

## Analysis of Management Function on Health Protocol in the Medan City Traditional Market Environment

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### Abstract

*The purpose of this study is analysis of management function on health protocol in the Medan City Traditional Market Environment. This study uses a qualitative research method with a phenomenological design. This research is conduct in the Medan City Traditional Market Environment. This research is conduct from February to April, 2022. The informants in this study are market managers, traders, and visitors. Qualitative data analysis in this study uses Cresswell's theory which consists of organizing and preparing data for analysis, read or look at all the data, start coding all of the data, used coding process to generate a description, interrelating themes, and interpreting the meaning of themes. The results of the study indicate that management function to support all activities arranged based on needs has not run consistently. To market managers to be consistent in meeting the needs for implementing health protocols and having a high commitment to supporting the implementation of health protocols in the market by forming a special team in implementing health protocol policies, making standard operating procedures for implementing health protocols, providing the necessary infrastructure and continuously carry out socialization, supervision and discipline in order to improve compliance in the market and can implement health protocols in accordance with the health protocol policies that have been contained in Mayor Regulation Number 27 of 2020.*

### Keywords

management; traders; market; health protocol



## I. Introduction

Coronavirus disease 2019 or known as COVID-19 is a viral outbreak that is being experienced by almost the whole world globally. The coronavirus is a new type of virus that has never been identified by humans and includes a type of infectious disease caused by severe acute respiratory syndrome coronavirus-2 or abbreviated as SARSCOV-2. Symptoms that appear after being infected with this virus include fever, cough, and shortness of breath with an incubation period of about five to six days and the longest is up to 14 days. Severe symptoms that arise due to COVID-19 are pneumonia, kidney failure, acute respiratory syndrome and even death (Kementerian Kesehatan, 2020). COVID-19 is currently a pandemic that affects many countries universally and paralyzes the activities of all people who are carried out outside the home. The outbreak of this virus has an impact of a nation and Globally (Ningrum et al, 2020). The presence of Covid-19 as a pandemic certainly has an economic, social and psychological impact on society (Saleh and Mujahiddin, 2020). Covid 19 pandemic caused all efforts not to be as maximal as expected (Sihombing and Nasib, 2020).

Based on data from the World Health Organization, 231 countries have contracted COVID-19 cases with a total of confirmed cases as of May 13, 2022, namely 517,648,631 cases and 6,261,708 deaths globally. The development of cases in Indonesia itself is also increasing day by day. Indonesia ranks 6th in Asia and 19th in the world in the highest positive cases due to COVID-19. Recorded on May 13, 2022, the total number of cases reached 6,049,876 cases and as many as 156,438 died (World Health Organization, 2022). North Sumatra as one of the provinces in Indonesia ranks 14th in the number of active cases per province on May 13, 2022, total cases reached 155,021 cases and 3,251 died (Kementerian Kesehatan, 2022). A total of 47.03 percent of the most COVID-19 deaths in North Sumatra came from the city of Medan where the total number of cases reached 72,916 cases and as many as 1,019 died (Pemerintah Kota Medan, 2022).

The government has obligated the public to maintain health protocols in order to reduce and prevent the transmission of this virus. Health protocols in Indonesia have a legal basis, namely the Decree of the Minister of Health Number HK.01.07/MENKES/382/20201 regarding the rules of health protocols in public places to prevent and control COVID-19. The approach in handling COVID-19, apart from focusing on the health aspect, must also uphold the management of the local economy. The World Health Organization supports the Indonesian government to make health protocol rules in a new situation called adaptation of new habits in public places where individuals do all activities to meet their daily needs. The influence of individual development and social relationships in public places is a very large cause of COVID-19 transmission (Kementerian Kesehatan, 2020).

The government has also issued an Instruction from the Minister of Home Affairs Number 25 of 2022 regarding the implementation of restrictions on community activities in the North Sumatra region which is valid from 10 May to 23 May 2022 in districts or cities at level two and level one. The Medan City is currently at level two where the rules for activities in public places are allowed to be opened with the conditions of strict health protocols, and all the technicalities are regulated by the local government. Guidance and supervision in disciplining health protocols are contained in the Regulation of the Governor of North Sumatra Number 1 of 2021 in articles 11 and 12 containing all sanctions related to rules for violators of health protocols.

In line with the Instruction of the Minister of Home Affairs, the Mayor of Medan has issued a circular letter Number 443.2/2584 regarding the enforcement of restrictions on level 2 community activities in the City of Medan and the rules for health protocols in the Regulation of the Mayor of Medan No. 27 of 2020 regarding policies and appeals to the people of Medan City in carrying out their duties the policy of adapting new habits by making life changes to make it more useful in the conditions of the COVID-19 pandemic in various public places by carrying out health protocols and clean and healthy living behavior whose rules for implementing this health protocol are aimed at 3 parties, namely for managers, traders, and visitors.

Based on the results of research on public perceptions, individual characteristics, and COVID-19 prevention behavior in six countries, it is stated that the relationship between personal characteristics, environment, psychological status, and behavioral prevention varies across countries. Individuals who change their behavior due to recommendations from health/government workers will be more likely to adopt preventive behavior in various countries, meaning that the support of health workers or the government in encouraging the implementation of COVID-19 prevention behavior in this case wearing masks, washing hands and avoiding social gatherings will be very important effective in reducing pandemics (Fujii et al., 2021).

According to the results of a survey of public behavior in Indonesia by the Central Statistics Agency in 2020 on health protocols in public places, where the market is the highest public facility that does not implement health protocols from five public places that are the main priority for implementing health protocols, around 17.32 percent of respondents said traditional markets that are they visited did not follow the health protocol, followed by 5.78 percent of places of worship, 2.08 percent of work places, 1.69 percent of malls/plazas/shopping places, and 1.40 percent of public services. In addition, there are several reasons why individuals do not implement health protocols. Around 55 percent reasoned not to apply health protocols because there were no sanctions, 39 percent of respondents said there were no cases of COVID-19 in their environment, 33 percent of respondents said it was difficult to work if implementing health protocols, 23 percent of respondents said the price of face shields, masks, hand sanitizers or other personal protective equipment are relatively expensive, 21 percent of respondents said they followed other people, 19 percent of respondents said their leaders or officers did not set an example, 15 percent of respondents said otherwise (Badan Pusat Statistik, 2020).

Based on the results of Sofianto's research (2021) that the most dominant community groups that do not apply the health protocol are those who work in the trade sector, farmers, laborers, and the unemployed. The trade sector that is an important concern as a source of COVID-19 transmission is traditional markets (Sofianto, 2021). Based on the profile data of PD Pasar Kota Medan that Medan City has 52 traditional markets managed by Pemko Medan through PD Pasar Kota Medan. Traditional markets can be another cluster for the transmission of COVID-19 because this area is a location that provides individual daily needs, and it is clear that there will be different buyers who come every day. People who are in traditional markets will keep the distance between individuals from being maintained, as a result it will make it easier for the virus to spread.

Efforts to control and prevent COVID-19 in the market are an important concern in implementing health protocols related to the use of masks, washing hands, and maintaining a minimum distance of 1 meter. Implementing new social behavior in the community is not easy and some of them are still difficult to implement this new habit. The importance of the leadership role of market managers to participate in the involvement of officials and across sectors in disciplining the market community (Kementerian Kesehatan, 2020). Efforts to control and prevent COVID-19 in the market are an important concern in implementing health protocols related to the use of masks, washing hands, and maintaining a minimum distance of 1 meter. Implementing new social behavior in the community is not easy and some of them are still difficult to implement this new habit. The importance of the leadership role of market managers to participate in the involvement of officials and across sectors in disciplining the market community (Kementerian Kesehatan, 2020).

The implementation of health protocol policies can lead to success or failure depending on the behavior of the people involved in it. According to Sumampouw's research (2020) the implementation of health protocols will run well if continuous and massive socialization and surveillance efforts are carried out in order to suppress the rate of increase in COVID-19.

The purpose of this study is analysis of management function on health protocol in the Medan City Traditional Market Environment.

## II. Review of Literature

### 2.1 Policy Implementation

Policy implementation based on Metter and Horn in Ayuningtyas (2018) is a variety of activities carried out by individuals or government or private groups in carrying out the objectives of predetermined policy decisions.

Implementation has been seen as a useful process for the implementation of a policy. Policy makers immediately implement the agreed program in solving environmental, community and other problems. The background of the implementation that plays an important role in being successful in completing contexts, individuals, organizations and activities on an ongoing basis is organizational and administrative formalities (Ayuningtyas, 2018).

Policy implementation or implementation is a series of activities after a policy is formulated. Policy implementation involves issues of conflict, decisions and concerns who gets what from a policy, in practice the government is able to ratify the policy but does not necessarily guarantee that the policy that has been ratified will actually have a significant impact and change for the public interest, making it possible the difference between what is expected (planned) and what should be achieved. The difference between expectations and reality really depends on the implementation capacity of the organization and actors or bureaucracy to implement the policy. Implementation capacity is the ability of an organization/actor to implement policies/decisions so that there is a guarantee that the goals/targets that have been set in the formal policy documents can be achieved (Abdoellah and Rusfiana, 2016).

According to Edward III translated by Subarsono (2005) there are four factors that are the most important requirements for the success of an implementation, including:

#### 1. Communication Factor

Communication is the process of delivering a statement by one person to another (Priyoto, 2018). According to Edward III, communication is a human activity to convey thoughts and feelings, hopes or experiences to others. The communication factor is considered a very important factor. Effective implementation will only occur if policy makers and implementers can know what they are doing, if the goals and objectives of the policy are not clear, not socialized or even not known at all by the target group, then resistance is likely to occur from the target group. Information from policy makers to policy implementers is important, here there is a transfer of knowledge about policies including the basis of policies, how to implement them, boundary rules, and processes for assessing a policy. According to Edward III, communication can also be interpreted as the process of delivering communicator information to the communicant. Information about policies needs to be conveyed to policy actors so that policy actors can know what they have to prepare and do to implement the policy so that the objectives of the policy objectives can be achieved as expected.

#### 2. Resource Factor

A resource is the ability to fulfill or handle something. Resources that will support effective policies that have an important role in policy implementation (Kadji, 2015). According to Edward III, inadequate resources resulted in not implementing the program perfectly. The allocation of potential resources will have a direct impact on the implementation process. Resource indicators include:

##### a. Staff

One of the main sources of implementation is the presence of staff or human resources.

Barriers that usually occur are due to the insufficient number of staff, and are not

competent in their fields, in addition to adding human resources, they must also have the expertise and ability to carry out the tasks that are expected to be achieved.

b. Information

Information in this case there are two types, namely information related to the implementation of policies, where implementing officers must know the actions taken when given instructions and orders as well as information about regulations or regulations so that implementers can comply with the provisions made.

c. Authority

Orders given to be carried out, generally must be formal. Authority is the authority/legitimacy for implementers in terms of implementing policies that have occurred. The absence of authority can cause implementation to fail or not be achieved.

d. Facilities

Facilities are also important in the policy implementation process, implementation will not be successful if the supporting facilities are inadequate, including the funds and facilities/infrastructure needed to support the implementation of the policy.

3. Disposition Factor

Disposition is the attitude and commitment of implementers in implementing policies (Subianto, 2020). According to Edward III, if implementation is to succeed effectively and efficiently, implementers must not only know what they are doing but they must also have the will to implement the policy. Disposition is the character and characteristics possessed by the implementer such as honesty, commitment, obedience, teamwork, responsiveness and democratic attitude. If the implementor has a good disposition, then he or she can carry out the policy well as the policy maker wants. When implementers have different attitudes or perspectives from policy makers, the policy implementation process also becomes ineffective.

4. Bureaucratic Structure Factor

The bureaucratic structure is the presence of standard operating procedures, work flow arrangements and program implementation (Subianto, 2020). According to Edward III, the bureaucratic structure in charge has a significant influence on policy implementation. One of the most important structural aspects of any organization is the existence of standard procedures and carrying out tiered coordination. Characteristics that can affect the performance of the bureaucratic structure include:

a. Standard Operating Procedures

Standard operating procedures are details of activities that have been planned, developed and standardized to serve as guidelines for bureaucrats in carrying out their activities. Implementing policies using clear standard operating procedures enables implementers to optimize time and resources in an effort to achieve policy objectives. Standard operating procedures can be used by the implementers to carry out their activities based on existing standards and take advantage of the available time. Standard operating procedures serve as guidelines for every implementor in acting, in terms of carrying out tiered coordination, efforts are needed to establish a relationship pattern, to spread responsibility for activities and activities among several organizational units.

b. Implementation of Fragmentation

Fragmentation is an effort to spread responsibility for all employee activities and activities among several work units.

## 2.2 Health Protocol

A health protocol is a method and rules that must be followed by various groups in order to carry out all activities safely during the coronavirus disease 2019 (COVID-19)



pandemic. The purpose of this health protocol is so that the public can continue to do their activities safely and not endanger the health and safety of others. The transmission of COVID-19 can be suppressed, if the community can follow all the rules contained in the health protocol (Kementerian Kesehatan, 2020).

It is an important task for regions to cut off the source of COVID-19 transmission so that it does not have an impact on groups or new transmissions in places where individuals develop, social events of many individuals and relationships between people. Community groups must have the option to return to their activities in the COVID-19 pandemic situation by adjusting to new trends that are better, cleaner, and more obedient for all levels of society and empower all existing resources. In an effort to break the chain of transmission of COVID-19, which is identified with the danger of contracting and transmitting, the community plays an important role in implementing health protocols.

The health protocols in question are wearing masks, washing hands, and keeping a distance. The government also encourages the public in general to suppress the transmission and spread of COVID-19 locally by adding rules to stay away from crowds and reduce mobility into the health protocol which is abbreviated to (Kementrian Kesehatan, 2021).

The government has issued regulations related to health quarantine in limiting community activities to carry out health protocols based on Law Number 6 of 2018, namely enforcing learning from home for schools, working from home, eliminating crowds, and imposing large-scale social restrictions (Kementerian Kesehatan, 2020).

Indicators are very much needed for both the community and health protocol policy managers as a measuring tool in the development of health protocol policies in the community, including:

1. Input Indicator

Input indicators include the existence of a written policy on health protocols, the presence of competent human resources assigned to monitor health protocols, and the availability of facilities and infrastructure that support health protocols.

2. Process Indicator

Process indicators include the implementation of health protocol policy socialization either directly (face to face) or indirectly (via print, electronic media), the arrangement of duties and responsibilities in the implementation of health protocols in traditional markets, the installation of health protocol policy announcements through posters, prohibition signs are not allowed to enter the market if they do not use masks, circulars, loudspeakers, the availability of facilities that support health protocols such as sinks, soap and running water, physical barriers/maintaining distance, and market managers admonish or are not allowed to enter the market any people who do not practice health protocols and provide sanctions for those who violate.

3. Output Indicator

Output indicators are the implementation of wearing masks, washing hands, and maintaining distance in traditional market environments.

### III. Research Method

This study uses a qualitative research method with a phenomenological design. Qualitative research aims to obtain complete, in-depth, significant information and data and can explain the situation as a whole and can reveal symptoms or phenomena in their entirety (Asyraini et al., 2022; Otiva, 2018; Pandia et al., 2018; Pandiangan, 2015). This research is used to examine the condition of natural objects, where the researcher is the key

instrument. Qualitative research means the process of exploring and understanding the meaning of individual and group behavior, describing social problems or humanitarian problems (Octiva et al., 2021; Pandiangan et al., 2022). Phenomenological design is one type of qualitative research method that is applied to reveal the similarity of meaning which is the essence of a concept or phenomenon that is consciously and individually experienced by a group of individuals in their lives (Octiva et al., 2018; Pandiangan, 2018; Pandiangan et al., 2021).

This research is conducted in the Medan City Traditional Market Environment. This research is conducted from February to April, 2022.

Research informants are research subjects who can provide information about the phenomena/problems raised in the research. The selection of informants in qualitative research was taken by purposive sampling, namely the technique of taking informants as data sources with certain considerations who were considered to know the most about the information needed during the research (Pandiangan et al., 2018; Pandiangan, 2022; Tobing et al., 2018). The informants in this study are market managers, traders, and visitors. Informant criteria consist of:

1. Market managers are structural officials who are involved in the implementation of health protocol policies in the market and are responsible for market activities, are able to communicate well and are willing to be informants. The informants included the Head of Halat Market, Head of Bakti Market, and Head of Titi Kuning Market.
2. Traders, namely sellers who are at the research location for at least 2 years, aged 18-65 years, able to communicate well and are willing to be informants.
3. Visitors, namely the public or buyers who are in a traditional market environment, are in the market that is the research location at least 3 times a week, are 18-65 years old, are able to communicate well and are willing to be informants. Qualitative data analysis in this study uses Creswell's (2009) theory which consists:

1. Organizing and Preparing Data for Analysis

Prepare raw data obtained from in-depth interviews, field notes and documentation for analysis. The data obtained will be transcribed into written language which is organized based on the date of data collection, data source, type of data, description, data and the nature of confidential or non-confidential data depending on the source of the information.

2. Read or Look at All the Data

The researcher reads all the collected data to find out what data has been obtained from the information and to reflect on its overall meaning. Researchers must know what the informant has said, and compare with other informants and be able to select/reduce data that is important, new, unique and related to research data. Researchers must also be able to classify or categorize by creating themes for the selected data.

3. Start Coding All of the Data

Start doing data analysis by coding. Coding is the process of grouping data by marking/code to produce a new category or theme. This process involves taking interview data or pictures collected during data collection, grouping sentences or pictures into categories, and labeling the categories with terms. Coding can be done manually or using a computer, in this case the researcher uses Open-code as an application that is used to process and analyze qualitative data.

4. Used Coding Process to Generate a Description

Use coding as material to create descriptions. Through coding, researchers produce themes or categorization of research data which is a finding. Based on these results, the researchers made a brief and systematic description so that the themes obtained became

clearer. The description starts with an explanation that the theme is a new finding that must be presented.

#### 5. Interrelating Theme

Looking for the relationship between one theme with another theme through qualitative narrative. The most popular approach is to use a narrative section to convey the findings of the analysis through a discussion that mentions a chronology of events, a detailed discussion of several themes (complete with subthemes, specific illustrations, various perspectives from individuals, and sources) or discussions with related themes. Many qualitative researchers use visuals, pictures, or tables in addition to the discussion.

#### 6. Interpreting the Meaning of Theme

Making interpretations or meanings of data so that others can easily understand them. The meaning obtained is obtained from comparing the findings with information obtained from various literatures or theories. Researchers will suggest that the findings can confirm the results of past distorted information, and can suggest new questions that need to be asked by researchers and have not been suspected by previous researchers in this study.

## IV. Result and Discussion

### 4.1 Health Protocol Implementation

#### a. Management Function

The results of the study indicate that management function to support all activities arranged based on needs has not run consistently. Management is the science and art of mobilizing others to achieve goals effectively and efficiently which includes the processes of planning, organizing, mobilizing, controlling, and supervising. Based on the interviews conducted by the researchers, there were several obstacles in implementing the management function in implementing health protocols in the market. The following is a description of the management functions that researchers get:

#### b. Planning in Developing Needs for Health Protocol Rules that is Not Yet Optimal

Planning is one of the processes of developing strategies that will be carried out in achieving the goals to be achieved. The market manager should make a proposal in the form of the results of the analysis of the needs needed in the market for the health protocol to run. The proposed needs in general include the need for facilities, funds, and personnel on duty in the market. Based on the results of interviews that researchers found that there was no special planning carried out by market managers in compiling the needs for implementing health protocol policies, informant 6 as the head of the market said that he did not know in detail what needs must be met based on regulations issued by the mayor regarding protocol policies health. Informant 1 as the head of the market said that they carry out all activities that support health protocols only based on instructions by their superiors, for example when they are instructed that there must be a body temperature measuring officer in the market, then they make documentation or reports, but the implementation is not carried out continuously.

#### c. Organization of Health Protocol Rules that is Not Yet Optimal

Organizing is the process of making a particular part or unit that is focused on carrying out their respective tasks and has an attachment between one part and another. In writing, efforts to adapt new habits to health protocols in traditional markets set by the Regional Government have been stated in the Medan Mayor Regulation Number 27 of



2020 in Article 17 to policy implementers for both managers, traders and market visitors, but in reality in the field this is not the case the availability of standard procedures related to the duties and authorities for policy implementers in carrying out coordination with the aim of implementing health protocols in traditional market environments. There are no specific qualifications that determine who is in charge of the market in supporting the implementation of health protocols. Informants 2 and 6 gave answers that tend to be uniform, that because the market manager's job is to only appeal, the person who interacts the most with the community in the market is the market collector, so that the appeal activity can be carried out while the quoting officer is doing his job and at the same time giving advice.

#### **d. Efforts to Move the Implementation of Activities that is Not Yet Optimal**

Mobilization is one of the efforts made so that implementers can work effectively and efficiently by encouraging all policy implementing groups to strive to achieve goals through supervision and discipline of health protocols in the market. Information obtained by researchers that the incessant market managers and the government from the police, the environment and others in mobilizing the community in the market to implement health protocols so that they run effectively occurred at the beginning of the pandemic, but currently the police are making efforts to mobilize them or others than market managers. The market manager currently admits that he is only reminding the use of masks, that there is no supervision or discipline for those who do not follow the health protocols in the market. Based on the results of interviews that were found by researchers related to the reason market managers no longer move people to strictly enforce health protocols in the market, it is a decrease in the level of enforcement of restrictions on community activities, even though based on regulations, the reduction in the level of enforcement of restrictions on community activities still has to strictly enforce health protocol rules.

#### **e. Implementing Control that is Not Yet Optimal**

Control is an effort to keep the implementers working according to standards through the implementation of monitoring and evaluation. The mayor's regulation on health protocols in traditional markets in article 17 states that one of the tasks of market managers is to supervise and enforce health protocol discipline by providing administrative sanctions as a preventive measure or a deterrent effect. Based on the results of interviews with informants regarding the actions that have been taken by the market in controlling the implementation of health protocol policies, the following information was obtained: informant 1 said that if there was supervision in the implementation of health protocols, but supervision was carried out only at certain times, especially at the beginning of the coronavirus disease 2019 (COVID-19) pandemic or at level 3 and 4 conditions, while based on the rules of health protocols during the pandemic, both in the implementation of restrictions on community activities at level 1–4, the government still requires the public to strictly adhere to health protocols in the market. Researchers conducted interviews and observations on the conditions for the application of level 3 community activity restrictions, but the results of the researchers' observations that the implementation is currently not optimal even though based on data on COVID-19 cases is experiencing a significant increase which is marked by the majority of informants as traders and visitors never seeing officers again from market managers who carry out appeals and patrols related to the implementation of health protocols, officers who are often found by informants in supervision and discipline are task forces from the region or the environment such as from the police, even though in their daily life in the market environment it is the

market manager who has the task of supervising and discipline of health protocols, but their implementation is not optimal. This statement is in line with the information obtained from informant 1 that the supervision of the implementation of the health protocol is highly dependent on who imposes the sanctions.

## V. Conclusion

The results of the study indicate that management function to support all activities arranged based on needs has not run consistently.

The results of this study are expected to be input for local governments and policy implementers in this case are managers, traders, and market visitors who play an important role in implementing health protocols in preventing the transmission of COVID-19 optimally. The suggestions from this research are as follows:

### 1. Government

It is recommended that the local government at the sub-district, ward, environmental, and health workers in the working area of the community health center cooperate with market officials to further maximize communication or socialization and fulfill facilities based on market needs so that policies for dealing with the COVID-19 pandemic in the market can be implemented properly and emphasizes market managers to be consistent in conducting supervision and discipline.

### 2. Market Manager

To market managers to be consistent in meeting the needs for implementing health protocols and having a high commitment to supporting the implementation of health protocols in the market by forming a special team in implementing health protocol policies, making standard operating procedures for implementing health protocols, providing the necessary infrastructure and continuously carry out socialization, supervision and discipline in order to improve compliance in the market and can implement health protocols in accordance with the health protocol policies that have been contained in Mayor Regulation Number 27 of 2020.

### 3. Society

The community, both traders and market visitors, are fully committed to preventing the transmission of COVID-19 by always taking care of themselves and others by implementing health protocols in the market.

### 4. Further Research

Further research needs to be done by suggesting various other factors that affect the implementation of health protocols in traditional markets.

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