



**TECHNIUM**  
**SOCIAL SCIENCES JOURNAL**

**Vol. 21, 2021**

**A new decade  
for social changes**

[www.techniumscience.com](http://www.techniumscience.com)

ISSN 2668-7798



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## Implementation of Rabies Control and Prevention Policy in Tomohon City

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**Abstract.** This study aims to uncover, describe, analyze, and implement the control and control policies for rabies in Tomohon City. This study uses a qualitative approach with data collection techniques; interviews, observations and documentation. The data analysis technique used is an interactive model analysis from Miles and Huberman, which includes; data collection, data reduction, data display and conclusion/verification, while the validity of the data was tested using credibility, dependability, transfer and confirmability. The conclusions of this study are 1. The policy of the rabies control and prevention program implemented by the Tomohon City Agriculture and Fisheries Service as a whole has not been appropriately implemented. The indicators illustrate this studied: policy actions, factors influencing policy implementation, and public responses to rabies control and control. 2. The study results describe that the Department of Agriculture and Fisheries of Tomohon City has not been able to implement all policy actions in controlling and controlling rabies. 3. The study results also show that the bureaucratic structure, communication, resources, and disposition (attitude of implementers) as influencing factors do not support the implementation of rabies control and control policies. 4. As a result of the lack of socialization of the rabies control and prevention policy, some people do not support the implementation of this policy.

**Keywords.** Policy Implementation, Control, Prevention, Rabies

### A. Introduction

The Tomohon City Government has established a policy on rabies control and prevention Number 1 of 2017, which regulates monitoring, diagnosis, prevention, security, and eradication to reduce the risk of rabies transmission to humans. The policy is a written rule that is a formal organizational decision with a binding nature, which regulates behaviour intending to create new values in society [1].

Observations in Tomohon City, which became the research locus, showed that many animals spread rabies, especially dogs and cats that roamed around people's homes and public places. The phenomenon recorded in the field also shows the free traffic of animal transportation for sale and purchase. This animal (dog) transportation comes from outside the region such as from Central Sulawesi, Gorontalo, Bolaang Mongondow, Kotamobagu, South Sulawesi and Central Sulawesi. Thus, animals transported from outside this area may be contributors to rabies in Tomohon City and even in other areas.

In Tomohon City itself, available data shows that for the last three years, between 2017 and 2019, there were still several rabies cases, in 2017 (26v cases/10 positive), 2018 (20 cases/7 positive) and 2019 ( case 18/positive 5).

The impact of this suboptimal animal health management policy is that rabies management activities are not well planned. This has resulted in the occurrence of various cases of rabies in Tomohon City. Therefore, the main problem in this research is the implementation of rabies control and control policies in Tomohon City, which are formulated in the following research questions: How is the implementation of rabies control and control program policies implemented by the Tomohon City Agriculture and Fisheries Service?

## **B. Research Method**

This research will use a qualitative approach to explore the problem to be studied; namely, the implementation of the Tomohon City Regional Regulation Number 1 of 2017 can be explored comprehensively, in-depth, naturally and without much intervention from the researchers themselves. This type of qualitative research is also often referred to by other terms naturalistic.

The main focus of this research is the implementation of Rabies Control and Prevention in Tomohon City, especially those carried out by the Department of Agriculture, Livestock and Fisheries. Furthermore, the main focus of research is formulated explicitly in the sub-focus of the research as follows:

- a. Actions are taken by the Department of Agriculture and Fisheries of the City of Tomohon
- b. Factors influencing policy implementation
- c. Community response.

This research was conducted at the Department of Agriculture and Fisheries of Tomohon City and two sub-districts in Tomohon City. The time of the study was from March to May 2020. The data collection techniques used in this study were interviews, observation and documentation. While the qualitative data analysis technique used is an interactive analysis model from Miles and Huberman, which includes: data collection, data reduction, data display and conclusion/verification. Furthermore, to test the validity of the data used four criteria, namely: credibility, dependability, transferability and confirmability

## **C. Results and Discussion**

Overall, the results of this study illustrate that the implementation of rabies control and control policies in Tomohon City, which is carried out by the Department of Agriculture and Fisheries (Distakan) of Tomohon City, has not been optimal. This can be analyzed from research data related to policy actions (policy actions) to control and control rabies, factors that influence the implementation of policies for controlling and controlling rabies, and public responses to implementing policies for controlling and controlling rabies.

### **1. Policy actions (policy actions) control and control of rabies**

To implement Regional Regulation No. 1 of 2017 concerning the Control and Prevention of Rabies, the Department of Agriculture and Fisheries of the City of Tomohon describes it in 9 (nine) activities as policy actions from the institution in charge. These policy actions include: (1) procuring vaccines, (2) implementing rabies vaccinations for HPR (dogs, cats, monkeys), (3) socializing about rabies, (4) socializing Regional Regulations for Rabies Management in the City. Tomohon, (5) procurement of Animal Traffic Posts, (6) inspection of HPR samples, (7) procurement of dog catcher baskets, (8) procurement of land to accommodate captured dogs, and (9) provision of laboratories for rabies examination. The analysis of various policy actions of the Department of Agriculture and Fisheries in implementing the policy of Regional Regulation no. 1 of 2017 shows that institutional

performance has not been optimal, as can be seen from the non-performance of the 9 (nine) policy actions above. Thus, this research data supports Tjokroamidjojo's proposition that one of the problems with organizations in developing countries is often what has been stipulated in the regulations is not a blueprint that is implemented because at the implementation stage, it is often different from what has been determined [2].

Furthermore, according to Riant Nugroho, the success of public policies in developing countries 20% comes from the excellent formulation or planning, 60% contributes from genius implementation, and 20% from how successful it is in implementation control. In this regard, the formulation of policies on rabies control and prevention in the form of Regional Regulation no. 1 of 2017 already exists, but implementation in policy actions is not carried out properly [3].

This is evidenced by the non-implementation of various Rabies control and prevention activities and activities that can be carried out but not fully implemented. For example, several policy actions that were not implemented were socialization on rabies, dissemination of Regional Regulation (Perda) Number 1 of 2017, and Animal Traffic Posts. Meanwhile, several Distakan policy actions that have been implemented quite well include: carrying out rabies vaccinations for HPR (dogs, cats, monkeys), procurement of Animal Traffic Posts in the southern and western parts of Tomohon City, procurement of land to shelter captured dogs, and provision of laboratories for rabies test.

According to Lumingkewas, experience shows that no one and any organization can avoid failure of policy implementation. In this regard, Abdul Wahab, quoted by Lumingkewas, stated that the risk of policy implementation failure could be traced to three working areas, namely: poor implementation (bad execution), the lousy policy itself (lousy policy), and bad luck (bad luck) [4].

The results of this study show that policies on rabies control and control fall into the category of poor implementation (lousy execution). Because the policy in the form of organic legislation has been formulated well but failed to be appropriately implemented. Implementing the policy of controlling and controlling rabies, it cannot be done partially. Policy implementation must be comprehensive because every policy action mandated in the regulation of rabies control and control is interconnected and becomes a series of integrated policies in overcoming the rabies problem in Tomohon. Lumingkewas stated that poor policy implementation is also called implementation failure. [4].

## **2. Factors influencing the implementation of rabies control and control policies**

George Edward III suggested 4 (four) factors that influence the implementation of public policy, namely: bureaucratic structure, communication, resources, and attitude of the implementer [5]. These four factors function simultaneously to support or even hinder policy implementation [6].

Related to the bureaucratic structure, Edward III put particular emphasis on Standard Operational Procedures (SOP). Concerning the implementation of the policy of Regional Regulation Number 1 of 2017, the study results show that Distakan has not yet compiled and established a number several slated to rabies control and control activities (policy actions). The study results only found a document that was recognized as an exceptional SOP regarding the stages of HPR vaccination activities.

Indiahono explained that the mechanism for program implementation is usually already established through SOPs that are included in the program/policy guidelines. A good SOP includes a clear, systematic, uncomplicated and easy-to-understand framework because it will be a reference for implementing the implementation [7].

The impact of the absence of SOPs as a whole is the implementation of policies that are not systemic. Even specifically in the implementation of HPR vaccination activities, the impact is that there is no mature work plan from the person in charge of the operational, technical implementation of the vaccination, so that when carrying out activities in the field, there is no set target because there is also no accurate data on the number of HPR population in Indonesia. Every village. Policy implementation is only oriented to the number of working days determined through the schedule as activity outputs but is not oriented to outcomes, namely the number of HPR that should be vaccinated. That is why there are still many HPRs that are not affordable to vaccinate.

About this context, Edward III has reminded that with the SOP, the implementers can use the available time optimally, uniform the actions of officials in a complex and widespread organization, so that it will lead to great flexibility and synergy in implementing a regulation [6].

Regarding communication as a factor influencing the implementation of rabies control and control policies, the study results indicate that this factor has not been appropriately implemented. Communication from the Head of Livestock and Animal Health Sub-Division as the person in charge of rabies control and prevention programs/activities against Vaccinations as Field Officers only focused more on the technical administration of vaccines against HPR, while the role of disseminating the Regional Regulation Number 1 of 2017 was not communicated. This has resulted in vaccinators being more focused on only carrying out the main task of administering vaccines to pets and not carrying out socialization of Perda Number 1 of 2017. Moreover, as vaccinators recognize, they do not understand the provisions stipulated in Regional Regulation Number 1 of 2017 to be disseminated to the public—community members who own HPR.

Thus the results of the study strengthen the opinion of Edward III; for implementation to be effective, those whose responsibility it is to implement a decision must know what they are supposed to do. Orders to implement policies must be transmitted to the appropriate personnel, and they must be clear, accurate, and consistent. Edward III's statement can be explained that anyone who will implement a policy must know about what he has to implement. Likewise, implementing the policy must be conveyed to the right people, and the orders must be clear, accurate and consistent. According to Edward III, there are three dimensions of policy communication in this communication factor: transmission, clarity, and consistency [6].

Communication requires accuracy, and communication must also be received accurately by the implementers. In the context of the focus of this research, if rabies control and control policies are to be adequately implemented, not only are the guidelines for implementation accepted, but they must be clear. If not, the vaccinators as field implementers will be disoriented with what they should do and the extent to which they can exercise discretion to determine their views on the implementation of rabies control and control policies.

Concerning the resource factor, the study results indicate that the Department of Agriculture and Fisheries has limited resources. According to Mulyadi, if the implementor does not have the resources to implement a policy, the implementation will not be effective. These resources can be in the form of human resources and financial resources. Without resources, policies will only stay on paper as documents [7].

In this regard, the results of this study support the above opinion, where the limited financial resources or budgets set out in the Budget Implementation Documents of the Agriculture and Fisheries Service are one of the reasons why various activities (policy actions) cannot be implemented in the context of controlling and controlling rabies. This budget limitation is caused by the practice of government budgeting which is still running the activity-

based budget paradigm rather than activity-based budgeting. So that in the practice of budget allocation, Distakan must distribute the allocation of limited budget resources to various activities according to their priority scale.

Furthermore, according to Abdul Wahab in Lumingkewas that the failure of policy implementation in practice is usually caused, among others, due to the inability of human resources (HR) in implementing it [4].

In connection with these resources, Edward III asserted, Implementation orders may be accurately transmitted, clear and consistent, but if implementors lack the resources necessary to carry out policies, implementation is likely ineffective. Thus, Edward III's statement can be explained that even though the program's implementation has been delivered accurately, clearly, and consistently, if the person responsible for the implementation does not have sufficient resources, then implementing the policy will not be effective [5].

The resource components referred to by Edward III include staff with the correct number and skills, supported by information, authority and facilities that can be used to carry out programs and activities such as funds and infrastructure [5].

The reality at the Department of Agriculture and Fisheries shows that the number and skills of human resources are limited compared to the working area and population of HPR in the Tomohon area. The limited number of human resources can be seen from the data, which shows that there are only 2 (two) doctors and 5 (five) vaccinators from honorary employees as field workers, of which only 1 (one) is trained. When compared with the area of Tomohon City and the existing population of HPR, this amount will not be able to carry out rabies vaccination activities in Tomohon City, especially if you have to vaccinate twice per year.

Tioho formulates that the number of vaccinators needed in an area can be calculated using the following formula:

$$V = P / KL \text{ where,}$$

V = Need for Vaccination Officers

P = Dog population to be vaccinated

K = The ability of officers per day to vaccinate = 50 heads

L = Length of working days per month = 15 days

Based on the formula formulation, it can be concluded that the need for vaccinators in Tomohon City is at least approximately 14 people. This shows that the availability of vaccinators is only around 40% of the number of vaccinators needed. The impact of the number of vaccinators who are not available as much as needed is the inaccessibility of the entire HPR population for vaccination activities. About improving the skills or competence of vaccinator personnel, Bryant Coralie and White Louise G. recommend that the relevant agency or government demonstrate a commitment to providing such training because the field officers need quite a lot of practice [8].

Furthermore, related to the disposition factor or attitude of the implementer, the results of the study show that there are still inconsistencies of Field Workers (Vaccinators) in carrying out HPR vaccination activities. According to schedule, fieldwork activities for vaccinations that should be carried out according to the schedule are often not carried out properly due to various other additional tasks from the Distakan or Tomohon City Government such as celebration days, and so on.

Thus, the study results prove Carolyn and Needleman's statement, as quoted by Bryant Coralie and White Louise G., that field officers often face double pressure, namely demands from government organizations and the environment that can conflict with each other. This can result in field officers loosening their commitments and redefining their work to adapt to these dual demands [8].

Bryant Coralie and White Louise G. further stated that a very typical problem related to the limited understanding of field officers about their role is that they have too few resources to carry out their work, for example, too few books, welfare benefits, time and effort. They also don't get clear on what is expected of them [8].

Concerning the results of this study, the unclear status of the Vaccinations as temporary workers for appointment as Civil Servants, the limited welfare incentives, and the workload and heavy tasks cumulatively affect the motivation and attitude of the Field Workers in implementing the HPR vaccination policy.

### **3. Community response on the implementation of rabies control and control policies**

Concerning the indicators of community response to the implementation of this policy for controlling and controlling rabies, the study results describe the data that the community admits that they do not know about Regional Regulation no. 1 of 2017. Thus the research shows that the community members lack information about rabies control policies in the city of Tomohon. This means that disseminating information related to the policy in question among the community members is not going as expected. The impact of the absence of this information is the perception or response of some community members who own HPR to the implementation of rabies control and control policies, which tend to be less supportive of the implementation of rabies control and control policies so that these residents develop attitudes that do not support the implementation of the said policy.

To socialize the policy of the regional regulation on rabies control and control, the person in charge of the activity assigns a vaccinator as a field officer. When carrying out the activities of administering the HPR vaccine, they will also carry out socialization. In this case, Bryant Coralie and White Louise G stated that field officers are decisive program managers, as liaisons between government and society [8].

The delegation of tasks to vaccinators to carry out socialization of regional regulations on rabies control and control in practice did not go well because the vaccinators themselves lacked information or understanding of the regulations to be socialized. In this regard, Bryant Coralie and White Louise G. stated that a very typical problem related to the limited understanding of field workers about their role is that they have too few resources to carry out their work, for example, too few books or other sources of information, and they also do not get clarity about what is expected of them [8].

Thus the results of this study recommend the need for policy follow-up to provide understanding to the public about the implementation of the policy of Regional Regulation no. 1 of 2017 to form public awareness of HPR owners. It is hoped that this will stimulate the participation of the wider community, especially HPR owners, in supporting policies for controlling and controlling rabies.

### **D. Conclusion**

Based on the results of research and discussion as described in the previous chapter, several main conclusions are formulated, as follows:

1. The policy of the rabies control and prevention program implemented by the Department of Agriculture and Fisheries of Tomohon City has not been appropriately implemented. This is reflected in the indicators studied: policy actions, factors that influence policy implementation, and public responses to rabies control and control.
2. The study results describe that the Department of Agriculture and Fisheries of Tomohon City has not been able to implement all policy actions in controlling and controlling rabies.

3. The study results also show that the bureaucratic structure, communication, resources, and disposition (attitude of implementers) as influencing factors do not support the implementation of rabies control and control policies.
4. The lack of socialization of the rabies control and control policy makes some people not provide support for the implementation of this policy.

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