



## IMPLEMENTATION OF THE DECREE OF THE MINISTER OF HEALTH NUMBER 293 OF 2009 CONCERNING MALARIA ELIMINATION IN BENGKULU CITY

**Meli Puspasari<sup>1</sup> Achmad Aminudin<sup>2</sup> , Tamrin Bangsu<sup>3</sup>**

<sup>1</sup> Departement Public Administration, Faculty of Social Science And Political Science, University of Bengkulu

<sup>2</sup> Departement Public Administration, Faculty of Social Science And Political Science, University of Bengkulu

<sup>3</sup> Departement Public Administration, Faculty of Social Science And Political Science, University of Bengkulu

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### A B S T R A C T

*This study aims to examine the implementation of the Decree of the Minister of Health Number 293 of 2009 concerning Malaria Elimination in Bengkulu City. This study used qualitative research methods with data collection methods with observation, interviews and documentation. To measure the implementation of the policy, researchers use research aspects, namely socialization aspects, planning aspects, implementation aspects and evaluation aspects. The results of the research conducted, it was found that malaria elimination in Bengkulu City went well due to good planning starting from socialization, implementation to evaluation of policy implementation. Human resource support as well as supporting facilities and infrastructure are well available so that implementation can run in accordance with the Decree of the Minister of Health. Supporting factors in the implementation of malaria elimination are the health resources owned by each puskesmas have met the criteria, health facilities such as medicines, vaccines and insecticide mosquito nets are also available as needed and also supporting infrastructure such as operational vehicles are also available. The inhibiting factor in the implementation of malaria elimination is the budget that is not too adequate because the need for health facilities often lacks supplies and support from the community that is still not complete or there are still people who do not understand the importance of malaria elimination so that regular education is needed. vaccines and insecticide mosquito nets are also available as needed and also supporting infrastructure such as operational vehicles are also available. The inhibiting factor in the implementation of malaria elimination is the budget that is not too adequate because the need for health facilities often lacks supplies and support from the community that is still not complete or there are still people who do not understand the importance of malaria elimination so that regular education is needed. vaccines and insecticide mosquito nets are also available as needed and also supporting infrastructure such as operational vehicles are also available. The inhibiting factor in the implementation of malaria elimination is the budget that is not too adequate because the need for health facilities often lacks supplies and support from the community that is still not complete or there are still people who do not understand the importance of malaria elimination so that regular education is needed.*



## INTRODUCTION

Malaria is an infectious disease that is still a public health problem in the world, including Indonesia. This disease causes high mortality rates for infants, toddlers and pregnant women. Every year more than 500 million people in the world are infected with malaria and more than 1,000,000 people die. Most cases are found in Africa and several Asian countries, Latin America, the Middle East and several parts of Europe (Kepmenkes, 2009).

Malaria is now found in almost all parts of the world, especially in tropical and subtropical areas, with the population at risk of malaria amounting to around 2.3 billion or 41% of the world's population (Arsin, 2012). Meanwhile, according to the World Health Organization (WHO), at the global level, morbidity and mortality rates due to malaria also tend to decrease in the 2005-2015 period. However, there are still approximately 3.2 billion people or almost half of the world's population who are at risk of contracting malaria (Ministry of Health, 2015).

In 2015, WHO estimates that there were around 214 million new cases of malaria with the deaths of around 438 thousand people worldwide. Of all deaths due to Malaria in the world, around one third or 306 thousand occurred in children under five. Then the region that has the highest malaria incidence is the African region with an estimated death rate due to malaria of 596 thousand cases. In 2015, malaria cases decreased, WHO estimates that there were around 214 million new cases of malaria with the deaths of around 438 thousand people worldwide. Of all deaths due to malaria in the world, around one third or 306 thousand occurred in children under five (Ministry of Health of the Republic of Indonesia, 2015).

The malaria situation in Indonesia shows that there are still 10.7 million people living in medium and high malaria endemic areas. These areas mainly include Papua,

West Papua and NTT. In 2017, of the 514 districts/cities in Indonesia, 266 (52%) were malaria-free areas. 172 districts/cities (33%) are low endemic, 37 districts/cities (7%) are medium endemic, and 39 districts/cities (8%) are high endemic (Ministry of Health, 2018).

Malaria in endemic areas has varying symptoms, with incidence rates fluctuating throughout the year. The occurrence of malaria cases is influenced by three factors, namely the host (humans and mosquitoes), the agent (parasite), and the environment. It is known that the characteristics of rain affect the breeding and growth of mosquitoes, as well as the places where mosquitoes land. To reduce malaria rates, the Indonesian government is targeting elimination targets with different time limits for each region. Papua Province, West Papua Province, NTT Province, Maluku Province and North Maluku Province in 2030. Carrying out early detection and appropriate treatment is the first strategy that can be carried out, it is important to carry out appropriate diagnostic tests (Susilowati, 2018).

Malaria Elimination is a policy for handling if malaria cases are found in an area and also anticipating or educating the public to have a healthy lifestyle and being monitored or coached by health officials and related agencies with the aim of minimizing the discovery of malaria cases.

For the implementation of programs and activities to run well, they need to be supported by adequate regulations. Changes and drafting of regulations are adapted to global, regional and national challenges. The regulatory framework is directed at: 1) providing regulations derived from laws related to health, 2) increasing equal distribution of human resources, 3) strengthening the independence of medicines and medical equipment, 4) controlling disease and health, 5) increasing community empowerment and insightful development health, 6) implementing higher quality national health insurance, and 7) increasing



health financing (Directorate General of pp and pl, 2019).

Indonesia is one of the countries that is still at risk of malaria. So to overcome this problem, the President of the Republic of Indonesia in 2008 instructed to increase awareness and vigilance against malaria. Because the spread of malaria is caused by various factors, including:

1. Uncontrolled environmental changes can create breeding places for malaria mosquitoes;
2. The large number of *Anopheles* sp mosquitoes that have been confirmed as malaria vectors (17 species), from various habitats;
3. Relatively high population mobility to and from malaria endemic areas;
4. Community behavior that allows transmission to occur;
5. The increasingly widespread spread of malaria parasites that are resistant to anti-malarial drugs;
6. Limited access to health services to reach all villages with malaria problems, due to geographical, economic and resource barriers.

Malaria cases in Bengkulu Province as of the end of 2021 were 117 cases spread across several districts. The most cases were found in Rejang Lebong Regency with 90 malaria cases. Followed by Central Bengkulu Regency with 9 cases, and Kepahiang Regency with 8 cases. (BPS Bengkulu Province, 2021)

In 2022, until November 2022, 7 (seven) cases were found spread across 3 (three) districts, namely North Bengkulu Regency 1 (one) case, South Bengkulu Regency 2 (two) cases and Rejang Lebong Regency 4 (four) case. (Bengkulu Provincial Health Service, 2022)

The implementation of the Malaria Elimination policy in Bengkulu Province, according to initial observations in the field, shows that of the 10 districts/cities in Bengkulu Province, there are still 3 districts

where malaria cases are still present or found, especially Rejang Lebong District with the highest number of cases every year. (Bengkulu Provincial Health Service, 2022)

The conditions that occur in the 3 districts mentioned above, especially in Rejang Lebong District which has the highest number of malaria cases, have many things that influence the implementation of the Malaria Elimination policy. So malaria cases in this area are still found to be high compared to other districts/cities. In general, the success of a policy implementation can be influenced by several factors such as communication, resources, disposition and bureaucratic structure. The lack of communication with the community means that malaria cases are still found in this area. Apart from that, limited resources also influence the handling or implementation of Malaria Elimination policies.

Based on the explanation outlined above, researchers are interested in conducting further research related to malaria elimination policies. Researchers are interested in knowing the factors that influence the success of implementing the elimination policy in 7 districts/cities in Bengkulu Province and to find out the factors that cause malaria cases to still be found in 3 districts/cities in Bengkulu Province. Therefore, researchers are interested in raising the research title "Implementation of Decree of the Minister of Health Number 293 of 2009 concerning the Elimination of Malaria in the City of Bengkulu".

Based on the explanation in the background above, the formulation of the problem that the researcher wants to examine is as follows:

1. How is the Implementation of Minister of Health Decree Number 293 of 2009 concerning Malaria Elimination in Bengkulu City?
2. What are the inhibiting and supporting factors in the implementation of Minister of Health Decree Number 293 of 2009





concerning Malaria Elimination in Bengkulu City?

## LITERATURE REVIEW

### Implementation

#### A. Implementation Definition

Widespread implementation is the implementation of laws or policies that involve all actors, organizations, procedures and technical aspects to achieve policy or program goals (Purwanto 2012 in Ayuningtyas, 2018). Policy implementation is also actions carried out by individuals or government and private groups to achieve the goals set in policy decisions (Meter and Horn 1975 in Ayuningtyas, 2018).

#### B. Factors Affecting Implementation Performance

Meanwhile, according to Purwanto (Syahida, 2014: 13), several factors determine the success or failure of an implementation process, namely:

1. The quality of the policy itself
2. Adequacy of policy inputs (especially budget)
3. The accuracy of the instruments used to achieve policy objectives (services, subsidies, grants, etc.)
4. Implementor capacity (organizational structure, HR support, coordination, supervision, and so on)
5. Target group characteristics and support (whether the target group is an individual or a group, male or female, educated or not)
6. Geographical, social, economic and political environmental conditions where the implementation is carried out

#### C. Policy Implementation

In principle, policy implementation is a way for a policy to achieve its goals. Lester and Stewart (Winarno, 2012:101-102) explain that policy implementation is a legal administration tool where various actors,

organizations, procedures and techniques work together to implement policies to achieve the desired impact or goal.

According to Nugroho (2017:774) there are 4 stages of policy implementation, namely as follows:

1. Policy Socialization, disseminating the content or substance of a policy that has been created for understanding to related parties or target groups;
2. Planning, namely the way for a policy to achieve its goals;
3. Implementation, how a policy achieves its goals;
4. Evaluation, involves assessing policies including substance, implementation and impact

### Good governance

#### A. Definition of Good Governance

*Good governance* often interpreted as good governance. According to the World Bank in Mardiasmo (2009:18) defines good governance as the implementation of solid and responsible development management which is in line with the principles of democracy and efficient markets, avoiding misallocation of investment funds, and preventing corruption both politically and administratively implementing budgetary discipline as well as creating legal and political frameworks for the growth of business activities.

#### B. Good Governance Goals

The objectives of Good Governance according to Kurniawan (2005: 12), are as follows:

"Realizing the implementation of solid and responsible state government, as well as efficiency and effectiveness by maintaining the synergy of constructive interactions between the domains of the state, the private sector and society."



Therefore, the goal of good governance is achieved in a country if it is seen from its prosperous and prosperous people. Implementing good governance is not an easy matter, because there are many obstacles that plague a country in order to realize good governance, including irregularities such as corruption, collusion and nepotism carried out by internal people themselves who create a game that is designed to benefit and prioritize their own interests. Therefore, to achieve the goal of good governance, the government and the people themselves must work together to be aware and instill a sense of care for the State so that good governance can be achieved by always complying with the regulations or standards that have been set.

### C. Principles of Good Governance

To understand good governance requires an understanding of the principles contained in it. This functions as an indicator or benchmark for government performance. The principles of good governance according to UNDP in Mardiasmo (2009:18) reveal that the characteristics or principles developed in the implementation of good governance include:

1. *Participation.*
2. *Rule of law.*
3. *Transparency.*
4. *Responsiveness.*
5. *Consensus orientation.*
6. *Equity.*
7. *Efficiency and Effectiveness.*
8. *Accountability.*
9. *Strategic vision.*

According to Mardiasmo (2009:18), of these nine characteristics, there are three interrelated pillars to realize good governance, namely transparency, participation and accountability, and there is one more element that can realize good governance, namely value for money (economy, efficiency and effectiveness ).

## Malaria

### A. Definition of Malaria

Malaria is an acute or chronic disease caused by protozoa of the genus *Plasmodium* with manifestations such as fever, anemia and enlarged spleen. Meanwhile, according to other experts, malaria is an acute or chronic infectious disease caused by *Plasmodium* infection which attacks erythrocytes and is characterized by the discovery of asexual forms in the blood, with symptoms of fever, chills, anemia and enlarged spleen (Zohra, 2019).

### B. Malaria Prevention

Efforts to prevent malaria include increasing awareness of the risk of malaria, preventing mosquito bites, vector control and chemoprophylaxis. Prevention of mosquito bites can be done by using insecticide-treated mosquito nets, repellents, mosquito netting and others (Ministry of Health, 2017).

Environmental health activities really need to be carried out. This activity aims to reduce or even eliminate the existence of breeding and resting places for *Anopheles* mosquitoes. Activities carried out include cleaning livestock drum areas, cleaning bushes used as resting places for *Anopheles* mosquitoes and cleaning water channels, ditches and roads (Restu Alami, 2016).

Avoiding or reducing malaria mosquito bites, namely by sleeping under a mosquito net, avoiding activities outside the house at night, smearing the body with anti-mosquito bites (repellent or mosquito coil), installing screens on ventilation and moving large livestock drums from the house at a distance of 200 meters. folding hanging cloths and making sure the house is not dark and draining/accumulating standing water around the house (Sutarto, 2017).

## Malaria Elimination

### A. Definition of Malaria Elimination



According to the Decree of the Minister of Health of the Republic of Indonesia Number 293 of 2009 concerning Malaria Elimination, the definition of Malaria Elimination is an effort to stop local malaria transmission in a certain geographical area, and does not mean that there are no cases of imported malaria and there are no malaria vectors in that area, so precautions are still needed to prevent re-infection.

## B. Policy and Strategy

The malaria elimination policy is carried out in a comprehensive and integrated manner by the Government, Regional Government together with development partners including NGOs, the business world, donor agencies, professional organizations, community organizations and the community. Malaria elimination is carried out in stages from districts/cities, provinces and from one island to several islands throughout Indonesia according to stages based on the malaria situation and the condition of available resources.

The strategy formulated in implementing the malaria elimination policy according to the Decree of the Minister of Health of the Republic of Indonesia Number 293 of 2009 concerning Malaria Elimination, is as follows:

1. Carry out early discovery and appropriate treatment;
2. Empowering and mobilizing the community to actively support malaria elimination efforts;
3. Ensure access to quality services for at-risk communities;
4. Carrying out communication, advocacy, motivation and outreach to the Government and Regional Governments to actively support malaria elimination;
5. Gathering partnerships and resources both locally, nationally and internationally, in a coordinated manner with all related sectors including the private sector, professional organizations

- and community organizations through the malaria strike forum or other forums;
6. Organizing surveillance, monitoring and evaluation systems as well as health information;
7. Carry out efforts to eliminate malaria through the Gebrak Malaria partnership forum or other partnership forums that have been formed;
8. Improving the quality of human resources and developing technology in efforts to eliminate malaria

## RESEARCH METHODE

This research uses a qualitative approach. According to Sugiyono (2017: 7) qualitative research is called a postpositivistic method because it is based on the philosophy of postpositivism. This method is called an artistic method, because the research process is more artistic (less patterned) and is called an interpretive method because the research results are more concerned with the interpretation of data found in the field. Qualitative research methods are often called naturalistic research methods because the research is carried out in natural conditions (natural settings), also called ethnographic methods, because initially this method was more widely used for research in the field of cultural anthropology, called qualitative methods, because the data collected and the analysis is more qualitative in nature (Sugiyono, 2017: 8).

### 1.1 Data collection technique

When conducting research, of course you need data that will be used to analyze problems and also find solutions to problems. To obtain data, of course, techniques or methods are needed to collect data. According to Riduwan (2012:69) data collection methods are techniques or methods that can be used by researchers to collect data. Meanwhile, according to Silalahi (2012:280) data collection





is the process of obtaining empirical data through respondents using certain methods.

## RESULTS AND DISCUSSION

### 1. Policy Socialization

Socialization is the process of learning norms, values, roles, and all other requirements necessary to enable effective participation in social life (Maclever, 2013: 175). Policy socialization is the process of conveying information and understanding to the public or related parties regarding policies taken by the government, organizations or institutions.

Policy socialization is important to minimize resistance or conflict that may arise as a result of policy changes, and also to build support and participation from the community or related parties. By involving them in the socialization process, it is hoped that mutual understanding and better compliance with the implemented policies can be created.

In the health sector, of course there are also policies issued by both the central government and regional governments. With the aim of improving public health, of course various policies are created and issued by the government. Policies in the health sector that are issued usually require a form of activity that can convey the policies issued to the public, one of which is socialization. Socialization of policies in the health sector has very important importance.

Overall, dissemination of health policies is important to ensure understanding, behavior change, active community participation, and overcoming resistance. By involving the community in the dissemination of health policies, we can achieve the goal of improving health and well-being more effectively.

The Central Government, through the Ministry of Health, issued a policy outlined in Minister of Health Decree Number 293 of 2009 concerning Malaria Elimination. Malaria

elimination policy is a policy established by the government or health organization to achieve the goal of eliminating or eradicating malaria as a whole from a region or country. This policy aims to reduce the burden of malaria, protect the population from malaria infection, and achieve malaria-free status. To carry out the socialization of malaria elimination policies, there are several forms of socialization that can be carried out, including:

- 1) Public Awareness Campaign
- 2) Health Education
- 3) Health Personnel Training
- 4) Society participation
- 5) Collaboration with Stakeholders
- 6) Monitoring and Evaluation

Socialization of malaria elimination policies must be carried out on an ongoing basis and involve all stakeholders involved. Active community involvement and a good understanding of malaria and elimination efforts will support the successful implementation of this policy.

The Bengkulu City Government, through the Health Service, carries out several activities to convey information related to Malaria Elimination Activities to the people of Bengkulu City, namely through outreach activities, health education and training of health workers who will later be tasked specifically with handling the Malaria Elimination program in Bengkulu City.

According to George C. Edward III (Subarsono, 2011:90) suggests that several things can influence the success of an implementation, namely:

- a. *Communications*(Communication)
- b. *Resources*(Resource)
- c. *Disposition*(Disposition)
- d. *Bureaucratic Structure*(Bureaucratic Structure)

Socialization activities were carried out by the Bengkulu City Health Service involving all Community Health Centers in



the Bengkulu City Area. The involvement of the Community Health Center is because those who will play a direct role or task in realizing the elimination program will be the Community Health Center officers in their respective work areas. Socialization activities are carried out in the form of workshops or delivering material in the hall of the Bengkulu City Health Service by inviting speakers from the Bengkulu Provincial Health Service in collaboration with the Ministry of Health.

The initial form of education provided by the Community Health Center is in the form of delivering material regarding Malaria Elimination and its implementation mechanisms. It is hoped that initial education will make technical implementation easier in the community later. It is clear from the information obtained that both the level of the Bengkulu City Health Service and the Puskesmas in Bengkulu City. All of them carry out outreach activities to convey information regarding Malaria Elimination policies, both in the form of workshops and direct education.

## 2. Planning

According to George (2021), Steiner believes that the definition of planning is the process of initiating various goals, strategic boundaries, policies, and also very detailed plans to achieve them, organizational achievements to implement decisions and also includes performance reviews and also feedback in terms of the introduction of the planning cycle. new.

Malaria elimination policy planning is the process of formulating strategies, action plans, and steps necessary to achieve the goal of eliminating malaria. This involves coordinating various relevant parties, including government, health institutions, national organizations, and the community, to develop effective and measurable policies in an effort to eliminate malaria.

In preparing plans for implementing the malaria elimination policy, several steps are taken, namely:

1. Analyze the situation
2. Formation of an elimination plan
3. Strengthening the health system
4. Preventive intervention
5. Timely diagnosis and treatment
6. Monitoring and evaluation
7. Collaboration and advocacy
8. Continuity

The Bengkulu City Health Service in implementing the Malaria Elimination policy in Bengkulu City, the first step taken was to carry out planning related to the future implementation of Malaria Elimination in the Bengkulu City community. The Bengkulu City Health Service carried out initial mapping of the distribution of malaria. This initial mapping is to find out how widespread malaria is in Bengkulu City and areas with high levels of malaria distribution.

In the implementation stages of the malaria elimination policy in Bengkulu City, there are several stages that must be passed and one of them is planning. According to Nugroho (2017:774) there are 4 stages in policy implementation, namely:

1. Policy Socialization
2. Planning
3. Implementation
4. Evaluation

To carry out this initial mapping, the Bengkulu City Health Service formed a field team tasked with collecting information directly from the community. The team consists of public health experts, epidemiologists and medical personnel who have been specially trained to collect data directly from the field. The field team also involved medical personnel from the Community Health Center in Bengkulu City to further facilitate coordination in the community.

This field team has an important role in collecting information to map the distribution of malaria. Because they can provide actual and accurate data from the field, as well as understand the local context and special





factors that can influence the spread of disease. With the work of field teams and mapping analysts, the information that has been collected is then integrated and analyzed to produce comprehensive mapping that is useful for malaria control efforts.

After there is data from the field team, the next step is to plan the process of implementing malaria elimination. The planning carried out includes vector control strategies, treatment of malaria cases, monitoring and evaluation, health promotion and involvement of stakeholders and the community.

The vector control strategy planning carried out by the Health Service consists of Home Based Insecticides, Insecticide Treated Bed Nets, Habitat Control, Mosquito Larva Management and also the Use of Innovative Technology.

To plan the treatment of malaria cases, the Health Service plans several strategies, namely Early Diagnosis, Appropriate Treatment, Artemisinin Combination Treatment, Treatment of Asymptomatic Periods and Monitoring and Continuity of Treatment.

Monitoring and evaluation strategy planning is also carried out in order to prepare follow-up actions for the implementation of the next program sustainability. The monitoring and evaluation strategy for malaria elimination policies involves data collection, analysis and ongoing evaluation to measure progress, identify weaknesses and determine actions needed in malaria elimination efforts.

Apart from that, the Health Service is also planning how to promote health to the community in order to maximize the implementation of malaria elimination in the community. The form of health promotion is also adapted to community conditions so that promotional activities are more easily accepted and understood by the public.

Health planning is not just technical planning or strategies carried out, of course

planning is related to human resources as well as equipment and infrastructure to support previously planned strategies in order to maximize results.

Human resource planning in this case is planning who will be assigned either as a field team to collect data or to be tasked with analyzing and carrying out malaria elimination. The Bengkulu City Health Service plans to conduct initial training for medical personnel who work in the field, because field officers are an important center for collecting data and implementing policies in the community. Apart from that, assistance will also be provided to the person responsible for implementing it and also the data analysis team.

Planning for facilities and infrastructure is also important, this of course also supports the performance of field officers and the analyst team. In the planning process, the Health Service plans several important facilities and infrastructure that can help the work of the malaria elimination implementation team, especially the field team.

The planning carried out by the Health Service in supporting or implementing the Malaria Elimination policy in Bengkulu City is felt to have met the needs that must be prepared. However, the realization or implementation of this plan in the field depends on the situation and conditions, both internal and external. Internally, it can be realized if there is good support from related parties and adequate budget support. Meanwhile, externally it can be realized if there is support from the community.

### 3. Implementation

Policy implementation is the stage where policies that have been formulated and approved are implemented in the field. It involves concrete actions to implement policies and achieve set goals. Jones stated that policy implementation is a process in which decisions and instructions set out in



policies are transformed into real actions in the field. According to him, policy implementation involves complex interactions between policy implementers, affected community groups, as well as environmental and organizational factors.

Health policy is the application of public policy when the guidelines set aim to improve the level of public health. National health policy is aimed at improving the health status and welfare of a country's population. (Ayuningtyas, 2014)

Implementation of policies in the health sector generally depends on each agency in implementing a health policy. In implementing a policy, each individual must have strategies and steps adapted to the conditions of the region and its people. Policy implementation strategies are usually planned in advance to make them easier to implement in society. With good planning, it is hoped that the expected results will also be good in accordance with the objectives of implementing the policy.

The field team formed by the Bengkulu City Health Service then conducted a survey in the Bengkulu City health area to collect information about disease cases, case locations, and related risk factors. The team also takes blood samples or carries out diagnostic tests to verify malaria cases. The field team also made direct observations regarding environmental factors such as the presence of standing water, mosquito vector population density, and sanitation conditions. This environmental data collection is used to increase information on mapping the distribution of malaria.

### **a. Socialization to the Community**

Socialization is the process by which individuals learn and internalize the values, norms, skills, and behaviors necessary to become members of a particular society. Peters (2019) believes that policy dissemination must involve conveying information clearly and transparently to the public. He stressed

the importance of presenting strong and credible arguments to support proposed policies. Effective communication helps build public trust in the policy.

Socialization of health policies regarding malaria elimination needs to be carried out in order to convey information about what malaria elimination is, the objectives of malaria elimination and the mechanisms for implementing malaria elimination both within the Health Service and the community.

Socialization of the malaria elimination policy in the work environment of the Bengkulu City Health Service was carried out by holding workshops by inviting the Head of the Community Health Center along with staff and medical personnel at each Community Health Center. The form of workshop activities consists of several sessions, namely material delivery sessions, question and answer sessions and training sessions.

In the material delivery session, the resource persons presented came from the Bengkulu Provincial Health Service who had taken part in socialization and direct guidance from the Ministry of Health. The material presented is related to providing an understanding of Malaria Elimination, policies issued regarding malaria elimination and technical field implementation of Malaria Elimination.

The next session was a question and answer session, where the participants present were allowed to ask questions, especially those related to Malaria Elimination and its implementation. The question and answer session is needed to provide an opportunity for the participants present to understand better if they still do not understand the material presented.

The final session is an education or training session for medical personnel, this session is held at a different time the



following day. This training also presents experts who are experienced in their respective fields, especially those related to treating malaria. In this session, the participants who attended were mainly medical personnel from each Community Health Center in Bengkulu City. In this session, medical personnel were trained on how to collect information about malaria in the community, how to take the correct blood sample, as well as several other related educations to support the implementation of Malaria Elimination in the community.

The workshop activities went well and were in accordance with what was initially planned, namely inviting the Heads of Community Health Centers and Medical Personnel from each Community Health Center in Bengkulu City. All of the invited participants attended and took part in the activities as targeted.

## **b. Policy Targets**

Pal (2014), a public administration expert, believes that policy targets must be determined based on interest distribution analysis. This involves identifying groups that have conflicting or interrelated interests with particular policies. Determining appropriate policy targets can help produce fair and balanced policies.

Meanwhile, according to Bardach (2012), a public policy expert, emphasizes the importance of clearly identifying the groups that will be affected by the policy. According to him, determining policy targets must be based on a comprehensive stakeholder analysis. This helps identify groups that will benefit, feel the impact, or have an interest in the proposed policy.

Based on several expert opinions above, it can be concluded that the policy target is the group that will benefit from the issuance of the policy. In other words,

the policy target for eliminating malaria is a group or community in an area with a high or high number of malaria cases.

In planning policy targets, the Bengkulu City Health Service has carried out planning regarding policy targets which are divided into three categories, namely

- a. Mapping Malaria Distribution Areas
- b. Mapping Environmental Conditions in Each Region

Data or information that has been collected by the field team in each Puskesmas area. Then the data is processed temporarily before being collected at the Bengkulu City Health Service for planning the implementation of malaria elimination. The data that has been processed temporarily is then sent to a team from the Health Service for data analysis by combining information obtained from other Community Health Centers.

The data analysis team from the City Health Service then processed the data that had been received from all Community Health Centers in Bengkulu City. The data received will be grouped according to the same data type, then analyzed to produce the expected data. After knowing the mapping of the distribution of malaria in Bengkulu City, the next action is to carry out Malaria Elimination together with the team from the Community Health Center.

## **c. Implementation of Malaria Elimination**

Policy implementation is the stage at which public policies that have been prepared and formulated are implemented in practice. It involves a series of concrete actions to implement the policy and achieve the stated goals. In implementing the malaria elimination policy, there are several strategies implemented by the Bengkulu City Health Service and the team, namely:





## a. Treatment of Malaria Cases

In implementing the malaria elimination policy, the first stage is the treatment of malaria cases. After obtaining data from the data collection team in the field, the initial stage is to carry out treatment measures for people who are infected and infected with malaria. In carrying out treatment for malaria cases in Bengkulu City, the Health Service carries out several treatment strategies, namely:

- 1) Accurate Diagnosis
- 2) Artesunate Combination Therapy
- 3) Treatment Based on Plasmodium Type
- 4) Location-Based Treatment and Drug Resistance
- 5) Administering Medication with the Correct Dosage
- 6) Complication Management and Supportive Care

## b. Vector Control Strategy

The next stage in the process of implementing the malaria elimination program carried out by the Bengkulu City Health Service is Vector Control. Malaria vectors are organisms that are responsible for spreading malaria parasites from infected humans to healthy humans. The main vector involved in malaria transmission is the mosquito of the genus *Anopheles*, with the species *Anopheles gambiae* and *Anopheles funestus* often being the most dominant vectors in some areas.

*Anopheles* mosquitoes are vectors because they can bite humans infected with malaria to get blood as a food source. During a bite, a mosquito picks up malaria parasites (usually from the genus *Plasmodium*) from an infected person and stores them in its salivary system. Furthermore, these mosquitoes can transmit the parasite to other humans

through subsequent bites, starting the malaria transmission cycle.

Malaria vectors have certain preferences in choosing humans as their blood source. They tend to bite at night, especially at dusk and dawn, so vector control measures are often focused on these times. Vectors also tend to look for human blood in or around human residences, such as inside houses or around residential areas.

Vector control strategies are approaches used to reduce the population of disease vectors, such as malaria mosquitoes, and prevent transmission of the diseases they carry. Following are some common strategies used in vector control:

1. Environmental Control
2. Use of Insecticides
3. Use of Insecticide Treated Mosquito Nets
4. Use of Repellents
5. Behavior Management
6. Biological Control

Malaria vector control is an important strategy in efforts to control and eliminate this disease. Reducing human contact with vector mosquitoes can be effective in reducing malaria transmission and preventing the spread of the disease.

## c. Prevention of Malaria Transmission

Prevention of malaria transmission involves a series of steps aimed at reducing a person's risk of being bitten by a malaria vector mosquito and avoiding transmission of the disease. The following are some effective preventive measures:

- a) Use of Insecticide Treated Mosquito Nets
- b) Use of Repellents
- c) Avoiding Contact with Mosquitoes
- d) Prophylactic Antimalarial Treatment



## e) Health Monitoring

### d. Human Resources

According to Ajabar (2020: 4) human resources are the main key for an organization in carrying out its goals. According to Riniwati (2016:1) humans who work in an organization's environment are personnel, workers, employees or employees. Meanwhile, according to Sutrisno (2016: 6), human resource management is the activities of planning, procurement, development, maintenance and use of human resources to achieve goals both individually and organizationally.

Human resources is a term used to refer to the potential, skills, knowledge and capabilities of individuals or groups of humans that can be used to achieve goals and success in a particular context. Yoder states that human resources are "the totality of individuals who contribute to organizational efforts by bringing personal expertise, knowledge, skills, and abilities in order to achieve organizational goals."

Human resources in the health sector refer to individuals involved in health service provision, health research, health management, health education, and other related fields. The following are several aspects of human resources in the health sector:

- a) Medical personnel
- b) Public Health Workers
- c) Research Staff
- d) Health Management Personnel
- e) Teacher
- f) Support Personnel

Quality human resources in the health sector are very important to provide safe, effective and quality health services. This includes recruitment, training, retention and development of adequate human resources, as well as

strategic planning to meet community health needs.

Qualified and trained human resources are a key element in implementing malaria elimination. The following are several aspects of human resources that are important in efforts to eliminate malaria:

- a) Medical and Health Personnel
- b) Training
- c) Field Workers and Volunteers
- d) Management and Coordination
- e) Research and development

### e. Facilities and infrastructure

Facilities are all physical objects that can be visualized by the eye or felt by the five senses and can be easily recognized by patients and (generally) are part of a building or the building itself (Permenkes RI, 2008). Meanwhile, according to Moenir (2006), facilities are all types of equipment that function as the main tool/direct tool to achieve goals. For example: bed, toilet, trash can, etc. Meanwhile, infrastructure is a set of tools that function indirectly to achieve goals. For example: the condition of the environment around the treatment room.

Infrastructure has the same meaning as facilities that can facilitate efforts and expedite work in order to achieve a goal, whereas according to Subroto in Arianto (2008), facilities are anything that can facilitate and expedite the implementation of a business, which can be in the form of objects or money. More broadly regarding facilities, according to Arikunto in Arianto (2008), facilities can be interpreted as anything that facilitates and expedites the implementation of any business. Things that can make this business easier and smoother can be in the form of objects or money. So in this case the facilities can be compared to the facilities in a hospital.



The main objectives of the facilities and infrastructure, according to Junaidi in Yanti (2013), are as follows:

- a. Speed up the work implementation process so that it can save time;
- b. Increase productivity, both goods and services;
- c. Higher quality and guaranteed work results;
- d. Makes work easier;
- e. The accuracy of the arrangement of worker stability is more guaranteed;
- f. Create a sense of comfort for the people concerned.

Facilities and infrastructure in implementing malaria elimination means facilities that can facilitate and expedite the implementation of malaria elimination in the community. Facilities for implementing malaria elimination include:

- **Insecticide Treated Mosquito Nets:** Mosquito nets impregnated with insecticide to protect individuals from malaria mosquito bites while sleeping.
- **Anti-Malarial Drugs:** Drugs used to treat cases of malaria and stop the development of malaria parasites in the human body.
- **Diagnostic Tool:** Includes a microscope and a rapid malaria test to detect the presence of malaria parasites in the human body.
- **Vector Control Tools:** As a larvicide to control mosquitoes that carry malaria parasites in the larval stage.

Meanwhile, the infrastructure for implementing malaria elimination is as follows:

- **Medical facility:** Community health centers, hospitals, clinics and health posts equipped with medical equipment and trained health personnel to detect, diagnose and treat malaria cases.

- **Transportation Network:** Roads, bridges, and other transportation that allow access to remote or hard-to-reach areas to provide health services and distribution of anti-malarial drugs.
- **Monitoring and Reporting System:** A system that enables monitoring of malaria cases, reporting epidemiological data, and gathering critical information to direct elimination activities.
- **Sanitation Infrastructure:** A good sanitation system to reduce the risk of malaria transmission through vector control related to environmental cleanliness.
- **Communication System:** A communication network that allows the exchange of information between health facilities, health workers and related parties in efforts to eliminate malaria.
- **Data Center and Information Systems:** Adequate information technology infrastructure to collect, manage and analyze malaria data, and support decision making based on accurate and up-to-date information.
- **Training and Education Center:** Training facilities to increase the knowledge and skills of health workers in handling malaria cases as well as educating the public about prevention, symptom recognition, and actions that must be taken regarding malaria.

In implementing malaria elimination in Bengkulu City, the existing facilities and infrastructure are sufficient to support the implementation of malaria elimination. Such as providing insecticide-treated mosquito nets, providing malaria medication and health facilities such as community health centers and hospitals. Each Community





Health Center is always provided with supporting facilities and infrastructure for implementing malaria elimination in Bengkulu City.

#### 4. Evaluation

According to (Dunn, 2000; 608) evaluation is an assessment of the implementation of policies that have been implemented by an organization or government, by evaluating aspects of the policy impact which include effectiveness, efficiency, adequacy, alignment, responsiveness and accuracy of the implementation of the policy in terms of aspects society as the target of the policy.

Policy evaluation is a systematic process for measuring and evaluating the success, impact, effectiveness, efficiency and relevance of a policy in achieving the stated goals. Policy evaluation aims to gain an in-depth understanding of the extent to which the policy has been successful and provided the expected benefits. Weiss argued that policy evaluation should focus on the use of science and empirical evidence to assess the effectiveness of policies in achieving stated goals. Evaluations must also consider the social, political, and economic context in which the policy is implemented.

Policy evaluation in the health sector is a systematic and objective process for evaluating the effectiveness, efficiency and impact of policies that have been implemented in achieving desired health goals. Health policy evaluation aims to identify policy strengths and weaknesses, understand the implementation process, and provide relevant information for future policy improvements. Health policy evaluation involves a variety of research methods and data analysis to measure the extent to which policies have achieved intended outcomes and provided benefits to the populations served. The main objectives of health policy evaluation include:

- a) Assess effectiveness
- b) Identify improvement needs
- c) Improve policy planning

d) Assess efficiency and usefulness

e) Encourage accountability

Evaluation of the implementation of malaria elimination policies is important to evaluate the extent to which the policy has been implemented well and achieved the expected results. This evaluation can provide insight into the successes, weaknesses and challenges faced in malaria elimination efforts. Several aspects evaluated in implementing the malaria elimination policy in Bengkulu City include:

- 1) Handling malaria cases
- 2) Vector prevention and control
- 3) Community education and participation
- 4) Supervision and monitoring
- 5) Partnership and coordination
- 6) Resource availability

Overall evaluation of the implementation of the malaria elimination policy in Bengkulu City has gone quite well. Support from various aspects has also gone quite well, starting from health human resources, health facilities, as well as support for facilities and infrastructure in implementing the malaria elimination policy. In evaluating the implementation of the malaria elimination policy, of course there are inhibiting and supporting factors in the successful implementation of this policy. The hope in the future is that malaria elimination will continue even though malaria cases have decreased or even no more malaria cases are found. This is to prevent the spread of malaria again, especially from outside the Bengkulu City area.

#### 5. Implementation of Minister of Health Decree Number 293 of 2009 concerning Malaria Elimination in Bengkulu City

Implementation is one stage in the public policy process. Usually implementation is carried out after a policy is formulated with clear objectives. Implementation is a series of activities in order to deliver policies to the community so that the policies can bring the expected results (Afan Gaffar, 2009: 295)



According to Edwards, policy implementation is "the process of converting the resulting policy decisions into concrete actions that will influence the behavior of groups or individuals regulated by the policy". Meanwhile, Sabatier and Mazmanian stated that policy implementation is "the process of transferring authority and resources from policy makers to implementers to produce desired results".

Implementation of the Malaria Elimination Policy in Bengkulu City based on the results of collecting and processing the information obtained shows that Malaria Elimination is going well in the Bengkulu City area. This can be seen from the policy implementation process carried out by the Bengkulu City Health Service starting from planning, implementation to policy evaluation.

In implementing the policy, the Health Service starts by conducting outreach first so that it can provide education regarding malaria elimination and the actions taken to implement the policy in dealing with malaria cases.

After carrying out socialization, initial planning is of course carried out before carrying out direct execution or implementation in the community regarding the malaria elimination policy. Good planning regarding health human resources, health facilities, facilities and other supporting infrastructure.

Implementation of malaria elimination is carried out by first analyzing the distribution of malaria cases in Bengkulu City by collecting samples from each health area in Bengkulu City, especially those with high malaria cases. After mapping the distribution of malaria cases and analyzing the actions to be taken. So the next stage is implementing malaria elimination. In this case, this is done by administering malaria medication, preventing the spread of malaria mosquitoes by fogging and providing insecticide-treated

bed nets to prevent contamination with malaria mosquitoes.

Every implementation of a policy program requires an evaluation of the implementation of malaria elimination in Bengkulu City. In general, the implementation of malaria elimination has gone well with the support of various parties. However, from the information obtained, there has been a decrease in the activity of malaria elimination implementation teams in the field at several health centers. This happened because of the lack of carrying out field checks or going directly to the puskesmas, which made the puskesmas lax in implementing the policy.

## **6. Supporting factors in the implementation of Minister of Health Decree Number 293 of 2009 concerning Malaria Elimination in Bengkulu City**

Policy supporting factors refer to conditions or elements that provide support, facilitate, or strengthen policy formulation, implementation, or acceptance. These factors can contribute to achieving the desired policy goals and facilitate the smooth running of the policy process.

In a policy context, supporting factors can include various aspects that play a role in strengthening policies, such as:

- a) Political support
- b) Consensus and Common interests
- c) Adequate resources
- d) Measurable and clear policies
- e) Skills and capacity
- f) Communication and Community participation
- g) Cooperation and coordination

These policy supporting factors can help create an environment that supports successful policy implementation, strengthen policy acceptance by society, and increase the likelihood of achieving desired policy goals.

In implementing malaria elimination, supporting factors that help in implementing



malaria elimination in the community are the support of adequate health human resources, health facilities such as medicines and other medical equipment for implementing malaria elimination in the community as well as support from the community itself to make it a success. implementation of malaria elimination in Bengkulu City.

## 7. Inhibiting factors in the implementation of Minister of Health Decree Number 293 of 2009 concerning Malaria Elimination in Bengkulu City

Policy inhibiting factors refer to various conditions or elements that can hinder or hinder the formulation, implementation, or acceptance of policies. These factors can include various aspects that influence the policy process, including political, social, economic, cultural, organizational and environmental aspects. Inhibiting factors can be challenges or obstacles that need to be overcome in order to achieve the desired policy goals.

In a policy context, inhibiting factors may include disagreements between stakeholders, incompatibility with political values or interests, lack of adequate resources, resistance or resistance to policies, limited capacity in planning and implementing policies, lack of political support, policy complexity, change frequent policies, uncertainty, and incompatibility with cultural or social factors of society.

Understanding policy inhibiting factors is very important in identifying challenges that may be faced in implementing policies and planning strategies to overcome them. Identifying these inhibiting factors helps policy makers to take into account various obstacles that may arise during the policy process and formulate appropriate solutions to overcome these obstacles.

In implementing the malaria elimination policy, of course there are factors that hinder the implementation of the malaria elimination program properly. Based on information

obtained by researchers, in general there are always inhibiting factors in the implementation of malaria elimination in Bengkulu City, such as the budget which is sometimes insufficient, especially for field operational budgets which require a large budget. Apart from that, providing education to the public about malaria elimination sometimes does not immediately get a positive response. The field implementation team must regularly provide education so that the implementation of this policy can run well. Apart from that, sometimes there is a shortage of supplies of health facilities at some health centers so that they require assistance or support from the Health Service.

## CONCLUSION

Based on the discussion that has been explained regarding **"Implementation Minister of Health Decree Number 293 of 2009 concerning Malaria Elimination"**, then the researchers draw the following conclusions:

1. Implementation of Minister of Health Decree Number 293 of 2009 has proceeded in accordance with the instructions conveyed in the decree. Malaria elimination in Bengkulu City is going well due to good planning starting from socialization, implementation to evaluation of policy implementation. Human resource support as well as supporting facilities and infrastructure are available properly so that implementation can proceed in accordance with the Minister of Health's Decree;
2. Supporting factors in implementing malaria elimination are factors that enable policy implementation to proceed according to instructions. The supporting factors are that the health resources owned by each community health center meet the criteria, health facilities such as medicines, vaccines and insecticide bed nets are also available according to needs





and also supporting infrastructure such as operational vehicles are also available;

3. Inhibiting factors in implementing malaria elimination are factors that prevent policy implementation from being optimal. One of the inhibiting factors in the implementation of malaria elimination is that the budget is not yet adequate because the need for health facilities often lacks supplies and support from the community is still not complete or there are still people who do not understand the importance of eliminating malaria, so routine education is needed.

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