

## Implementation of Health Protocol Policy as a COVID-19 Mitigation Effort at the DPR RI Complex in Senayan, Jakarta

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### Article Information

Submitted: 14 June 2025

Accepted: 20 June 2025

Publish: 30 June 2025

**Keyword:** Implementation of Policies; Health Protocols; Overcome Covid; the house of representatives of the Republic of Indonesia (DPR RI);

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**Year:** 2025

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### Abstract

**Introduction:** The COVID-19 pandemic caused a surge in COVID-19 cases at the House of Representatives of the Republic of Indonesia (DPR RI) building, necessitating the maximization of mobility restrictions within the DPR RI premises. **Objective:** This study aims to analyze the health protocol policy and the influencing factors on its implementation as an effort to mitigate COVID-19 at the DPR RI building. **Method:** This research uses a qualitative method with descriptive analysis, with data collected through observation, interviews, and documentation. The results of this study indicate that the implementation of health protocol policies within the DPR RI has been in place since March 2020. **Result and Discussion:** The implementation of health protocol policies to control COVID-19 at the DPR RI premises has been carried out since March 2020. The DPR RI Secretariat General has also issued appeals to comply with health protocols, and facilitated COVID-19 vaccination, antigen swab tests, and PCR tests for employees working at the DPR RI. Factors influencing the implementation of health protocol policies at the DPR RI include out-of-town and international visits by DPR members and their expert staff. **Conclusions:** Efforts in implementing health protocol policies at the DPR RI include consistent adherence to established health protocols to control the spread of COVID-19. Additionally, the Secretariat General provides facilities such as masks, hand sanitizers, vitamins, and medicines to all employees at the DPR RI building.

## **Introduction**

The surge in COVID-19 cases within The House of Representatives of the Republic of Indonesia (DPR RI) led to the intensification of mobility restrictions in the area. Data from October 2020 indicated that 40 individuals tested positive for COVID-19, comprising 18 members of the DPR RI and 22 administrative staff (dpr.go.id Setjen DPR RI, 2020). Furthermore, as of August 2021, ten members of the DPR had died due to COVID-19 during the pandemic period. By early February 2022, 228 individuals were confirmed positive, including ten DPR members (dpr.go.id Setjen DPR RI, 2022).

Office personnel permitted to enter the workplace were required to adhere to health protocols as mandated by the Government of Indonesia, in accordance with the Minister of Health Decree No. HK.01.07/Menkes/328/2020 concerning Guidelines for the Prevention and Control of Coronavirus Disease 2019 (COVID-19) in Office and Industrial Workplaces to Support Business Continuity during the Pandemic (Srihermanto, Rispawati, AS, & Kurniati, 2022). The DPR RI Complex in Senayan was similarly obligated to implement the designated health protocols.

The increase in COVID-19 cases necessitated stricter mobility control within the DPR RI premises. According to Circular Letter No. UM/442/SETJEN DPR RI/06/2021 issued by the DPR RI Secretariat General regarding health protocols aimed at reducing and preventing the spread of COVID-19 within the DPR RI environment, and Joint Circular Letter No. SJ/21604/SETJEN DPR RI/UM.04/12/2020 concerning health protocols specifically for visitors to the DPR RI complex, all guests were required to follow the health measures established by the Secretariat General. However, the large number of human resources often rendered the implementation of health protocols less effective. Moreover, many visitors were inadequately informed about the protocols designated for external guests.

Given this context, the present study seeks to examine the topic, **“Implementation of Health Protocol Policy as a COVID-19 Mitigation Effort at the DPR RI Complex in Senayan, Jakarta,”** with the aim of analyzing the policy framework, identifying influencing factors, and evaluating the efforts undertaken in implementing the health protocol policy within the DPR RI complex.

## **Method**

This research adopts a qualitative approach, which emphasizes descriptive data in the form of written and spoken words, as well as observable behavior. Data collection techniques include observation, interviews, and documentation. The data were analyzed using descriptive-analytical methods to explore the information in-depth, broadly, and comprehensively, thereby providing a clearer understanding of the existing realities.

Informants were selected using purposive sampling. The research informants comprised three DPR RI members, two expert staff members, two administrative staff, two internal security personnel (Pamdal), and two cleaning service/office assistants.

## **Result and Discussion**

### **1. Result**

#### **Implementation of Health Protocol Policy at the DPR RI Complex**

Based on the policy implementation model developed by George C. Edwards III, which emphasizes the assessment of implementation, responses, and outcomes, this study evaluates the application of the health protocol policy at the DPR RI Complex through insights from informants. Interview findings indicate that the health protocol policy has been in place since March 2020, when the COVID-19 pandemic was declared a public health emergency. Employees working within the DPR RI Complex have adhered to the mandated health protocols.

This is evidenced by routine disinfection carried out by cleaning services every Friday afternoon and Monday morning, the availability of hand sanitizers on each floor near elevators, and the distribution of health supplies such as masks, vitamins, and hand sanitizers by the Secretary General to all staff working in the Senayan complex. Additionally, COVID-19 vaccination programs have been implemented for all personnel within the premises.

#### **Supporting and Inhibiting Factors in the Implementation of Health Protocol Policy at the DPR RI Complex**

In the process of implementing health protocols, both supporting and inhibiting factors are naturally present. Through interviews with several employees working at the DPR RI Complex, the researcher gathered data regarding these influencing elements.

All informants consistently reported that the health protocol policy was strongly supported institutionally, and no significant barriers were identified. The main enabling factor was the awareness and discipline of individuals, which played a pivotal role. Although human behavior can be unpredictable, no structural or procedural hindrances were perceived to impede the policy's execution.

Informants also emphasized that the primary contributors to spikes in COVID-19 cases were related to staff traveling outside the city and engaging in excessive interpersonal interactions under conditions that were not conducive to safety. These behaviors increased the likelihood of virus transmission.

#### **Efforts to Mitigate the Surge of COVID-19 Cases at the DPR RI Complex**

The significant rise in COVID-19 positive cases at the DPR RI Complex caused considerable concern among staff and officials. Consequently, coordinated measures were necessary to mitigate the increasing case numbers. Interviews with employees and members of the institution revealed their perspectives on efforts undertaken to reduce the spread.

Despite initial anxiety, informants reported that the implementation of health protocols significantly helped manage their concerns. The support provided by the Secretary General was considered crucial, particularly through the provision of essential health supplies such as masks, vitamins, hand sanitizers, and medications to all personnel within the complex.

## **2. Discussion**

### **Communication**

According to Edward, as cited in Budi Winarno (2007:174), communication pertains to how policies are conveyed to organizations and/or the public, as well as to the attitudes and responses of the involved parties. Communication is one of the key elements influencing the implementation of public policy. The success of a policy can be measured through the effectiveness of its communication (Niningsih, 2023); (Widyawan & Idris, 2021); (Husaini, Azhar, & Sumarno, 2021). Policies must be communicated to relevant stakeholders with accurate information. Three critical elements are required: effective transmission, clarity for policy implementers to prevent confusion, and consistency in policy execution (Heldan, Malik, & Delisa, 2020); (Wiyono, Fachruddin, Abror, & Pramono, n.d.). Peneliti membahas fenomena komunikasi dengan memperhatikan transmisi dan kejelasan yang disesuaikan dengan hasil penelitian.

In this study, the researcher explores the phenomenon of communication by focusing on the aspects of transmission and clarity, based on empirical findings. To assess the informants' perspectives on the implementation of health protocol policy for COVID-19 mitigation within the DPR RI Complex, in-depth interviews were conducted, structured around four key aspects: established communication, supporting resources, disciplined disposition, and committed bureaucratic structure.

Drawing from George C. Edwards III's theoretical framework and integrating it with the insights obtained from the interviews, the findings indicate that each organization or institution must establish clear communication aligned with the intended policy objectives. Moreover, the purpose and benefits of the policy must be explicitly conveyed to ensure that all implementers understand the rationale behind the policy's enactment.

Based on the findings, the communication regarding the purpose and benefits of the policy aligns with Edwards' theory. This is evident in the issuance of official circulars, including the Decree of the Minister of Health and the Circular Letter of the DPR RI Secretariat General No. UM/442/SETJEN DPR RI/06/2021 concerning the Guidelines for the Prevention and Control of Coronavirus Disease 2019 at the DPR RI Complex, aimed at ensuring the continuity of office operations during the pandemic. These documents clearly state that the policy was enacted in response to a public health emergency, and provide detailed information on preventive measures as well as procedures for handling infections.

Additionally, the communication of the benefits of this policy is also evident—namely, the effort to reduce COVID-19-related mortality. The implementation of the health protocol policy serves to stabilize infection rates within the DPR RI Complex. Failure to control infections in this workplace setting could lead to a decline in the quality of public services at the national level and potentially disrupt governance structures downstream. Therefore, it can be concluded that the communication of the health protocol policy implementation at the DPR RI Complex is in accordance with George C. Edwards III's theory, particularly in terms of articulating the policy's intended benefits.

### **Resources**

Resources are one of the critical factors in the implementation of public policy (Indah & Hariyanti, 2018). These resources encompass human resources, budgetary resources, and facility-based resources. Human resources refer to the competence of policy implementers to execute the policy effectively (Farris, Hardian, & Suherman, 2022); (Hirawan, 2022); (Sulfitriani, Abdi, & Tahir, 2023). According to George C.

Edwards III (as cited in Tangkilisan, 2003: 55–88), resources are considered effective when they include competent human capital, adequate financial support, and sufficient facilities. Human resources are vital within any organization for ensuring successful policy execution.

In assessing the implementation of the health protocol policy at the DPR RI Complex, the researcher conducted in-depth interviews with informants from various professional roles and perspectives. In line with George C. Edwards III's theory, one of the most essential resources in policy implementation is personnel or staff (Edwards, 1980: 56). Full support was evident among staff working in the DPR RI environment, ranging from guests required to present a negative antigen swab test result, to consistent application of protocols such as mask-wearing, hand sanitizer usage, physical distancing, and limited interpersonal interaction—both inside and outside the DPR RI buildings.

Beyond staff compliance and mutual reinforcement, internal security personnel (Pamdal) were assigned to patrol and ensure adherence to health protocols. These officers monitored entrances and routinely circled office spaces every hour to supervise ongoing activities and ensure uninterrupted compliance with the policies in place. They actively reprimanded staff when violations or lapses were observed.

Regarding facility support, the Secretary General provided ongoing infrastructural backing by ensuring the availability of masks, vitamins, and hand sanitizers at every elevator access point. Stickers and visual cues placed in various visible locations also served as reminders to maintain safe distance, uphold cleanliness, and prioritize health—acting as infrastructural reinforcements for continued protocol observance.

Other supportive measures included routine disinfection activities carried out every Monday afternoon and Friday morning by internal security and DPR RI maintenance personnel. These efforts demonstrate that the implementation of the health protocol policy was consistent with George C. Edwards III's framework, specifically in the domain of resource support for policy execution.

## **Disposition**

Disposition refers to the attitude, character, or traits possessed by policy implementers. It plays a crucial role in determining the success of policy implementation. When implementers possess a positive disposition, they are more likely to carry out policies in accordance with the intentions of policymakers (Siregar, 2022); (Roring, Mantiri, & Lapian, 2021). As noted by Budi Winarno (2007:174), and supported by other scholars a strong disposition enables implementers to understand and internalize policies, ultimately shaping their commitment and performance at (Ristiani, Suparman, & Nurwanda, 2022); (Riana, Wismayanti, & Wijaya, 2023); (Peirisal, 2022)

According to George C. Edwards III's theory on policy implementation, disposition is one of the determining factors in ensuring that a policy is executed effectively. In the context of the DPR RI Complex, this study applies Edwards' theory to the data obtained from informants and identifies three key indicators of disposition: staff discipline, workplace culture, and individual effort.

The first indicator—**staff discipline**—was evident in consistent adherence to health protocols. Informants reported that employees regularly wore masks, even while indoors, and practiced physical distancing during interactions. This demonstrates a high level of discipline aligned with Edwards' concept of disposition and reflects effective internalization of the health protocol policy.

The second indicator—**workplace culture**—was reflected in staff behavior that supported the goals of the policy, such as compliance with remote work arrangements (Work From Home or WFH). This measure was implemented through circulars aligned with guidelines from the Ministry of Health of the Republic of Indonesia. These directives emphasized distancing during interaction, mandatory mask-wearing, and flexible working schedules, all of which were embraced as part of the institutional culture. The staff's consistent observance of these guidelines is further evidence of disposition in practice.

The third indicator is **individual effort**, which focuses on personal responsibility in implementing the health protocol policy. Informants noted that many staff members demonstrated self-awareness and commitment by maintaining physical immunity, personal hygiene, and compliance with health guidelines without external enforcement. This level of individual initiative reinforces the disposition element as described by George C. Edwards III and highlights the internal motivation that supports successful policy implementation.

In conclusion, the application of the health protocol policy within the DPR RI Complex demonstrates strong alignment with Edwards' theory of disposition, through a combination of disciplined behavior, supportive organizational culture, and proactive individual engagement.

### **Bureaucratic Structure**

The bureaucratic structure is a key factor in the implementation of health protocol policy at the DPR RI Complex. In this context, the structure is characterized by the **commitment of staff**, particularly in terms of role execution. One clear example is the internal security personnel (PAMDAL), whose primary responsibility includes monitoring all employees at the DPR RI Complex to ensure continued compliance with the mandated health protocols.

In practice, the implementation of the health protocol policy is supported by PAMDAL, who are tasked with advising, reminding, and reprimanding individuals who violate, either intentionally or unintentionally, the established protocols. These personnel are strategically stationed at designated monitoring points and also patrol throughout the premises—both inside and outside the buildings—to enforce adherence and prevent violations.

This ongoing monitoring not only ensures compliance but also reinforces the commitment of staff members to uphold the policy. The presence and active role of PAMDAL reflect how the bureaucratic structure plays a supportive function in realizing the intentions of the policy as outlined by the Ministry of Health concerning COVID-19 mitigation. Thus, in line with George C. Edwards III's theory, the bureaucratic structure—particularly through the demonstrable **staff commitment**—is a fundamental element contributing to the successful implementation of the health protocol policy within the DPR RI Complex.

### **Conclusion**

The implementation of the health protocol policy as part of the COVID-19 mitigation effort at the DPR RI Complex has been in effect since March 2020. The Secretariat General of DPR RI (Setjen DPR RI) has actively issued appeals to comply with health protocols, provided vaccination services, and facilitated antigen and PCR testing for all employees working within the complex.

Several factors have influenced the implementation of the policy, including official travel by DPR members and their expert staff to other regions and abroad, which increased the risk of transmission. Despite these challenges, various strategic efforts have been undertaken to ensure compliance with the policy, such as consistent adherence to established guidelines and reinforcement of behavioral expectations.

Additionally, the Secretariat General has provided vital resources—including masks, hand sanitizers, vitamins, and medication—to all personnel within the DPR RI Complex. These efforts reflect a structured and proactive approach toward controlling the spread of COVID-19 through effective policy implementation supported by communication, resources, disposition, and bureaucratic structure, in accordance with George C. Edwards III's policy implementation framework.

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