from the increased capacity of medical services in the health sector. This allows the government to handle the surge in cases more effectively. The DKI Jakarta government has set up an Emergency Hospital at Wisma Atlet to treat patients with mild to moderate symptoms. This is done so that the main hospital can focus more on patients with more critical conditions. In addition, the city increased the capacity of ICU beds and isolation facilities in 13 public hospitals, which proved to be able to reduce pressure on primary health services during the Delta variant case spike in mid-2021 (Ponangsera et al., 2021)

In the economic sector, the COVID-19 handling policy also has tremendous implications, as seen when PPKM Level 1 was implemented, economic activity increased, and sectors such as hospitality, retail, and restaurants began to recover along with the opening of business premises with limited capacity. Supporting mass vaccination policies can accelerate economic recovery in Jakarta by bringing people back to economic activities (Mawar et al., 2021). In the social sector, there have been significant lifestyle changes. People are now more aware of the importance of health protocols, and their level of social resilience has increased. Programs such as Large-Scale Social Collaboration (KSBB) increase community unity, where residents help directly affected neighbours by donating food and necessities. Residents can also use the incidents to report protocol violations (Firman et al., 2022). This helps improve compliance and reduce transmission in the community. Finally, the governance system also includes increased efficiency and transparency. By using the JAKI application and visiting the website [www.corona.jakarta.go.id](http://www.corona.jakarta.go.id), the DKI Jakarta Provincial Government provides up-to-date information on the spread of COVID-19 cases and the availability of hospital places will facilitate decision-making based on accurate data. Increasing transparency will strengthen public trust in government policies (Prasetia et al., 2024). This is important to increase citizens' compliance with the rules during the pandemic. The role of technology is critical in accelerating the government's response to an increase in cases, as seen in the management of vaccinations, health reporting, and resource allocation in times of crisis (Daffa & Nugraha, 2021).

## **3. Importance of Policy Innovation**

According to (Gross & Sampat, 2022), crises can accelerate the realization of Innovation, as happened in handling this crisis. This pandemic is a situation full of uncertainty. Innovation in public policy plays a key role in finding practical solutions to complex problems faced by society



(Hildén et al., 2014). Innovation can also encourage creativity and collaboration among various stakeholders to achieve maximum results and ensure policies are appropriate to local needs (Pearce, 2003). Therefore, it is important for policymakers to continue to consider and apply innovative approaches in designing public policies, as conventional policies tend to be insufficiently responsive to crises of this scale (Torfing & Ansell, 2017). The use of technology is an important aspect of policy innovation in handling COVID-19. In DKI Jakarta, the government is using technology strategically to support data-driven decision-making in handling the pandemic. Technology has accelerated the decision-making process and policy implementation, allowing Jakarta to adapt faster and more efficiently (Bountress et al., 2021). Policy innovation in handling COVID-19 in DKI Jakarta is an important example of how adaptation, technology and multi-stakeholder collaboration can help respond to this extraordinary health crisis. With a dynamic and data-driven policy approach, the Jakarta government is simultaneously successfully addressing health, social and economic challenges. The importance of policy innovation lies not only in creating technical solutions but also in the ability to build long-term resilience in the face of future global uncertainties (Pangaribuan & Munandar, 2021).

## 5. Conclusion

DKI Jakarta's COVID-19 response exemplifies how the ROAR framework can be applied to formulate innovative and effective public policies. With clear Routes (Policy Objectives), the government managed to direct resources focusing on mitigating health and economic risks by controlling the spread of the virus and increasing vaccination capacity. The DKI government collaborates with various parties to implement more coordinated and efficient policies. Regarding assessment, the Jakarta government adopts a data-driven approach to periodically evaluate policy effectiveness, using digital reporting systems such as JAKI to monitor epidemiological data and make quick and accurate decisions. Moreover, in terms of risks and rewards, the government took a significant risk by making an initial investment to increase the capacity of health facilities and distribute vaccines. Conversely, communities and the private sector reap rewards through reduced infection cases and faster economic recovery. Overall, applying the ROAR framework in public policy in Jakarta during the pandemic has shown that goal-based, collaborative, and data-driven policies can increase resilience in crisis conditions. This policy model can be a reference for other governments when designing innovative policies to face future global challenges.

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