

# Management Analysis Of Implementing The Covid-19 Vaccination Policy In Palu City

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## Abstract

The Covid-19 pandemic poses a significant challenge in improving the health status of the Indonesian people. The covid-19 pandemic has impacted the refocusing of the health sector to the efforts to overcome the covid-19 pandemic. This effort includes issuing a mandatory COVID-19 vaccination policy for the community. The purpose of this study was to look at the management process for implementing the Covid-19 vaccination policy in Palu City. This research uses a qualitative approach with case study methods and data collection techniques by observing, interviewing, and reviewing documents. Research informants were selected using purposive sampling. Our variables were activities and procedures/activity standards (planning), resources and authority and responsibility (organizing), incentives and communication (actuating), as well as determining supervision standards, measuring implementation, and monitoring evaluation (controlling). The results showed that the management of the implementation of the Covid-19 vaccination policy in Palu City was conducted based on management functions, which included activities and procedures/activity standards (planning), resources, authority and responsibility (organizing), and determining supervision standards and measuring implementation (controlling) and well performed. However, incentives and communication (actuating) were inadequate. Some obstacles and obstacles must be improved, such as the government should work harder to increase public trust and awareness of the effectiveness of vaccines for health, take firm action against the spread of hoax news about vaccines, and generalize the number of incentives for vaccines—health workers who serve as the vaccinator team. The people of Palu City should take advantage of the development of social media and always have the latest information regarding the Covid-19 vaccination by accessing trusted sources such as the Ministry of Health, the World Health Organization, and the Health Office. The public should increase their awareness of vaccination for health reasons rather than administrative or travel requirements.

**Keywords:** Management, Policy, Vaccination, Covid-19.

## Introduction

Covid-19 is a new disease at the end of 2019, is contagious, caused by Severe Acute Respiratory Syndrome Coronavirus 2 (SARS-

CoV-2). SARS-CoV-2 is a coronavirus that has not previously been identified in humans. There are two types of corona viruses that cause disease and can cause severe symptoms, namely Middle East Respiratory Syndrome

(MERS) and Severe Acute Respiratory Syndrome (SARS). Covid-19 infection has an average incubation period of 5-6 days with the longest incubation period being 14 days. Common signs and symptoms are symptoms of acute respiratory distress such as fever, cough and shortness of breath, leading to pneumonia, acute respiratory syndrome, kidney failure, and even death [1].

According to WHO data on April 28, 2020, from December 30, 2019 to April 27, 2020, there were 59,409 people who were examined with the results of the examination, namely 50,313 negative people, and 9,096 positive confirmed cases of COVID-19 in 34 provinces (1,151 recovered and 765 recovered). die). Based on the COVID-19 response statistics on October 10, 2020, as many as 324,658 people were confirmed positive, 65,314 people were being treated, 247,667 people had recovered, and 11,677 were dead. On April 19, 2020, the province of Central Sulawesi was ranked in the top 20 with the most COVID-19 cases in Indonesia. Based on the COVID-19 statistics in Central Sulawesi province, on November 22, 2021, 47,120 people were confirmed, 45,469 people recovered and 1,599 people died. Based on the Palu City Covid-19 statistics on November 22, 2021, 9,368 people were confirmed positive, and 9,368 people were confirmed to have died 226 people (Ministry of Health, 2020)

The government has tried its best to overcome the challenges during the Covid-19 pandemic. It is known that the President of the Republic of Indonesia (RI) formed a national team to accelerate the development of a Covid-19 vaccine. Presidential Decree No. 18/2020 issued on 3 September 2020 regulates the formation of a Covid-19 vaccine development team under the supervision of the Minister of the Economy. In addition, the Research and Technology Department is responsible for reporting to the President on the daily work of the team. On October 6, 2020, the President signed and issued a Presidential Regulation (Perpres) on vaccine procurement and implementation of a vaccine plan in response to the Covid-19 pandemic. The Presidential Regulation stipulates that the government will prepare the procurement and distribution of vaccines as well as the implementation of vaccines (Ministry of Health, 2020)

The government stipulates Regulation of the Minister of Health (PMK) No. 84 of 2020 concerning the Implementation of Vaccination aims to reduce the transmission or transmission of COVID-19, reduce mortality or morbidity due to the corona virus, achieve group community immunity (herd immunity), avoid and maintain healthy communities, improve the health system as a whole, and maintain and minimize social and economic impacts. The government divides into 6 target groups for COVID-19 vaccination recipients, including: the first target for medical personnel, TNI or Police, law enforcement officers and public services; the second target for spiritual or community leaders and regional officials; the third target for all figures or educators; the fourth target for government officials from the central, regional and legislative branches, the fifth target for recipients of BPJS health contribution assistance; and the sixth target is for people aged 19-59 years. Information circulating that the COVID-19 vaccination is not safe to use and contains non-halal ingredients.

The government hopes that the community will not cause issues that can make the community restless so that the implementation of this vaccine will be more evenly distributed. Obstacles in terms of the readiness of medical personnel who carry out COVID-19 vaccines and the provision of COVID-19 vaccines in Palu city caused some rejection by the public due to their own fear among the public over the side effects of the COVID-19 vaccine in the future.

The Covid-19 vaccination aims to reduce the transmission of Covid-19 transmission, reduce morbidity and mortality due to Covid-19, achieve group immunity in the community (herd immunity) and protect the community to remain socially and economically productive. Vaccination interventions are carried out to support the implementation of effective health protocols to break the chain of transmission. Herd immunity can only be formed if vaccination coverage is high and evenly distributed throughout the region. From an economic perspective, prevention efforts through vaccination are considered to be far more cost-effective, compared to treatment efforts. According to priority needs, this vaccination is prioritized for 1.5 million groups

at risk of infection, namely health workers and other officers who work in health care facilities until the end of February 2021 [2].

In the first period, the target who will get vaccinated is health workers with 1.3 million people, 17.4 million public officers, namely officers who find it difficult to keep their distance effectively, and 21.5 million elderly people over the age of 60. The second period is the period April 2021 – March 2022 with the number of vaccine recipients being 63.90 million people with a high risk of transmission who are categorized according to the category of residence or economic and social class. Then followed by 77.4 million general public with a cluster approach according to the availability of vaccines [3].

The confusing information, especially related to vaccine safety and post-immunization events, requires serious management and handling in the success of the vaccination program policy carried out by the Palu city government. In this case, the government needs a management of continuous dissemination of vaccination activities among the community so that it can answer public questions related to covid-19 vaccination. According to George R. Terry in Wijaya (2016) defines that management is a process that has a characteristic function consisting of Planning, Organizing, Actuating (Implementation) and Controlling (Supervision).

In this vaccination activity, the planning function of this vaccination activity has been planned, but in the activity process there are still limited resources for participating health workers, in the controlling function there is no supervision from related parties during the activity as a result the vaccination activity has not reached the target of success in November 2021 coverage vaccination reaches 80%.

The government has issued various ways of intervention to overcome the covid-19 pandemic, one of the government's intervention efforts is the application of health protocols and other interventions, namely vaccination. Vaccines provide the immune system with recognizing and fighting the targeted virus. For this reason, it is necessary to accelerate a policy in increasing vaccination coverage so that herd immunity can be achieved and can protect groups that are vulnerable to being exposed to

COVID-19. Vaccination coverage in Indonesia as of May 25, 2021 at the 1st dose is 8.5% (15,330,336) and the second vaccination is 5.6% (10,125,480) of the overall vaccination target. In an effort to increase vaccination coverage, cooperation from various sectors is needed.

## Methods

The research used in this study is a qualitative research with a case study analysis approach. This type of research is used to analyze this to see the management process for the implementation of the covid-19 vaccination policy in Palu City. This research was conducted by means of interviews, direct observation and document review. The research uses data analysis techniques in 3 (three) stages, namely data reduction, data presentation and conclusion drawing. To obtain a high level of truth when approached from various points of view, the researcher uses triangulation, the triangulation carried out is triangulation of data sources, theoretical triangulation, and technical triangulation.

## Results and Discussion

The informants in this study were informants who were selected as informants who could provide information according to the research, namely the key informants were the Palu City Health Service Surveillance Team and the Palu City Covid-19 Task Force Team, additional informants from Middle and High Schools in Palu City and Middle and High School students. Palu City High School, and Palu City Community.

### Planning

#### Activity

Planning is a process in determining the objectives of an activity and the objectives to be achieved in order to achieve the objectives of the activity. The planning process for the Covid-19 vaccination activity in Palu was carried out through meetings by holding FGDs involving OPDs in Palu, including: the Covid-19 Task Force Team, the Palu City Health Service Surveillance Team and other OPDs involved in the Covid-19 Task Force Decree

which issued by the mayor of Palu. From the results of interviews with researchers, information was obtained that the FGD was in order to unite the understanding and readiness of the Palu city government in the implementation of covid-19 vaccination activities in Palu City. Here's an excerpt from the interview:

"During the planning of making this vaccination regulation activity, we conducted a FGD with the related OPDs which discussed the procedure for the activities later. So far, the implementation of the activity, Alhamdulillah, the community has participated, although it has not run 100% smoothly because there are still people who refuse for various reasons to carry out this covid-19 vaccine"

(NW, 48 Years)

"Yes, we were involved in the FGD when discussing the procedure for this COVID-19 vaccination, but we didn't think that our role in this vaccination activity was not the same as that of other OPDs where they are in their field."

(GN, 45 Years)

The following are the responses of key informants and ordinary informants regarding the number of people who have not participated in the Covid-19 vaccination:

"Indeed, until now there are still many people who have not participated in the vaccine, this is also due to public trust and the history of the disease they suffer from. We have tried very, very hard to convince the public not to believe the HOAX news circulating, but it all comes back to them, right. Thankfully now, when it comes to administration or public places, vaccines are required, it can also be a motivation for them to be able to freedom of movement"

(NW, 48 Years)

"Students who have not been vaccinated are treated specifically, in fact they cannot participate in PTM, if they have not been vaccinated, but if those who have certain reasons cannot be vaccinated, we will tolerate them, but in their class we direct them to sit in the back seat, separated from other students who have been vaccinated. Now, this can be a motivation for those who have not been

vaccinated, so they want to participate in the vaccine"

(RT, 45 years)

"There is no coercion or special treatment from the school for students who have not been vaccinated, the school also does not want to take the risk if something untoward happens. During the implementation of the vaccine at the school, students are also accompanied by their parents, even if their parents do not have time to accompany them properly. We will immediately send a statement to the parents/guardians to approve their children injecting the vaccine, otherwise we will not force them to participate"

(MJ, 40 Years)

The following are the results of the document review carried out:

SOUP	Document Review Results
1. Regulation of the Minister of Health of the Republic of Indonesia No. 10 of 2021 concerning the Implementation of Vaccination in the context of overcoming the COVID-19 pandemic in chapter 1 article 3 paragraphs 2 and 3	The palu city government has carried out vaccination activities in accordance with the SOP, namely the implementation of the covid-19 vaccination carried out through a vaccination program or mutual cooperation vaccination
2. Chapter II Planning for Covid-19 Vaccination Needs	The Palu City Government conducted an FGD with the relevant OPD regarding unifying the understanding and readiness of the covid-19 vaccination peaksaaan

Procedure/Standard Activities

Based on the results of in-depth interviews with several informants, information was obtained that this vaccination activity had an activity procedure based on the SOP from the Ministry of Health which in the area only carried out according to the existing SOP.

"We follow the Operational Standards for activities from the Ministry of Health, yes, but we also look at the situation and conditions in the field so that we can adjust them to the SOP"

(NW, 48 Years)

The results of the document review carried out by the researcher showed that the Palu city government in carrying out Covid-19 vaccination activities was guided by the Indonesian Minister of Health Decree No. HK.01.07/Menkes/4638/201 Regarding the Technical Instructions for the Implementation of Vaccination in the context of dealing with the covid-19 pandemic, in the standard section of the vaccination service, it is said that the implementation of the Covid-19 vaccination must implement health protocols, including room arrangements, timing of services by considering the maximum number of targets. per session and staff availability. The regional government can form a team to oversee the implementation of the COVID-19 vaccination service so that it continues to run according to the rules of the health protocol.

#### Organizing

##### Resource

In the process of organizing the implementation of the covid-19 vaccination, namely the nature of the recruitment of health workers who are involved in vaccination activities, namely in accordance with the expertise and ability of health workers who are competent in the health sector.

This covid-19 vaccination activity in Palu City involves competent resources in their fields such as doctors, nurses, and other health workers. The health workers who served as vaccinators had previously been provided with training. Following are the statements of some key informants and regular informants:

"In this activity, the human resources used are human resources who are already competent in their fields, yes, and they were also provided with training before going down according to the existing SOPs".

(NW, 48 Years)

"Yes, before we went down yesterday, we doctors, nurses and other PKM people who

participated in field vaccination activities were included in the training"

(EC, 27 years old)

The results of the document review carried out by the researcher stated that in accordance with the Decree of the Minister of Health of the Republic of Indonesia No. HK.01.07/Menkes/4638/2021 concerning the technical guidelines for the implementation of vaccinations in the context of dealing with the COVID-19 pandemic, training is needed for health workers who will become vaccinators, as for the training in question, namely: vaccination program training and mutual cooperation vaccination training.

"For existing facilities and infrastructure, it is supported by PKM, because for vaccinations held by the government which regulates and manages it, it is in PKM around"

(NW, 48 Years)

"We all use the infrastructure and equipment used during vaccination from PKM, although we usually open a vaccine booth outside the PKM building, but all equipment used is from PKM too"

(EC, 27 Years)

#### Authority and Responsibilities

Covid-19 vaccination activities in Palu City that the responsibility and authority in covid-19 vaccination activities are those who are responsible and have full authority in the activities, namely the Palu City Health Office, while the Covid-19 Task Force has different duties and responsibilities in handling Covid-19 pandemic. Following are the statements of Key Informants and Common Informants:

"For this activity, yes, we are directly responsible for the covid-19 vaccination activity, all tools and equipment used are the responsibility of each PKM or activity organizer"

(NW, 48 Years)

"At the time of planning this activity, we did participate in the FGD, but when it comes to responsibilities regarding vaccinations for the Palu City Covid-19 Task Force, we are not

directly involved in this activity, unlike other OPDs such as the City Health Office, they have their own duties and responsibilities and authorities. ya deck. Our task as the Covid-19 task force is currently regulating crowd activities during a pandemic, licensing for holding ceramic activities, reporting and direct handling of Covid-19 patients, so for vaccination we do not have the authority to talk more about these activities”

(GN, 40 Years)

"If there is no special responsibility, it's just that everyone must be responsible for their work, work professionally in accordance with their job duties" (EC, 27 Years)

#### Actuating

##### Incentive

This covid-19 vaccination activity in Palu City uses funds sourced from the Palu City Government which are intended for incentives and other budgets for covid-19 vaccination activities. Following are the statements of some key and common informants:

“The budget used in this vaccination activity comes from the center, namely the ministry of health. This budget includes incentives for health workers who are involved in activities, and other operational costs. For incentives, of course, we budget for the health workers involved, but for the distribution and calculation per health worker, it goes back to the PKM that they cover”

(NW, 48 Years)

"All health workers also get incentives, incentives are given every 3 months from PKM"

(EC, 27 Years)

"Regarding the delay, it is at least 1 or 2 days, but what makes us confused is that the incentive calculation has never been explained how it is calculated until we get that much. And as far as I know, each PKM health worker has a different calculation for the health worker incentive”.

(EC, 27 Years old)

"For the flow of funds, we always distribute them on time, usually there is a delay because reports from PKM are slow to come to us. Regarding the calculation of the health worker's incentives, we leave it to the PKM for the calculation because they hold the absence and record it".

(NW, 48 Years)

The flow of funds distributed for health workers incentives sometimes experiences delays in distribution, this happens because reports from PKM are slow to be received by the Palu City Health Office and regarding the amount of incentives for each health worker vaccinator on duty, each PKM is different, this is because each PKM has a calculation and manages it. its vaccination activities.

The results of the document review conducted by the researcher that in KEPMENKES RI NO. HK.01.07/Menkes/4638/2021 concerning technical guidelines for the implementation of vaccinations in the context of dealing with the COVID-19 pandemic, it is stated that funding for the implementation of vaccination activities comes from the APBN, APBD, and other sources in accordance with the provisions of laws and regulations, including operational costs, costs vaccine distribution and logistics, costs of developing and disseminating IEC materials, costs of organizing advocacy meetings, coordination and socialization, technical guidance and monitoring, and surveillance of AEFI. In this case, the Palu City government in carrying out COVID-19 vaccination activities uses a budget from the APBD.

#### Communication

The socialization carried out in the covid-19 vaccination activity has been going well which is the responsibility of the health promotion department and in collaboration with other agencies and private parties, but it is undeniable that there are still many people who still believe in the circulating HOAX news. Some key and common informant statements:

"For the socialization to the community it is the responsibility of the health promkes and PKM-PKM involved, there are also several other private parties who carry out this vaccination activity they help us in socializing to the community"

(NW, 48 Years)

"We from the school socialize to students that there is a mandatory vaccine policy for at least 1 dose for students who want to participate in PTM at school, the rest is for socializing the impact and effects of vaccines on health, we are working with PKM Bulili and we submit it to PKM Bulili, which is more knowledgeable. knowledge in the field of health"

(RT, 50 years)

"Yesterday, when the City Education Office circular issued a mandatory PTM vaccine, the school informed the students and a few days after that the vaccinator team came to socialize and at the same time carry out vaccines for students who have not been vaccinated"

(MJ, 40 years old)

"I got it, Sis, I got a lot of info on vaccines on social media about the effects and benefits, Sis"

(LZ, 15 years old)

"There is so much information circulating now that we don't know which is true and which is false news".

(ID, 72 years old)

From the results of the document review conducted by researchers that in the Decree of the Minister of Health of the Republic of Indonesia no. HK.01.07/Menkes/4638/2021 regarding technical guidelines for the implementation of vaccinations in the context of dealing with the COVID-19 pandemic, it is said that in public communication, communication efforts are carried out to increase public attention to vaccines and make vaccination programs positive in the media, including overcoming negative viral news, possibly the occurrence of Adverse Events after the COVID-19 Vaccination, and hoaxes that have a negative influence on the image of the vaccine and the health sector, but in the implementation of the covid-19 vaccination activity in Palu City, in this case the Palu city government has not been able to increase public attention to vaccination to be positive.

Controlling (Supervision)

Determining Supervision Standards

Covid-19 vaccination activities in Palu City in determining supervision standards in activities have been regulated in the SOP for Covid-19 Vaccination Guidelines, but in this activity the Palu City Government involved external parties in monitoring activities, namely the Palu City Inspectorate and internal parties, namely the Palu City Health Office. itself. Some key and common informant statements:

"For our supervision there is internal and external supervision, yes, externally it is from the City Inspectorate and internal parties are from the Health Office itself. This supervision is carried out routinely but for evaluation it is carried out periodically every 3 months, if there are problems or there is something that needs to be fixed, we will evaluate it as soon as possible"

(NW, 48 Years)

"After we change the shift, there must be an evaluation with other PKM officers, because each place usually has different problems, so the solutions in the field are also different"

(EC, 27 Years)

The results of the document review conducted by researchers in KEPMENKES RI NO. HK.01.07/Menkes/4638/2021 regarding technical instructions for the implementation of vaccinations in the context of dealing with the COVID-19 pandemic, it is stated that monitoring of the implementation of Covid-19 vaccination activities is carried out before the implementation, during the implementation, and after the implementation of the activities. Monitoring and evaluation is a cycle that needs to be carried out regularly and continuously. This is in accordance with what has been done by the Palu city government, in this case the related OPD, namely the Palu City Health Office which carries out routine supervision or monitoring every 3 months.

Measuring Implementation

"Alhamdulillah, as of March 1, 2022, the first dose of Palu City has reached 99.4% and the second dose of 73.2%. Even though at the beginning of the issuance of this policy, many people were against and refused to participate, thankfully, now we have reached herd immunity".

(NW, 48 years)

"Yes, since the regulations imposed mandatory vaccines for administrative management and for traveling, the public's interest is getting higher to take vaccines, so sometimes at the health center every day there are many queues to take vaccines and thank God the stock is still able to serve those who come"

(EC, 27 years)

This is in accordance with the key informant's statement that the increase in the percentage of public interest who wants to be injected with the Covid-19 vaccine dose I is 99.4% and dose II is 73.2%.

"Hopefully the public will no longer believe the fake news that circulates, so that this vaccination goes according to what has been planned, people take the vaccine no longer because of urgency or because of a requirement that must be met, but because of their own awareness to take care of themselves and environment from the Covid-19 virus"

(NW, 48 Years)

"Hopefully, people don't be afraid to make vaccines, vaccines provide greater benefits than side effects. People also don't need to be afraid of kipi because the vaccinator team is trained and responsive in handling complaints after the vaccine. It is also hoped that the public can be honest if the vaccinator performs screening so that they avoid unwanted kipi, not because prospective vaccine recipients have urged vaccination (for example, for travel out of town or for work/civil registration) so people are not honest when screening is carried out."

(EC, 27 Years)

The hope is that the people of Palu City will no longer believe the HOAX news circulating and the public will not be afraid to vaccinate against COVID-19 because the vaccinator officers on duty are already trained and competent in their fields.

#### Monitoring Evaluation

"If the implementation in the field is included in the PKM's responsibility, they usually carry out periodic evaluations, the SOP also says to evaluate this vaccination activity. The overall supervision of this activity from internal and external parties is also carried out on a regular basis. If we never evaluate our SOPs, we only

evaluate our achievements and what are the findings in the field".

(NW, 48 Years)

"For this evaluation (vaccination) we usually collect vaccinator teams by the head office and discuss what are the findings in the field"

(EC, 27 Years)

Evaluations are carried out periodically and carried out by PKM which organizes activities as well as periodic evaluations carried out by internal and external parties. However, for the evaluation of the SOPs that have been issued by the Ministry of Health in the technical guidelines for the implementation of vaccinations, the Palu City Health Office has not implemented them, the evaluations carried out are only regarding the implementation of activities, obstacles and findings in the field.

The results of the document review conducted by the researcher in the KEPMENKES RI NO. HK.01.07/Menkes/4638/2021 regarding the technical instructions for the implementation of vaccinations in the context of dealing with the covid-19 pandemic, it is said that in the evaluation of the implementation and impact evaluation activities through COVID-19 surveillance. However, in the implementation of vaccination supervision in Palu City, the evaluation has not been carried out in accordance with the existing SOP. Overall, in the management function of the implementation of vaccination activities, there are still things that have not been carried out in accordance with the SOP provided by the Ministry of Health, namely at the incentive and communication management stage.

#### Management Analysis of the Implementation of the Covid-19 Vaccination Policy in Palu City

Central Sulawesi Province, especially the Palu City Government, to maximize the implementation of vaccination, issued a circular letter from the Mayor of Palu Number 443/1673/HUKUM/2021 concerning the Extension of the Implementation of Restrictions on Community Activities (PPKM) and the Acceleration of Vaccination for the People of Palu City stating that the Head of the Palu City Health Office carried out accelerating the provision of vaccines to the community and not storing vaccines and immediately injecting

vaccines to the community according to the priority scale. The Palu City Government is supported by the relevant OPD and the private sector to carry out COVID-19 vaccination activities by opening vaccine booths to make it easier for the public to get vaccine services. Covid-19 vaccination services are carried out while still implementing health protocols, namely by implementing infection prevention and control (PPI) efforts and maintaining a safe distance of 1-2 meters, in accordance with SOPs and technical guidelines for vaccination services during the Covid-19 pandemic.

The response of the people of Palu City is quite good regarding the mandatory vaccination policy. In the management of the implementation of the Covid-19 vaccination policy in Palu City, it has been going well, although there are still people who are reluctant to vaccinate which hampers the acceleration of the vaccination percentage in Palu City. In the process of implementing management functions, planning, organizing, driving, and controlling are closely related. In planning is a process that begins with formulating what is the purpose of the activity, organizing is a series of activities in the management function to collect all the potential possessed to achieve the objectives of the activity, in the movement or actuating serves as a driver in activities, and supervision to observe activities. ongoing and make corrections if deviations occur

In the implementation of the Covid-19 vaccination, for almost 1 year running, it has reached the target from the planning at the time of making the Covid-19 vaccination policy in Palu City, namely the I dose of 99.4% and the second dose of 73.2%. The resources, responsibilities and authorities involved in the vaccination activities of the Palu City Government also synergize with other private parties in the implementation of the Covid-19 vaccination policy, where the Government has carried out its function, namely efforts to overcome COVID-19 in its coverage area. The Palu city government's efforts in tackling COVID-19, this policy has had a positive impact on all aspects of regional life, so that the social, economic and health life in the community can return to normal.

## Planning

Health planning is a process to formulate health problems that develop among the community. In the management process, the starting point is planning. In the science of management planning is a process and a series of activities in advance of setting goals within a certain period or period as well as the steps or stages that must be taken to achieve a goal [4].

Planning in management science has a very important function to achieve a desired result. Planning is a process in determining the goals and objectives to be achieved by using strategic methods to achieve the goals to be achieved [5].

## Activity

One part of technical planning in vaccination activities is setting targets for vaccination activities among the community, as well as determining immunization targets is an important part of planning because the target is used as one of the benchmarks in the implementation of utilization, monitoring and evaluation [6].

Regarding activities in the planning function in the management of the implementation of the covid-19 vaccination policy in Palu City, the plan for implementing the covid-19 vaccination activity in the Palu city government planning in controlling the covid-19 pandemic in Palu City has been scheduled and has been going well by involving the private sector to synergize in the success of the covid-19 vaccination activity, the targets set in the ongoing schedule of activities have been running for approximately 1 year, although there are still people who are still reluctant to vaccinate in government and non-government health services, this is still an obstacle in the course of these activities .

This is in line with research [7] that the process of vaccination activities in RSUD Dr. H. Ibnu Sutowo Baturaja The year 2021 has been running according to each stage. The target in this activity has also registered properly through an integrated application or directly. The hospital has carried out COVID-19 vaccination activities, although several obstacles and shortcomings were still found during the activity

From the results of the document review conducted by the researcher, the Palu city government has carried out vaccination

activities in accordance with the SOP or technical guidelines, namely KEPMENKES RI NO. HK.01.07/Menkes/4638/2021 concerning technical instructions for the implementation of vaccinations in the context of dealing with the covid-19 pandemic, it is said that in the process of preparing the planning for the Covid-19 vaccination activity, it is carried out together with each government administration and health service facility in the hope of good service planning. Vaccinations work well. The Palu city government held a FGD with the related OPD to discuss planning and unite understanding in carrying out COVID-19 vaccination activities in Palu City.

#### Procedures/Standards of Activities

According to Nafarin (2004) in his theory states that a procedure is a sequence or series of tasks that have a relationship that is held to ensure uniform work execution. Therefore, the procedure can be defined as a procedure or sequence that is interconnected with each other and when it is done repeatedly in the same way, the goal is to ensure the implementation of work that is as expected.

The procedure in the planning function for the management of the implementation of the Covid-19 vaccination policy in Palu City is that the Surveillance Coordinator of the Palu City Health Office stated that there was an SOP used for Covid-19 vaccination activities, of which the SOP applied was the SOP from the Ministry of Health. In addition, based on the results of direct observations that researchers did, the ongoing vaccination activities in the community were already running with the existing SOPs.

From the results of the interview, the researcher assessed that the procedures used in the planning function in the Covid-19 vaccination activity had been implemented properly. The existence of SOPs used and health workers understand the contents of these SOPs. So that the Covid-19 vaccination activity in Palu City in its implementation is in accordance with the targets and achievements to be achieved.

From the results of a document review conducted by researchers, the Palu city government in carrying out Covid-19 vaccination activities is guided by the SOP or technical guidelines, namely KEPMENKES RI NO. HK.01.07/Menkes/4638/2021 regarding

technical instructions for the implementation of vaccinations in the context of dealing with the covid-19 pandemic but also adjusting to conditions in the field.

This is in line with research by [8] that the "S" health center does not have an SOP on Exclusive Breastfeeding. Whereas the existence of SOPs will provide a clear concept, which can be understood by everyone and is stated in a procedural document for each activity. The new nutrition program holder does not yet have an SOP and is still planning to ask the Health Office. Another midwife, when asked about the SOP, also said no.

#### Organizing

Organizing according to Terry's theory says that organizing is done with the aim of collecting and organizing the resources that will be needed, one of which is human resources so that the desired task can be completed in accordance with the target to be achieved.

According to the decision of the Ministry of Health in the implementation of COVID-19 Vaccination, it can cooperate with ministries/agencies, provincial regional governments, regency/municipal governments, state-owned enterprises or private business entities, professional/community organizations, and other parties deemed necessary.

#### Resource

Human resources (HR) is an important part in an organization, the quality of human resources is the most important thing or a major determination in the capacity of government and private organizations. In dealing with the COVID-19 pandemic, the human resources involved by the government, such as doctors and health workers, as well as human resources who are part of the response, such as government officials under the auspices of the Health Service, doctors, and other health workers are the most important part in efforts to overcome the COVID-19 pandemic. 19 because it is the human resources who are competent in the health sector [9].

Human resources in the organizing function in the management of the implementation of the covid-19 vaccination policy in Palu City that the human resources involved in vaccination

activities in Palu are doctors, nurses, midwives, and other puskesmas officers who are competent in the health sector.

From the results of the document review conducted by the researcher, the Palu city government in carrying out vaccination activities has complied with the SOP or internal technical guidelines, namely KEPMENKES RI NO. HK.01.07/Menkes/4638/2021 regarding technical instructions for the implementation of vaccinations in the context of dealing with the covid-19 pandemic that all human resources involved in becoming vaccinators must previously attend training facilitated by the government in order to have adequate knowledge and skills.

This is in line with research conducted by N.Nurlailah (2021) who said that the availability of personnel or health workers who could be involved in the process of implementing the vaccination policy in OKU District was given a course to administer the COVID-19 vaccine, so they were expected to have the knowledge and skills to ensure vaccine delivery. covid-19 safely and efficiently.

#### Authority and Responsibilities

Authority (authority) and responsibility (responsibility) according to G. R. Terry in [10] said that authority is a person's power or right to act which can lead to actions from other people. The success of an delegation can be achieved in several ways, namely: creating a work atmosphere that is free from fear and dissatisfaction, planning well, determining the tasks to be delegated, choosing people who will be delegated an authority and responsibility.

From the results of the interview, the researcher considered that the authority and responsibility delegated in the management function of the implementation of the Covid-19 vaccination policy in Palu City was appropriate. There is a balance between the delegated authority and responsibility. Because there are enough workers who can help carry out activities so that Covid-19 vaccination activities in Palu City run optimally.

This is in line with research conducted by [11] said that nurses at the Siti Aisyah Madiun Islamic Hospital had a fairly heavy workload and responsibility but this did not make the

nurses at the Siti Aisyah Islamic Hospital provide unsatisfactory services to visiting patients.

#### Actuating

According to G. Terry in [12] said that "Actuating is setting all members of the group to want to achieve and to strike to achieve the objective willingly and keeping with the managerial planning and organizing effort" in organizing efforts.

During the pandemic, the puskesmas or other health services as the closest health agency to the reachable community are required to be able to move and be able to carry out various kinds of activities in order to maintain and ensure that the community gets complete health care facilities [13].

#### Incentive

WHO says that incentives can be given as any kind of punishment and reward that an organization's personnel can receive as a consequence of what members do. There are 3 forms of compensation per individual in an organization, namely: (1). Salary, (2) Incentives, and (3) Allowances, these three components are related to one another.

From the results of the interview, the researcher considered that the incentives for the actuating function in the management of the implementation of the covid-19 vaccination policy in Palu City were quite well implemented, this was because the incentives for health workers at every health center in Palu City were not uniform, this could trigger disappointment and lack of motivation. naked at work.

This is in line with research conducted by [14] that the incentives given to health workers feel appreciated for the work they do. Covid-19 health workers feel more enthusiastic at work and have a better work ethic than before receiving incentives.

#### Communication

According to Harold Koontz and Cyril O'Donnell in their theory, communication can be described as the transfer of information from one person to another regardless of whether or not the communicant believes the information provided by the communicator. But the

information given must be understood by the communicant.

From the results of the interview, the researchers considered that the communication established between the Palu City Health Office and private health services that opened vaccination service outlets to the community had gone well, but communication between the Palu City Health Office and the Palu city community still needed to be improved so that trust by from the community, this is due to the large amount of information from social media that cannot be accounted for, the truth is circulating and is easy to be accessed by the public.

#### Controlling (Supervision)

Theory According to Asep in [12] Supervision is an activity with the aim of knowing whether the program made is running well as it should be as planned, whether there are obstacles that occur and what kind of program implementers or activities overcome obstacles. Controlling or supervision of a planning result in an ongoing activity becomes a tool for good control in the entire implementation process of an activity or program.

#### Setting Monitoring Standards

The supervision carried out is in accordance with the SOPs in the Regulation of the Minister of Health of the Republic of Indonesia Number 10 of 2021 concerning the implementation of vaccinations in the context of the Covid-19 pandemic, it is stated in Chapter XI Article 44 paragraph 3 that it is stated in the framework of guidance and supervision, monitoring and evaluation is carried out periodically and continuity of the implementation of the covid-19 vaccination. In an interview with a key informant, he said that monitoring and supervision is carried out regularly every 3 months, after evaluating what are the obstacles and obstacles, a solution is sought together.

From the results of the document review conducted by the researcher that in the SOP or technical guidelines of the Republic of Indonesia's Ministry of Health, NO. HK.01.07/Menkes/4638/2021 regarding technical instructions for the implementation of vaccination in the context of overcoming the covid-19 pandemic in Palu City in the process of monitoring or supervising vaccination

activities carried out periodically, namely once every 3 months, and the supervision process is carried out by external parties and internal parties, which external parties are the Palu City Inspectorate and the Palu City Health Office internally.

This is in line with research conducted by [15] that the stage of supervision in setting standards for the implementation of Gasurkes activities at the Semarang City Health Office has been carried out since the preparation of the program planning. Standard setting includes setting performance standards, human resource standards and financing standards.

#### Measuring Implementation

The stage of measuring the implementation is an activity that must be carried out in the process of monitoring the aspects that have been determined to be monitored, the stage of measuring the results must be carried out periodically and periodically to be able to monitor the movement and progress of the rate of achievement of activities according to the planned objectives. Simultaneously with the stage of measuring results, supervision is also carried out on the actors implementing the activities. An important assessment is carried out on the implementer, the tools used, time, costs and achievements. To do all this, indicators (SOP or Technical Guidelines), assessment sheets, check lists and data processing programs are used [15].

From the results of the interview, the researchers assessed that the indicator measuring the implementation of the controlling function in the management of the implementation of the Covid-19 vaccination policy in Palu City was that vaccination in Palu City had reached herd immunity, namely more than 80% of the people had vaccinated, but the Palu city government had not been able to reach it. and provide more understanding to people who are reluctant to vaccinate. This has an impact on public awareness to vaccinate, not because of administrative regulations that require proof of having vaccinated.

This is in line with research conducted by [16] that the implementation of family visits at the Puskesmas now has not been in accordance with the target of total coverage of new data collection achievements of 82%. According to the Minister of Health Regulation No. 39 of

2016 it is explained that data collection must be carried out on all family members in the working area of the puskesmas as a whole in accordance with SOPs.

### Monitoring Evaluation

According to Edward A. Suchman, the evaluation and monitoring steps are: identifying the program objectives, analyzing problems, describing and standardizing activities, measuring at the change stage, determining the causes that create changes, and determining indicators for determining the impact of problems.

Overall management in the implementation of the covid-19 vaccination in Palu City has not gone well, there are still indicators of incentives and communication that have not gone well and improvements are still needed.

This is in line with research conducted by [17] that the West Java provincial government is internally serious about dealing with covid-19 by forming a task force for dealing with covid-19 in April 2020. In an effort to handle Covid-19, it is also carried out in collaboration with local and foreign investors in meeting oxygen needs in West Java as stated conducted by the Governor of West Java in the West Java Partnership, at the West Java Business Roundtable event with the European Union and multinational companies in terms of meeting the oxygen demand in West Java.

### Conclusion

1. Activities and procedures/activity standards (Planning) in the management of the implementation of the Covid-19 vaccination policy in Palu City have been running well and in accordance with activity procedures.
2. The resources and authority and responsibility (Organizing) for the management of the implementation of the Covid-19 vaccination policy in Palu City have been running well from the HR aspect. And authority and responsibility.
3. Incentives and communication (Actuating) the management of the implementation of the Covid-19 vaccination policy in Palu City has not been implemented properly. In terms of incentives, there is still a

need for equalization of incentives given to health workers on duty and in terms of communication the government has not been able to convince the public of the effectiveness of vaccines for health.

4. Determining supervision standards, measuring implementation, and evaluating monitoring (Controlling) management of the implementation of the Covid-19 vaccination policy in Palu City as a whole has not gone well enough in terms of determining supervision standards and measuring implementation.

### Suggestion

1. It is hoped that the Palu City Government will increase the level of public trust in positive information about vaccination with a community approach to behavior change, and empower the community to collaborate and involve community leaders in disseminating information about vaccinations, presenting information about COVID-19 vaccination that is accurate and easily accessible to all. among the public and placing warning labels on bad information by blocking websites that spread false information about the covid-19 vaccine circulating on social media, then leveling the amount of incentives for each health worker on duty so as not to arouse suspicion and disappointment to officers.

2. It is hoped that all the people of Palu City take advantage of the development of information from social media and always update the latest information regarding the covid-19 vaccination by accessing trusted sources such as the website of the Ministry of Health, the World Health Organization (WHO), and the Health Office in order to be able to distinguish between accurate and irresponsible information. Then the public must also have full awareness to vaccinate for health reasons, not because of an administrative or travel requirement.

3. Future researchers are expected to conduct further research to obtain information regarding the management of the implementation of the covid-19 vaccination policy and regarding public acceptance of the covid-19 vaccination with the mix method

method, so that it can provide a comprehensive answer.

### Research Limitations

The limitations of the research on the Management Analysis of the Implementation of the Covid-19 Vaccination Policy in Palu City are; (1) Researchers did not examine the sub-variables of setting goals on the planning variable and sub-variables correct deviations in the Supervision variable; (2) Researchers did not examine other variables in Edward III's Theory

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