

## Monitoring of Drug Planning and Procurement in Lubuklinggau City Health Department in 2021

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### Abstract

*For monitoring the planning and procurement of drugs, complete and accurate data and information are needed from the central, provincial, district and health facilities. Especially with the implementation of the JKN program, which has the potential to increase the need for drugs in health facilities. The purpose of the study is to describe the process of planning and procuring drugs from the health office and formulate solutions to increase the availability of drugs from the Lubuklinggau City Health Office. The methods of The research is qualitative. Then This research was conducted at the Pharmaceutical Technical Service Unit of the Lubuklinggau City Health Office with 10 informants. The research was conducted from October to November 2021 in the working area of the Lubuklinggau City Health Office. The results of the study were that it was found that the Pharmacy Installation and Public health center in the scope of the Lubuklinggau City Health Office in 2021 experienced a drug void. Furthermore, the planning process has been carried out by the Integrated Drug Planning Team but is not optimal. The drug procurement process uses the e-catalog method in accordance with the Decree of the Minister of Health of the Republic of Indonesia No. 1121/MENKES/SK/XII/2008. The conclusion is that drug management at the Lubuklinggau City Health Office has been in accordance with Kepmenkes No. 1121 of 2008 but has not been maximized. It is hoped that the Lubuklinggau City Health Office can accommodate all types of drugs rationally according to the drug needs of the public health center.*

### Keywords

Monitoring; availability of drugs; drug management



### I. Introduction

One of the strategic plans of the Ministry of Health 2020–2024, namely the provision and management of the budget for drugs and medical devices (Medical Instrument) in the public sector, is carried out concurrently between the central government and local governments. The availability of drugs is one of the factors that the government must consider because national drug consumption accounts for 40% of total health spending. If drug management is not effective, then the high cost causes inefficiency in drug management, which in turn has a negative impact both medically and non-medically (Health Department of RI, 2006).

Based on data from the Directorate of Public Medicine and Health Supplies Management of the Ministry of Health of the Republic of Indonesia in 2018, the availability of public drugs and health supplies in Indonesia reached 86%. This figure in South Sumatra

Province reached 72.50%. Lubuklinggau City is one of the second-level regions in South Sumatra Province, where, based on the researcher's initial interview with the Head of the Pharmaceutical and Medical Devices Section of the Lubuklinggau City Health Office, in 2018, the availability of drugs in Lubuklinggau only reached 60.56%.

Monitoring has become very important in ensuring the quality of health services. Based on the results of the research, Sukma et al. (2017) argued at a hospital in Semarang City that poor monitoring and evaluation will affect the quality of health services. In line with Arini (2006), who stated that the level of drug availability greatly affects the quality of service, Based on the research of Qulsum et al. (2018) at the Surabaya City Health Center, the implementation of monitoring and evaluation activities at the public health center has always been a problem. This is because the monitoring and evaluation activities are not implemented properly and are also not supported by the necessary data and instruments. Weak implementation has a major influence in the health center on the quality of clinical services. It is different in the procurement process where supplier factors play a role in ensuring that drugs are available in sufficient quantities as needed (Quick et al., 1997). Meanwhile, delays in the delivery process and failure to fulfill orders can increase drug shortages in health facilities and have an impact on the cessation of health services to the community (Kanyoma and Khomba, 2013).

Based on the initial survey conducted on one of the chiefs of the public health centers in Lubuklinggau City and the person in charge of the public health center drugs, information was obtained that drug management in the national health insurance (JKN) era made it difficult for public health centers to procure drugs. Planning for drug needs begins with the preparation of a plan for drug needs, starting with the compilation of public health center data and then adjusting it to the existing stock and applicable rules to proceed to the drug procurement stage. In the national health insurance (JKN) era, the head of the public health center explained that the public health center had the authority to buy drugs directly from the drug factory, apart from drugs provided by the Lubuklinggau City Health Office. The Public health center also has a sufficient budget to buy drugs, but the drug providers seem reluctant to sell the needed drugs to the Public health center while the drugs are circulating in the market. It is feared that providers who do not serve the purchase of this drug will have an impact on health services at the public health center in terms of the quality of pharmaceutical services.

## **II. Research Method**

### **2.1. Research Design**

This research used a descriptive qualitative research method. The qualitative approach was expected to be able to describe in-depth descriptions for monitoring the planning and procurement of drugs at the Lubuklinggau City Health Office in 2021, which is located at Jalan Yos Sudarso No. 11, Tabapingin Village.

### **2.2. Unit of Analysis dan Informant**

This study used the Department of Health and four public health centers as the units of analysis. The informants used in this study consisted of the Head of Pharmacy, the Health Center Drug Manager, and the Coordinator of the District Pharmacy Agency (IFK) of the Health Office so that researchers could obtain in-depth information to answer the research focus. To obtain the data, in-depth interviews were conducted with the health center drug manager, the District Pharmacy Agency (IFK) coordinator, and the head of the health offices pharmacy and medical equipment section. This research was conducted at the Pharmaceutical Technical Service Unit of the Lubuklinggau City Health Office with 10 informants.

### III. Result and Discussion

#### 3.1. Planning

Planning, in general, is a human effort to minimize uncertainty. The ideal planning are the steps taken by humans so that certainty could get closer in human life. Specifically, the meaning of planning is a derivative of foresight ability, namely the ability to measure (measuring). The essence of ideal planning is measuring. Samodra Wibawa (2014) stated that planning is the process of choosing a set of activities and deciding what to do, when, how, and by whom. According to Anggarini and Puranto (2016), planning, basically, is a process to determine appropriate future actions, through a sequence of choices, by considering available resources. (Nusan, Y. et al. 2021)

The drug planning process in Lubuklinggau City is carried out by the Integrated Drug Planning Team (TPOT), which has been appointed by a letter from the Head of the Health Office, where the Pharmaceutical and Medical Devices Section is the leading sector. TPOT conducts the planning process at the beginning of the year based on data from all Public health center in the form of a recapitulation of drug use from the previous year. The team formed is very proportional, but the planning process is not optimal.

*“In my opinion, the implementation is still not optimal, but it is gradually getting better. One of the reasons that this was not optimal was the lack of coordination between the drug planning team that had been formed, namely TPOT. (Section Head of Pharmacy and Medical Devices)”*

In addition, the TPOT team from the Public health center felt that the involvement of the Public health center in drug planning was not optimal.

*“We've had a decree for the integrated drug team, but it didn't work optimally. It should be evaluated. ” (Perumnas Public health center Pharmacist)”*

To determine the right type and amount in accordance with health services, coordination and integration are needed in terms of planning drug needs. Therefore, it is necessary to establish an Integrated Drug Planning Team (TPOT) (Directorate of Public Medicine and Health Supplies, 2010).

The existence of an Integrated Drug Planning Team is very important, as is the case in East Barito Regency, which has problems in drug management, especially in planning. Based on a preliminary study conducted by Kriselina (2007) and supported by the results of an audit by the State Audit Board (BPKP), it was found that the absence of a District Integrated Drug Planning Team (TPOTK) could affect drug management, especially drug planning.

The results of this study are also in line with Sri Juliandayani's research (2018) that incomplete data for planning drug needs will affect the final results of the planning carried out. Therefore, the Lubuklinggau City Health Office should conduct a validity test through data processing so that the data used for drug planning is more accurate.

#### 3.2. Guidelines

Planning for good drug needs requires guidelines for compiling a reference for drug needs. In addition to good planning, efforts to ensure the availability of drugs at the Health Office are also carried out by controlling drug supplies in case of problems in drug availability

*“At the Public health center, we calculate the need for drugs using a recap of drug use at LPLPO ” (Public health center Pharmacist).”*

*“At the beginning of the year, we reported the needs to the health office in the form of RKO (referred to Operational Work Plan)” (Megang Public health center Pharmacist).*

*“In the preparation of drug needs, use the national formulary/DOEN using the consumption method. So we first made a plan for the need for medicine and BMHP for one year. It was just at the end of December when it was compiled and collected at the pharmacy installation during the first week of January. The application doesn't exist yet, so you can only use Excel.” (Pharmacist at Public health center Swasti Saba)*

The drug planning process also refers to the National List of Essential Medicines (DOEN) and the National Formulary (Fornas). The annual drug demand planning process is carried out in stages. The Public health center provide data on drug usage every month using the Usage Report and Drug Request Sheet (LPLPO). Furthermore, the Pharmacy Installation of the Lubuklinggau City Health Office did a recapitulation of drug use by adding up the use of each type of drug from each Public health center . After going through the process of recapitulation of annual drug needs, it will be reprocessed in the Pharmacy and Medical Devices section of the Health Office.

### **3.3. Method**

Based on the Directorate General of Pharmacy and Medical Devices, 2019, the consumption method is based on data on the consumption of pharmaceutical preparations. This method is often used as the most accurate estimate in pharmaceutical preparation planning. Planning methods and strategies can be aimed at preparing and adjusting costs for new programs and program development. The planning method can determine the priority of health problems to be addressed and which method has the best approach.

*“In preparing the need for drugs, use the national formulary/DOEN using the consumption method” (Public health center Pharmacist Swasti Saba)*

*“Well, if our health centers use the consumption method in calculating needs... look at the LPLPO last year, from the pattern of samo disease in the national program, ” (Public health center Pharmacist Perumnas)*

From the results of interviews with pharmacists in each public health center , it was found that the overall calculation of the drug used the consumption method. The consumption method is one approach that can be used as an approach to planning drug needs. Based on data analysis of drug users in the previous year. To calculate the amount of medicine needed The consumption method is used because it is considered that the data is more accurate.

### **3.4. Procurement**

Drug procurement is the process of proposing the supply of drugs and medical devices to fulfill health service needs. Procurement is intended to ensure that drugs are available in the right type and quantity. Procurement includes proposal activities through the mechanism of the Usage Report and Drug Request Sheet (LPLPO). Procurement of drugs is part of the task of distributing drugs by the Pharmacy Installation so that the availability of drugs at the Health Office is more secure.

*“For the procurement of drugs at the Lubuklinggau City Health Office based on the Minister of Health's regulation no. 63 of 2014 concerning drug procurement based on electronic catalogs. ” (Head of Pharmaceutical and Medical Devices Section)*

Based on the results of interviews with the Head of the Pharmaceutical and Medical Devices Section, the procurement of drugs at the Lubuklinggau City Health Office has met the Implementation Guidelines for Drug Procurement based on the Electronic Catalog (E-Catalogue) in the Minister of Health Regulation No. 63 of 2014, which is set as a reference for the implementation of transparent drug procurement in the work units in the health sector, both central and regional, and the government's FKTP or FKRTL to ensure the availability and access of drugs that are safe, useful and of good quality for the community.

Based on information obtained from the Technical Implementing Officer for Drug and Vaccine Procurement Activities, the Lubuklinggau City Health Office has been relying on funds from the State Budget for almost 4 years. The realization of the supply of goods from the provider is hampered or does not match the number of orders due to drug raw materials that are not available in Indonesia. Therefore, the provider issues a letter of inability to serve the purchase of drugs while the e-purchasing process is still in the contract process. So the availability of drugs is disrupted, while the drug funds only come purely from the state budget.

A drug shortage is a complex problem that can affect all aspects of the health care system. The increasing number of drug shortages will also have a negative impact on patient care and have implications for expensive costs (Caulder et al. 2015). One of the strategies to meet the shortage of drugs is that the health office submits a request for medicine to the South Sumatra provincial health office.

### 3.5. Planning

In the annual drug demand planning process, Public health center were asked to provide data on drug use using the LPLPO. Furthermore, the TPOT will compile and analyze the drug needs of the Public health center in its working area. The goal of planning is to obtain the type and amount of drugs and medical supplies that are closest to the need, to increase drug rationalization, and to increase drug efficiency (Depkes, 2004).

Based on the results of the interview, the Pharmaceutical Installation of the Lubuklinggau City Health Office has formed an integrated drug needs planning team, although in reality, it has not run optimally. This statement refers to the technical guidebook for the procurement of public drugs and basic health supplies, stating that the Lubuklinggau City integrated drug planning team was formed through a decree from the Head of the Health Office, where the composition of the planning team consists of a Chair (Head of Division who oversees pharmaceutical programs at the Health Office of the Regency/City), a Secretary (Section Head of Pharmaceutical and Medical Devices), and related program elements at the Health Office.

According to Sulistyorini (2016), the consumption method does have advantages but cannot be used as a basis for assessing drug use and cannot be relied upon if there is a change in disease patterns because this consumption method only refers to previous drug use.

The Lubuklinggau City Health Office initiated the drug needs planning activity by giving instructions to drug management officers at the public health center to recapitulate the previous year's drug use in the form of a report, namely the Public health center Drug Needs Plan (RKO) with the consumption pattern method to determine the selection of the type of drug. The RKO is submitted to the health office by the pharmacy department, and then the pharmacy department will make a Drug Needs Plan (RKO) for the Lubuklinggau City Health Office. The RKO was discussed together with the Head of the Health Office and the drug procurement division at the health health office, namely the Procurement Committee.

Drug managers who carry out pharmaceutical work, both at the Pharmacy Installation at the Lubuklinggau City Health Office or at the Public health center, are a very influential

factor in planning. The lack of pharmacists, especially pharmacists who are trained, causes pharmaceutical work to be less effective. This can affect the accuracy of the data, causing the planning of drug needs to be ineffective and inefficient. Based on the results of interviews with the Head of the Pharmaceutical and Medical Devices Section, it is evident that in the Health Office there is only one officer who has a pharmaceutical background and there is often inaccuracy in the data provided by the Public health center staff regarding the data on previous drug use.

The problem that has been experienced by the Pharmacy Installation of the Lubuklinggau City Health Office is that the data reports on drug needs from the Public health center are not in accordance with the needs. This can result in the pharmacy installation experiencing a shortage of drugs or even an excess of drug stock, which causes many drugs to expire.

### **3.6. Procurement**

Procurement is a business activity to fulfill operational activities that have been defined in the planning function. Procurement is an activity to realize planned and agreed needs through purchase, production, or donation.

Procurement of drugs is based on the drug e-Catalogue using the electronic purchase method (e-Purchasing) as stated in the drug e-Catalogue and determined by the Head of LKPP. The results of an interview with the Head of the Pharmaceutical and Medical Devices Section indicate that the method of drug procurement used by the Pharmacy Installation of the Lubuklinggau City Health Office is the e-catalog method.

The Department of Health Pharmacy Installation has been using this e-catalog method since 2013 until now. Drug procurement is carried out once a year after the drug planning process. Based on the 2015-2019 RI Strategic Plan, the implementation of the E-catalog has been listed in the 2010-2014 strategic plan. An e-catalog is used as an effort to improve drug logistics management and can save up to 30% of the drug supply budget.

Procurement of drugs using the e-catalog method takes a long time. The time for drug procurement to arrive at the Pharmacy Installation of the Lubuklinggau City Health Office is around 1 to 6 months. This is in accordance with the results of interviews with several informants that the weakness of using this e-catalog method is that it takes a long time for drugs to get to their destination. The procurement time is also based on the agreement between the procurement team and PBF as the drug provider. This is in line with the results of research by Hasratna et al. (2016) that the head of the pharmacy submits to the procurement official, and the procurement official submits it to the PBF (Pharmaceutical Large Company) to make a price list submission. If there is an agreement between the hospital and the pharmacy provider, an SPK (Work Agreement) will be submitted, and then the drug warehouse will just wait for the drugs to arrive at the drug warehouse.

The procurement of drugs at the Pharmacy Installation of the Lubuklinggau City Health Office is purely using APBN funds. Funds are one of the most important things for the running of an organization, as is the case with the Pharmacy Installation of the Lubuklinggau City Health Office, which really needs funds to provide medicine for the Public health center. Based on the Director General of Pharmaceutical and Medical Devices, it is stated that the procurement of drugs can be financed from APBN or APBD funds.

The results of interviews conducted by researchers with informants revealed that the budget issued by the Pharmacy Installation of the Lubuklinggau City Health Office for drug procurement was 1 billion per year. The funds come from the Special Allocation Fund. According to Health Law No. 36 of 2009 in Chapter XV and Article 170, the sources of

health financing come from the government, local government, private/community and other sources.

This is in accordance with the results of a document review in the form of DPA SKPD for drug procurement in 2021. It is known that the procurement of drugs at the Pharmacy Installation of the Lubuklinggau City Health Office in 2021 comes from the Special Allocation Fund with a total nominal amount of Rp. 1,199,685,590,-

Based on the results of interviews, the obstacles that occur in the drug procurement process are the lack of funds for purchasing drugs. With the current available funds, it is still not enough to meet the demand for medicine. A lack of budget for drug procurement can lead to a limited number of drugs procured for basic health services. This is in accordance with the results of interviews with several informants that the budget for drug procurement at the Pharmacy Installation of the Lubuklinggau City Health Office is still considered insufficient.

This is in line with the research results of Herman et al. (2009), which state that although the health budget in general has increased, the average percentage of drug budget allocations from 21 district/city health offices is only 12.06%, which reflects the low priority of drugs in district/city health policies. city because spending on drugs can reach 40% of the total health budget.

#### IV. Conclusion

Based on the results of the study, it can be seen that, in general, the management of drug management at the Lubuklinggau City Health Office includes planning and procuring drugs according to procedures. Drug management at the Lubuklinggau City Health Office has been in accordance with Kepmenkes No. 1121 of 2008 but is not optimal. It is hoped that the Lubuklinggau City Health Office can accommodate all types of drugs rationally according to the drug needs of the public health center

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