


## Effectiveness On The Implementation Of Minister Of Health Decree Number 6424 Of 2021 On Covid-19 Vaccination Doses 3 And 4

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### Abstract

**Introduction:** COVID-19 vaccination is an important initiative in the Indonesian government's strategy to manage the pandemic and achieve herd immunity. Based on the Decree of the Minister of Health Number 6424 of 2021, the government intends to increase the coverage of the third and fourth doses as part of the national vaccination program.

**Purposes of the Research:** The purpose of this study seeks to evaluate the effectiveness of this policy in Riau Islands Province, especially to examine the obstacles faced in achieving adequate vaccination coverage.

**Methods of the Research:** Using an empirical legal methodology with a sociological legal approach, this study analyzes data related to the implementation of vaccination and the factors that cause the absorption of the third and fourth doses to be suboptimal.

**Results Main Findings of the Research:** Key findings show that although the administration of the first and second doses yielded positive results, the uptake of the third and fourth doses was still hampered by a variety of challenges, including legal factors, law enforcement factors, as well as a lack of public awareness and cultural challenges. Based on these findings, the government is advised to increase public outreach efforts, increase socialization and legal education, improve regulations and policies, strengthen law enforcement, provide incentives, education based on local wisdom, and cultural incentive programs. In addition, policies that prioritize public understanding and engagement are critical to achieving desired vaccination goals.

**Keywords:** Covid-19; Doses 3 and 4; Vaccination Coverage.

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## INTRODUCTION

Covid-19 vaccination is an important component of the strategic measures designed by the government to help reduce the transmission of Corona Virus Disease (COVID), which had a significant impact on various aspects of human life.<sup>1</sup> In Indonesia, implementation of the national vaccination program started in early 2021 with the aim of achieving herd immunity, targeting the vaccination of 234 million people by the end of 2023.<sup>2</sup> Although national coverage rates for the first and second doses were relatively high at 86.88% and 74.56% respectively, the third and fourth doses of vaccination were far below expectations, recording only 39.08 and 2.01% respectively. In Riau Islands Province, coverage of the first

<sup>1</sup> Festy Kharisma dan Fauna Herawati, "Efektivitas dan Keamanan Pemberian Vaksin Pada Pasien Covid-19," *Jurnal Kesehatan Tambusai* 4, no. 3 (2023): 3067-82, <https://doi.org/10.31004/jkt.v4i3>.

<sup>2</sup> Ade Choerul Maula et al., *Wajah Opini Publik di Media Sosial*, ed. oleh Yanti Dwi Astuti, *Wajah Opini Publik*, 1 ed., vol. 1 (Yogyakarta: Prodi Ilmu Komunikasi UIN Sunan Kalijaga Yogyakarta Cetakan, 2021).

and second doses exceeded 85%, coverage of the third dose started to drop to 57.29%, and the fourth dose was only 2.57%. These statistics highlight the significant challenges in advancing vaccination efforts in a region with population of 2,064,564. In addition, the province has distinct characteristics, including a high level of mobility due to international connectivity and a geographical spread that includes several islands.<sup>3</sup>

**Table 1. Data Of Covid-19 Vaccination Target Riau Islands Province**

Category	Target Number (Population)
Vaccination Target	1.802.705
Health Worker	14.121
Public Official	128.893
Elderly	87.128
Public & Vulnerable Community	1.143.230
Age 12-17	207.663
Age 6-11	221.670
<b>Total Population</b>	<b>2.064.564</b>

Source: Indonesia Ministry of Health

This table shows that the target population for vaccination in Riau Islands Province is 1,802,705 people, with the population divided by priority groups, such as health workers (14,121 people), public officials (128,893 people), the elderly (87,128 people), and general public (1,143,230 people). The total population of the province is 2,064,564. The high number of people spread across various islands is a major challenge in the equitable distribution of vaccines and guaranteed access to all regions.

**Table 2. Dose 3 & 4 Covid-19 Vaccination Data Riau Islands Province**

Category	Achievement(%)	National Position
Dose 3 Vaccination	57,29%	3
Dose 4 Vaccination	2,57%	6

Source: Indonesia Ministry of Health

Based on Table 2, the achievement of the third and fourth doses of vaccination in Riau Islands Province shows a similar downward trend as the national data, 57.29% and 2.57% respectively.<sup>4</sup> This means that there are still obstacles in encouraging people to receive follow-up doses, which is an important challenge in ensuring the sustainability of protection against Covid-19.<sup>5</sup> This downward trend in achievement is also influenced by the perception of the community that two doses are enough to protect them, thus reducing the motivation to get additional doses.<sup>6</sup> In Riau Islands, incentives in the form of basic

<sup>3</sup> Kementerian Kesehatan RI, "Data Vaksinasi COVID-19," *Vaksin.Kemkes.G.Id* (Jakarta, 2022), [https://vaksin.kemkes.go.id/#/detail\\_data](https://vaksin.kemkes.go.id/#/detail_data).

<sup>4</sup> Kementerian Kesehatan RI, "Data Vaksinasi COVID-19."

<sup>5</sup> Dede Yusuf Razi Fahma et al., "Kebijakan Alur Meja Vaksinasi Covid 19 : Studi Kualitatif Pada Vaksinator Polri Di Biddokkes Polda Sumut Tahun 2023," *PREPOTIF: Jurnal Kesehatan Masyarakat* 8, no. 3 (2024): 5004-16, <https://doi.org/https://doi.org/10.31004/prepotif.v8i3.34956>.

<sup>6</sup> Denti Permatasari dan Timbul Dompok, "Tingkat Partisipasi Masyarakat Akan Kebijakan Pelaksanaan Vaksinasi Covid-19 Di Kota Batam," *Prosiding Seminar Nasional Ilmu Sosial dan Teknologi (SNISTEK)* 5, no. September (28 September 2023): 420-28, <https://doi.org/10.33884/psnistek.v5i.8114>.

necessities were successful in increasing the achievement of the first and second doses but were not effective enough for the follow-up doses. On a national scale, a similar trend has been seen since late 2021, when the number of active Covid-19 cases began to decline and the government's priorities shifted to economic recovery, which resulted in a reduced focus on the socialization of follow-up vaccinations.<sup>7</sup> To overcome these challenges, a sustainable public education strategy involving community leaders, improved access to vaccine distribution through cross-sector collaboration, and relevant incentives are needed to encourage community participation in booster dose vaccination.<sup>8</sup>

One of the main barriers to vaccination acceptance relates to the socio-cultural dynamics within communities.<sup>9</sup> Vaccine scepticism often arises from the spread of misinformation and myths.<sup>10</sup> For example, common misconceptions suggest that vaccines can result in infertility or alter human DNA, leading to concern and resistance among certain individuals.<sup>11</sup> Furthermore, the cultural landscape of a community, particularly its reliance on traditional leaders or religious authorities, has a significant impact on vaccine acceptance. In Riau Islands, community leaders are often the primary point of reference for individuals making health-related decisions. Inadequate engagement of these leaders in vaccination initiatives can exacerbate public distrust of the program. In addition, the public's tendency to seek health information from social media platforms, without adequate verification, further exacerbates negative perceptions around vaccination.<sup>12</sup>

The geographical conditions in Riau Islands Province, characterised by many islands, present considerable logistical challenges in the implementation of vaccination programs. Vaccine distribution to remote areas requires time-consuming and costly sea transport. In addition, health infrastructure on some small islands is still inadequate, resulting in a protracted vaccination process. This geographical context also adversely affects people's access to health facilities. Many remote islanders are forced to travel long distances and incur financial burdens to access vaccination sites, which in turn decreases their motivation to receive vaccinations, especially for follow-up doses.

Concerns regarding the safety and efficacy of the Covid-19 vaccine remain a significant challenge. Research shows that around 80.3% of individuals in certain regions of Indonesia have doubts about the Covid-19 vaccine. These concerns often stem from a lack of education and comprehensive information on the benefits of vaccination.<sup>13</sup> In addition, the experience of side effects from previous doses of the vaccine, which are usually mild to moderate in nature, may reduce an individual's desire to obtain subsequent third and fourth doses.

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<sup>7</sup> Rokom, "Kasus Aktif COVID-19 Terus Turun Diikuti Penurunan Kasus Konfirmasi Harian," Sehat Negeriku, 2022, <https://sehatnegeriku.kemkes.go.id/baca/rilis-media/20220310/4139508/kasus-aktif-covid-19-terus-turun-diikuti-penurunan-kasus-konfirmasi-harian/>.

<sup>8</sup> Olivia Herlinda et al., "Kajian Kebijakan Studi Inklusivitas Program Vaksinasi COVID-19 pada Masyarakat Adat dan Kelompok Rentan," *Center for Indonesia's Strategic Development Initiatives*, 2023, <https://cdn.cisdi.org/reseach-document/fnm-IDFull-ReportKajian-Kebijakan-Studi-Inklusivitas-Program-Vaksinasi-COVID-19-Pada-Masyarakat-Adat-dan-Kelompok-Rentanpdf-1715654245631-fnm.pdf>.

<sup>9</sup> YOMA BAGUS PAMUNGKAS, Ami Saptiyono, dan Edi Nurwahyu Julianto, "Strategi Komunikasi Publik Relation Dinas Kesehatan Kota Semarang dalam Mensosialisasikan Vaksinasi Covid-19 pada Anak Melalui Official Akun Instagram @dkksemarang," *Jurnal Dinamika Sosial Budaya* 24, no. 1 (17 Mei 2022): 235, <https://doi.org/10.26623/jdsb.v24i1.4669>.

<sup>10</sup> Saida Saida, Muhammad Zulfadhli, dan Muh Jurais, "Analisis Faktor-Faktor Yang Mempengaruhi Vaccine hesitancy (Keragu-Raguan Vaksin) Pada Mahasiswa Di Era Pandemi Covid-19," *Preventif: Jurnal Kesehatan Masyarakat* 13, no. 1 (2022): 144-54, <https://doi.org/10.22487/preventif.v13i1.430>.

<sup>11</sup> Islamy Aesthetica Audilla Amita, "Keragu-raguan Vaksinasi Covid-19 Berhubungan Dengan Kecemasan Kesehatan di Masyarakat," *Jurnal Ilmu Keperawatan Komunitas Persatuan Perawat Nasional Indonesia Jawa Tengah* 5, no. 2 (Mei 2022): 1-5.

<sup>12</sup> Rochani Nani Rahayu dan Sensusiyati, "Vaksin Covid 19 Di Indonesia : Analisis Berita Hoax," *Intelektiva : Jurnal Ekonomi, Sosial & Humaniora Vaksin* 2, no. 07 (2021): 11, <http://repository.unhas.ac.id/id/eprint/8762/1/hasrunisat-1406-1-13-hasru-a-1-2.pdf>.

<sup>13</sup> Audilla Amita, "Keragu-raguan Vaksinasi Covid-19 Berhubungan Dengan Kecemasan Kesehatan di Masyarakat."

Furthermore, existing mistrust in government and health institutions exacerbates people's reluctance to engage in vaccination initiatives.

Previous studies have largely focussed on the first and second doses of vaccination, addressing public acceptance and effectiveness of policy implementation. For example, a study conducted by Gilang Pramudya Sirkoen in Batam highlighted the effectiveness of administering the first and second doses of vaccination as a pandemic control strategy.<sup>14</sup> This study seeks to address this research gap by investigating the implementation of the third and fourth doses of vaccination, which faces its own challenges, including declining public acceptance and scepticism regarding the need for additional doses. Many previous studies have primarily focussed on specific regional contexts. In contrast, this study broadens its focus to include Riau Islands Province, which is characterised by its distinctive geography as an archipelago.

This presents more challenges and complexities associated with vaccine distribution than typically encountered in a single urban environment. Multiple previous studies have examined the effectiveness of vaccination policies from a normative perspective, but they have often neglected in-depth analyses of the gap between regulations and their practical implementation. This study aims to explain how effective the implementation of the administration of Covid-19 vaccine doses 3 and 4 in Riau Islands Province, against the Decree of the Minister of Health Number 6424 of 2021 concerning Technical Guidelines for the Implementation of Vaccination in the Context of Handling the 2019 Corona Virus Disease Pandemic (Covid-19 Vaccination Technical Guidelines), specifically related to issues of socialization, public acceptance, and the supporting infrastructure needed.<sup>15</sup> This research is expected to serve as a reference in designing more inclusive and effective public health policies in areas with complex geographical and socio-cultural characteristics. From the issues above, several problem formulations can be concluded as the basis for further analysis: 1) How is the effectiveness of the implementation of the Minister of Health Decree Number 6424 of 2021 on Covid-19 Vaccination Doses 3 and 4 in Riau Islands Province?; 2) What are the factors that influence the implementation of the Minister of Health Decree Number 6424 of 2021 on Covid-19 Vaccination Doses 3 and 4 in Riau Islands Province?

## METHODS OF THE RESEARCH

This research uses empirical legal research, where the purpose of this research is to analyze the 'Effectiveness on the Implementation of the Minister of Health Decree Number 6424 of 2021 Against Covid-19 Vaccination Doses 3 and 4 in Riau Islands Province'. The type of approach used is a sociological legal approach. Data used in this research are primary data and secondary data which are divided into primary legal materials, secondary legal materials, and tertiary legal materials. Primary data collected through observation techniques and in-depth interviews at the Riau Islands Provincial Health Office and several resource persons from the public, while secondary data was obtained through library research collection techniques. The primary legal material used in the research is the Technical Guidelines for Covid-19 Vaccination, secondary legal materials used are books and journals and tertiary legal materials, namely legal dictionaries. Which then the data is

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<sup>14</sup> Gilang Pramudya Sirkoen, "Efektivitas Hukum Tentang Pelaksanaan Vaksinasi Dalam Rangka Penanggulangan Pandemi Covid-19 Di Kota Batam" (Universitas Internasional Batam, 2023).

<sup>15</sup> Kementerian Kesehatan RI, "Kepmenkes Republik Indonesia Nomor HK.01.07/MENKES/6424/2021 Tentang Petunjuk Teknis Pelaksanaan Vaksinasi Dalam Rangka Penanggulangan Pandemi Corona Virus Disease 2019 (COVID-19)," 21 September 2021.



analyzed descriptively qualitative.<sup>16</sup> This research uses theoretical framework of legal effectiveness proposed by Soerjono Soekanto as an instrument of analysis.<sup>17</sup> Soerjono Soekanto argues that effectiveness relates to the extent to which a collective entity is able to achieve its goals.<sup>18</sup> In this context, a law can be considered effective if it has a positive legal impact.<sup>19</sup> In this case, the law fulfils its role to direct or change human behavior, thereby encouraging compliance with legal norms.<sup>20</sup> Effectiveness of the legal framework is closely related to its capacity to regulate and compel compliance.<sup>21</sup> Laws can achieve effectiveness when various influencing factors operate at an optimal level.<sup>22</sup> Soerjono Soekanto argues that the efficacy or lack of efficacy of the legal framework depends on five main factors, namely: 1. The legal factor itself (the law). 2. Law enforcement factors, namely the parties who form or implement the law. 3. Institutional or bodies factors that support law enforcement. 4. Community factors, namely the environment in which the law is enacted or implemented. 5. Cultural factors, namely as a result of work, creation, and taste based on the will of man in social association.<sup>23</sup> These five factors hold a very important relationship because they are the basic components of law enforcement and benchmarks in assessing its effectiveness. This theoretical framework is relevant to assess the effectiveness of the implementation of the Minister of Health Decree Number 6424 of 2021 on Covid-19 Vaccination Doses 3 and 4 in Riau Islands Province. By examining these five factors thoroughly, a strong analysis of the implementation will be obtained.

## RESULTS AND DISCUSSION

### A. Effectiveness Of Dose 3 And 4 Vaccination Implementation In The Riau Islands Province

Decree of the Minister of Health Number 6424 of 2021 provides technical guidelines for implementing Covid-19 vaccination in Indonesia (Technical Guidelines for Covid-19 Vaccination).<sup>24</sup> These following factors may determine the effectiveness of implementing this decision: 1. Vaccination Objectives: Increase the number of people vaccinated across Indonesia. Reduce the number of Covid-19 infections and deaths. 2. Implementation Strategy: Determine strategic and easily accessible vaccination sites. Use of trained medical staff to administer vaccinations. 3. Vaccination outcomes: Percentage of the population that has been vaccinated. doses administered, comparison between vaccination goals and success. 4. Misinformation and public skepticism towards vaccines Logistical and distribution complexities of vaccines Differences in vaccine acceptance across countries. 5.

<sup>16</sup> Mukti Fajar dan Yulianto Achmad, *Dualisme Penelitian Hukum Normatif dan Hukum Empiris*, 1 ed. (Yogyakarta: Pustaka Pelajar, 2010), <https://mh.umy.ac.id/wp-content/uploads/2016/02/Dualisme-Penelitian-Hukum.pdf>.

<sup>17</sup> Soerjono Soekanto, *Efektivitas Hukum dan Pengaturan Sanksi* (Bandung: Ramadja Karya, 1988).

<sup>18</sup> Soekanto.

<sup>19</sup> Lalu M. Alwin Ahadi, "Efektivitas Hukum dalam Perspektif Filsafat Hukum: Relasi Urgensi Sosialisasi terhadap Eksistensi Produk Hukum," *Jurnal Usm Law Review* 5, no. 1 (14 April 2022): 110, <https://doi.org/10.26623/julr.v5i1.4965>.

<sup>20</sup> Nur Fitryani Siregar, "Efektivitas Hukum," *Sustainability (Switzerland)* 11, no. 1 (2019): 1–14, [http://scioteca.caf.com/bitstream/handle/123456789/1091/RED2017-Eng-8ene.pdf?sequence=12&isAllowed=y%0Ahttp://dx.doi.org/10.1016/j.regscurbeco.2008.06.005%0Ahttps://www.researchgate.net/publication/305320484\\_SISTEM\\_PEMBETUNGAN\\_TERPUSAT\\_STRATEGI\\_MELESTARI](http://scioteca.caf.com/bitstream/handle/123456789/1091/RED2017-Eng-8ene.pdf?sequence=12&isAllowed=y%0Ahttp://dx.doi.org/10.1016/j.regscurbeco.2008.06.005%0Ahttps://www.researchgate.net/publication/305320484_SISTEM_PEMBETUNGAN_TERPUSAT_STRATEGI_MELESTARI).

<sup>21</sup> Abd. Rahman dan Heriyanto Heriyanto, "Memasyarakatkan Hukum: Pembaharuan Hukum yang Dinamis Guna Mewujudkan Efektivitas Penegakan Hukum yang Berkeadilan," *HUKMY: Jurnal Hukum* 1, no. 1 (30 April 2021): 1–18, <https://doi.org/10.35316/hukmy.2021.v1i1.1-18>.

<sup>22</sup> Soekanto, *Efektivitas Hukum dan Pengaturan Sanksi*.

<sup>23</sup> Ridwan Hariadi, "Efektivitas Penegakan Hukum Pelanggaran Protokol Kesehatan Covid-19 Di Kota Palembang Berdasarkan Pergub No 37 Tahun 2020" (2022), <http://repository.um-palembang.ac.id/eprint/21573/>.

<sup>24</sup> Kementerian Kesehatan RI, "Kepmenkes Republik Indonesia Nomor HK.01.07/MENKES/6424/2021 Tentang Petunjuk Teknis Pelaksanaan Vaksinasi Dalam Rangka Penanggulangan Pandemi Corona Virus Disease 2019 (COVID-19)."

Evaluation and Suggestions: Conduct surveys to find out how satisfied people are with vaccination services. Strengthen collaboration between the private sector and government in vaccine distribution by improving public communication. The process of implementing this decision relies heavily on cooperation between various parties and public response to the vaccination program.

The subject of discussion in this study is the Effectiveness of the Implementation of the Covid-19 Vaccination Technical Guidelines for Doses 3 and 4 in Riau Islands Province.<sup>25</sup> Based on interviews and field observations conducted by researchers, to see the Effectiveness of the Implementation of Covid-19 Vaccination Doses 3 and 4 in Riau Islands Province using the theory of legal effectiveness can measure the extent to which legal rules are obeyed or not obeyed, and factors that affect the effectiveness of regulations in their implementation. Effectiveness measurement is carried out through five factors, namely Legal Factors, Law Enforcement Factors, Facilities Factors, Community Factors, and Cultural Factors.

### 1. Legal Factors

A clear and structured vaccination policy is essential.<sup>26</sup> The Covid-19 Vaccination Technical Guidelines are used as a reference for the central government, provincial governments, district/city governments, health service facilities, health workers, legal entities/business entities, stakeholders, and community in the implementation of Covid-19 Vaccination.<sup>27</sup> This regulation regulates the planning of vaccination needs, implementation of vaccination, recording and reporting of vaccination, communication strategies, monitoring and handling of adverse events after Covid-19 vaccination as well as monitoring and evaluation.<sup>28</sup>

Implementation of Covid-19 vaccination doses 3 and 4 in Riau Islands Provincial Government has implemented the Technical Guidelines for Covid-19 Vaccination with good acceptance for certain groups such as health workers, Indonesian Army, Indonesian Police, Public Servants but not for the Elderly, the general public and vulnerable groups.<sup>29</sup> In fact, the Technical Guidelines for Covid-19 Vaccination are very flexible, because the geography of Riau Islands Province, which is characterised by many islands, has special challenges in the distribution and vaccination process. The relocation of vaccines between regions, as an effort to overcome the imbalance of vaccine stocks in various regions, especially in areas with high mobility such as in Batam City and areas with low mobility such as Anambas and Natuna Regencies, is very effective in distributing vaccines evenly and efficiently throughout the Regency / City area throughout the Riau Islands Province. In addition, in providing vaccination services, there is a clear legal framework for vaccinators through a Registration Certificate (STR) and Practice Permit (SIP). As well as

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<sup>25</sup> Kementerian Kesehatan RI.

<sup>26</sup> Muhamad Afif Faiq dan Herlina Muzanah Zain Herlina, "Peran Puskesmas Kecamatan Pademangan Kota Administrasi Jakarta Utara Dalam Mengatasi Pandemi Covid-19 Di Masyarakat," *Jurnal Pemerintahan dan Politik* 8, no. 4 (26 November 2023): 253–59, <https://doi.org/10.36982/jpg.v8i4.3241>.

<sup>27</sup> Novi Nurjayanti dan Yovita Tri Katarina, "Peran Petugas Rekam Medis Dalam Pelaksanaan Vaksinasi Covid-19 Di Puskesmas X Kab. Bandung Barat," *Jurnal Kesehatan* 10, no. 2 (2022): 38–49.

<sup>28</sup> Kementerian Kesehatan RI, "Kepmenkes Republik Indonesia Nomor HK.01.07/MENKES/6424/2021 Tentang Petunjuk Teknis Pelaksanaan Vaksinasi Dalam Rangka Penanggulangan Pandemi Corona Virus Disease 2019 (COVID-19)."

<sup>29</sup> Umi Lestari dan Adji Suradji Muhammad, "Collaborative Governance Di Masa Krisis: Upaya Percepatan Pelayanan Vaksinasi Covid-19 Di Provinsi Daerah Istimewa Yogyakarta," *Governance* 11, no. 2 (30 Agustus 2023): 141–61, <https://doi.org/10.33558/governance.v11i2.7342>.

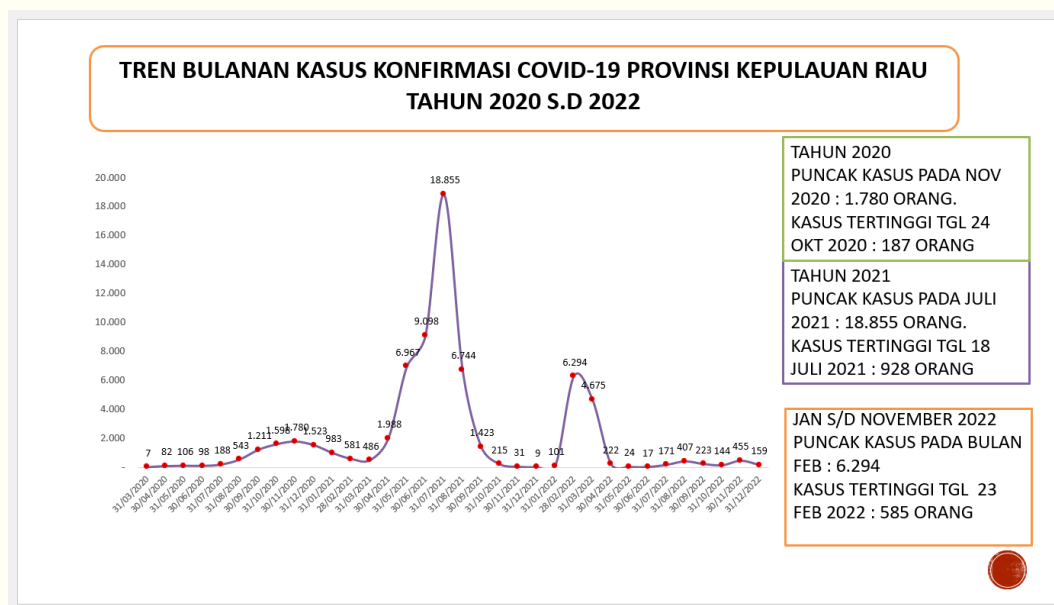
regulatory support from the Governor of Riau Islands to accelerate the administration of doses 3 and 4 vaccines to achieve vaccination target.

**Table 3. Dose 3 and 4 Vaccination Outcomes in Riau Islands Province**

Target Group	Doses 3	Doses 4
Health Worker	134,19 %	63,15 %
Public Official	162,27 %	6,60 %
Elderly	40,03 %	1,62 %
Public and Vulnerable Communities	45,55 %	1,28 %

**Source: Indonesia Ministry of Health**

This vaccination achievement shows that the dose 3 vaccination for Health Workers and Public Officials has reached the target and even exceeded the set vaccine target. While the elderly group only reached 40.03% for dose 3 and very low at 1.62% for dose 4, the same achievement also occurred for the public and vulnerable people where dose 3 only reached 45.55% and the lowest at 1.28% for dose 4. This data reinforces the gap in achievement between target groups, low coverage in vulnerable groups such as the elderly, and lack of sustainability of the vaccination program, which supports the need for evaluation and improvement of vaccination implementation strategies, especially in terms of socialization, accessibility, and approaches that are more adaptive to the characteristics of each target group.



Source: Riau Islands Provincial Health Office

**Picture 1. Monthly Trend of COVID-19 Confirmed Cases in Riau Islands Province from 2020 to 2022**

Case trends began to appear in early 2020 and there was a gradual increase until it peaked in November 2020 with 1,780 cases. On 24 October 2020, the highest daily case was recorded with 187 cases. There was a significant spike in July 2021, which reached its highest peak during this period with 18,855 cases. With highest daily case spike on 18 July 2021, the number of daily cases reached 928 cases, indicating a rapid spread of the Covid-19 virus.

There was a pattern of significant increase in mid-2021, followed by a drastic decrease at the end of 2021.

This decrease in cases is due to stricter public health interventions and increased vaccinations. Riau Islands Province implemented the Covid-19 vaccine in January 2021 for dose 1 and dose 2 in February 2021. Doses 1 and 2 vaccination played an important role in reducing the increase in Covid-19 cases in mid-2021 which led to a drastic decline in the final quarter of the year. The decline is also inseparable from government policies in the Enforcement of Restrictions on Community Activities (PPKM), besides that all sectors both government and private are very strict in encouraging and imposing restrictions on people who have not received or vaccinated against Covid-19.

Furthermore, in February 2022, a peak number of 6,294 cases was recorded, with the highest daily case on 23 February 2022, with 585 cases. This data<sup>30</sup> shows an increase at the beginning of 2022. As a result, the government deemed it necessary to provide a follow-up vaccination to increase protection against Covid-19, especially considering the decreasing effectiveness of the vaccine. Dose 3 vaccination in Riau Islands Province started in early January 2022 for those who had received the second dose more than three months earlier, especially for vulnerable groups and health workers. Dose 4 was given six months after the third dose to increase the body's immunity to the coronavirus. But the achievement of doses 3 and 4 is still far below the target expected by the government, both nationally and regionally including the Riau Islands Province. This is due to several things such as the revocation of PPKM status by the government for reasons of economic recovery, the loosening of conditions applied by the private sector, one of which is for types of land and sea transportation not requiring continued vaccination cards. In addition, the significant downward trend in cases has made people feel that they are in a normal state. Based on this explanation, it can be concluded that legal factors in the implementation of the Technical Guidelines for Covid-19 Vaccination for doses 3 and 4 in Riau Islands Province have not been effective.

## 2. Law Enforcement Factors

Law enforcers must have a mentality or personality as an important role for the function of the law, when the rules or laws are good but the quality of law enforcement officers is still lack there will be problems.<sup>31</sup> In accordance with the Technical Guidelines for the Implementation of Covid-19 Vaccination, the Riau Islands Provincial Health Office plays an important role in the implementation of Covid-19 vaccination.

The results of the interviews showed that the implementation of Covid-19 vaccination doses 3 and 4 in Riau Islands Province involved Pentahelix collaboration efforts from various stakeholders. Among them are the Governor of Riau Islands, Covid-19 Task Force, District and City Health Offices, law enforcement officials, members of the Police and Indonesian Army officers, community leaders (RT/RW), religious leaders, and Bhabinkamtibmas.<sup>32</sup> In order to expand vaccination coverage, as to reduce community resistance. Through this collaboration, there is also a Monitoring Team whose task is to

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<sup>30</sup> Kementerian Kesehatan RI, "Data Vaksinasi COVID-19."

<sup>31</sup> Rosmilianti, Nurlaily, dan Triana Dewi Seroja, "Efektivitas Penerapan Sanksi Administratif Terhadap Pelaku Usaha Kuliner Pelanggar Protokol Kesehatan Pada Masa Pandemi Covid-19 Di Kota Batam," *Jurnal Hukum Samudra Keadilan* 17, no. 2 (2022): 172-92, <https://doi.org/10.33059/jhsk.v17i2.5614>.

<sup>32</sup> Lestari dan Suradji Muhammad, "Collaborative Governance Di Masa Krisis: Upaya Percepatan Pelayanan Vaksinasi Covid-19 Di Provinsi Daerah Istimewa Yogyakarta."



monitor the entire vaccination process from preparation to implementation. Monitoring is carried out periodically by conducting direct inspections to the vaccination site. The supervision team ensures that health protocols are properly implemented, from vaccine storage, participant registration process, to vaccination implementation. Any findings in the field are recorded for further evaluation, including the findings of counterfeit vaccine cards involving certain individuals.

In addition, all teams involved in the implementation of vaccination have ensured that all have been fully vaccinated, this is one of the efforts made to form herd immunity in inhibiting the spread of Covid-19.<sup>33</sup> Comprehensive training for vaccination teams has also been conducted prior to implementation, through a training of trainer (TOT) program. This training is not only for the Covid-19 vaccine, but also for various other types of vaccines. Based on this discussion, the law enforcement factor in the implementation of the Covid-19 Vaccination Technical Guidelines for doses 3 and 4 in Riau Islands Province has been effective as it should be.

### 3. Facilities and Supporting Facilities

These supporting facilities are important to ensure the implementation of Covid-19 vaccination runs effectively and efficiently, and to achieve the herd immunity target. According to Soerjono Soekanto<sup>34</sup> law enforcers cannot work properly if they are not equipped with vehicles and proportional means of communication. Therefore, means of facilities have a very important role in law enforcement. Without these means or facilities, it will not be possible for law enforcers to harmonize their supposed role with their actual role.<sup>35</sup>

Implementation of Doses 3 and 4 Vaccination by Riau Islands Provincial Government, not only provides facilities such as vaccination service centers and vaccine availability, but also adequate infrastructure, medical equipment, and human resources. The Islands Provincial Government ensures sufficient vaccine availability for doses 3 and 4 through vaccine procurement from various official vaccine manufacturers that have been appointed by the Government of the Republic of Indonesia. Real-time monitoring of vaccine stocks allows the allocation of vaccines according to regional needs, avoiding shortages and delays.<sup>36</sup>

Vaccine distribution is managed through a structured logistics system, with strict tracking and supervision. Interviews showed that each vaccination is recorded and reported by the vaccination team and supervised by the vaccination supervisory team. Vaccine storage facilities in various regions are equipped with adequate cold chain systems, which include refrigerators and temperature measuring equipment. This ensures vaccines remain at the right temperature during storage, maintaining their quality and effectiveness until use. The availability of health facilities has been adequate, spanning from community health centers to vaccination centers.<sup>37</sup> Similar to doses 1 and 2, vaccination service centers have

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<sup>33</sup> Neng Nurkhorifiah et al., *Menelusuri Ragam Persepsi Masyarakat Pedesaan Terhadap Vaksinasi Covid-19*, ed. oleh Itang Fauzi Hasim, 1 ed. (Serang: Media Madani, 2021).

<sup>34</sup> *Efektivitas Hukum dan Pengaturan Sanksi*.

<sup>35</sup> Wahdaniyah, "Analisis Siyasaah Tanfidziyah Terhadap Efektivitas Perpres Nomor 14 Tahun 2021 Tentang Pengadaan Vaksin Pelaksanaan Vaksinasi Dalam Rangka Penanggulangan Pandemi Covid-19 Di Kabupaten Pinrang" (Sulawesi Selatan, 2024).

<sup>36</sup> Kementerian PPN Bappenas, *Studi Pembelajaran Penanganan COVID-19 Indonesia*, 1 ed. (Jakarta: Kementerian Perencanaan Pembangunan Nasional / Badan Perencanaan Pembangunan Nasional (Bappenas), 2021).

<sup>37</sup> Beatus Tambaip, Alexander Phuk Tjilen, dan Yosephina Ohoiwutun, "Peran Fasilitas Kesehatan Untuk Kesejahteraan Masyarakat," *Jurnal Kebijakan Publik* 14, no. 2 (7 Juni 2023): 189, <https://doi.org/10.31258/jkp.v14i2.8245>.

been centralized at various levels, from health centers to other public facilities. Vaccination is carried out in various locations, including public facilities, places of worship, and schools, to reach more people.<sup>38</sup> Opening vaccination services at various health facilities and additional vaccination centers to ensure ease of access for the community.

To disseminate information related to Covid-19 vaccination, the Riau Islands Provincial Government actively socializes to the public through print, electronic media, brochures including testimonials by community leaders, religious leaders, public figures packaged through content that is widely disseminated through social media, such as YouTube, Facebook, and Instagram. Overall, Riau Islands Province has ensured that the implementation of vaccination doses 3 and 4 is running well and efficiently, with the support of adequate facilities and infrastructure as well as widespread vaccination locations and well-packaged vaccine information dissemination.

#### 4. Community Factor

The degree of community legal compliance with the law is one indicator of the functioning of the law. Since the government announced Covid-19 vaccination in Indonesia, the public has been faced with various dilemmas in implementing this policy.<sup>39</sup> One of the challenges is the formation of community assumptions that see the downward trend in transmission and death rates due to Covid-19 and the revocation of PPKM by the Government in the context of economic recovery. This has resulted in a decrease in the level of public awareness to vaccinate doses 3 and 4.<sup>40</sup>

In addition, difference response to the impact of vaccination doses 1 and 2 such as mild fever, soreness in the vaccinated area, has also decrease public interest in vaccination, exacerbated by hoax news about the adverse effects caused by vaccination doses 3 and 4. The government also only requires travelers by air transportation to get complete additional vaccinations, while for land and sea travel it is no longer a mandatory requirement. Based on the description above, for the community factor, it can be concluded that it is not effective.

#### 5. Cultural Factor

Culture essentially includes the values that underlie the laws that apply, which values are abstract conceptions of what is considered good and what is considered bad.<sup>41</sup> The importance of a socio-cultural approach in implementing vaccination is motivated by the existence of a relationship between humans that cannot be separated from culture, because human existence in the process of growth and development is in a group that has binding rules, values and norms called societ.<sup>42</sup> The Riau Islands Provincial Government is taking a culturally adaptive approach to vaccination, aiming to increase public awareness and

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<sup>38</sup> Erwin N. Pratama, Tri Sulistyanyingsih, dan Tutik Sulistyowati, "Analisis Implementasi Kebijakan Sosial Pemerintah Kabupaten Malang dalam Pembatasan Sosial Berskala Besar," *Jurnal Kebijakan Kesehatan Indonesia: JKKI* 10, no. 1 (2021): 1-7, <https://jurnal.ugm.ac.id/jkki/article/view/57656>.

<sup>39</sup> Tito Dalkuci et al., "Implementasi Pasal 13a Peraturan Presiden Nomor 14 Tahun 2021 Tentang Pengadaan Vaksin Dan Pelaksanaan Vaksinasi Terhadap Masyarakat," *LEX STRICTA: JURNAL ILMU HUKUM* 1, no. 1 (2022): 41-58, <https://lexstricta.stihpada.ac.id/index.php/s2/article/view/5>.

<sup>40</sup> Saida, Zulfadhli, dan Jurais, "Analisis Faktor-Faktor Yang Mempengaruhi Vaccine hesitancy (Keragu-Raguan Vaksin) Pada Mahasiswa Di Era Pandemi Covid-19"; Audilla Amita, "Keragu-raguan Vaksinasi Covid-19 Berhubungan Dengan Kecemasan Kesehatan di Masyarakat."

<sup>41</sup> Pudjo Utomo dan Yurida zakky Umami, "Covid-19 Versus Mudik Telaah Tentang Efektivitas Kebijakan Pelarangan Mudik Lebaran Pada Masa Pandemi Covid-19," *Qistie* 14, no. 1 (2021): 111-25, <https://doi.org/10.31942/jqi.v14i1.4496>.

<sup>42</sup> Ana Fauzia dan Fathul Hamdani, "Pendekatan Socio-Cultural dalam Pelaksanaan Vaksinasi Covid-19 di Indonesia," *Seminar Nasional Hukum Universitas Negeri Semarang* 7, no. 1 (2021): 323-38, <https://doi.org/10.15294>.

participation in vaccination by utilizing existing cultural values and local wisdom. The Riau Islands Province Covid-19 Task Force Team collaborates with community leaders and religious leaders (Tomas and Toga) to support vaccination. The involvement of Tomas and Toga is very important in educating and encouraging vaccination. To increase public participation and awareness of the Covid-19 vaccination program, the Riau Islands Provincial Government held a special vaccination service for community leaders (Tribal Chiefs, Village Chiefs, RT/RW Chiefs and traditional leaders), religious leaders (Clerics, Pastors, Priests and Monks). This step aims to make them effective role models and information mouthpieces in their respective communities. By involving them in vaccination testimonials and socialization, it is hoped that they can convey correct information and calm people's concerns.

Sea tribe communities often have different ways of life and beliefs from mainland communities.<sup>43</sup> Therefore, a cultural approach was also taken to gain good acceptance from the sea tribe community, the Riau Islands Provincial Government through the Health Office conducted a dialogue with traditional leaders and community leaders of the Sea Tribe, which was expected to pave the way for more effective communication and smoother vaccination implementation. Some community groups in the islands (Karimun, Anambas and Natuna) have shown resistance to Covid-19 vaccination, due to various factors. Hoax information creates distrust of vaccines and those who organize vaccination programs, thus inhibiting vaccine acceptance. Geographical conditions within several islands, also make people on remote islands feel that they do not need vaccines because they are already naturally isolated, for those on remote islands. So, the location of the islands influences people's views on the need for vaccination. Even the Health Office has made efforts to pick up the ball to bring vaccination service posts closer by sending vaccine officers to visit residents on lag behind, out front and outermost islands in Riau Islands Province. However, the achievements in these areas are still minimal. It can be concluded that cultural factors in the implementation of vaccination doses 3 and 4 in Riau Islands Province have not been effective.

## **B. Efforts To Increase The Effectiveness Of The Implementation Of Vaccination Doses 3 And 4 In The Riau Islands Province**

The implementation of Covid-19 vaccination in Riau Islands Province face various challenges, especially related to legal factors that have not been fully effective. Some of these legal issues include sanctions for vaccination refusers, legal protection for vaccine recipients, and community compliance with existing regulations. The following are some solutions that can be applied to overcome these problems: 1) Improved Socialization and Legal Education: The government needs to increase awareness campaigns on the importance of vaccination through social media, seminars, and public discussions. This education should include information on the benefits of vaccines and the risks associated with vaccine refusal. It is important to conduct legal counselling to explain the legal consequences of refusing vaccination. The public needs to understand that administrative and criminal sanctions serve not only as punishment, but also as an effort to protect public health; 2) Regulatory and Policy Improvements: Consider revising the sanctions imposed on vaccination refusers. Overly harsh administrative sanctions can create negative stigmas and increase community resistance. A more persuasive and educational approach should

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<sup>43</sup> H Herman dan Laode Anhusadar, "Pendidikan Islam Anak Suku Bajo: Penelitian Lapangan pada Suku Bajo," *Jurnal Obsesi : Jurnal Pendidikan Anak Usia Dini* 6, no. 4 (2022): 2665–76, <https://doi.org/10.31004/obsesi.v6i4.2266>.

be prioritized. Post-Vaccination Legal Protection, ensuring legal protection for individuals who experience post-vaccination side effects. This can be done by strengthening regulations that provide health insurance for those who experience negative impacts from vaccines; 3) Strengthening Law Enforcement: Law enforcement must be conducted in a fair and transparent manner. The government needs to ensure that the sanctions applied are not discriminatory and consider individual conditions, such as physical or mental inability to receive vaccines. It can also establish a complaint mechanism for people who feel harmed by vaccination policies or vaccine side effects. This will provide a space for the public to lodge complaints and obtain justice.

A more humane and educative approach to law enforcement and protection of human rights will create a more conducive environment for the implementation of vaccination programs. The achievement of Covid-19 vaccination in Riau Islands Province also still faces challenges, from the community factor. Some of the main issues include lack of knowledge, mistrust of vaccines, and low community participation. Following are some solutions that can be implemented to increase the effectiveness of vaccination among the community: 1) Provision of Incentives: Provide incentives such as food, social assistance, or door prizes for people who are willing to be vaccinated. This strategy has been proven effective in increasing community participation in vaccination programs. Organize prize programs or raffles for those who have been vaccinated as a form of reward and motivation to encourage more people to take part in vaccination; 2) Building Community Trust: Open dialogue between health workers and public to address vaccine-related doubts and concerns. This can help build trust and reduce negative stigma towards vaccines. Provide transparent information about the vaccine development process, its effectiveness, and safety-related data. This is important to address myths and disinformation circulate in the community.

Through these solutions, it is hoped that it will be more motivating for the community to participate in the Covid-19 vaccination program. A holistic and inclusive approach will be crucial in achieving public health goals. Cultural factors are also one of the factors that hinder vaccine acceptance in the community. Some of these challenges include people's belief in vaccines, social norms, and the influence of community and religious leaders. Here are some solutions that can be implemented to improve the effectiveness of vaccination programs by considering cultural factors: 1) Education Based on Local Insight: Integrating local wisdom, developing vaccination education materials that integrate local wisdom and cultural values. For example, using folklore or cultural symbols known by the community to explain the importance of vaccination and its benefits in protecting health. In addition, counselling through cultural performances can be done by using traditional performing arts, such as wayang or regional dance, as a medium to convey information about vaccination. This approach can attract the attention of the community and make the message easier to receive; 2) Cultural Incentive Program: Community-based Incentives that are specialized for community members who are willing to be vaccinated. This could be in the form of awards or recognition at local cultural events. Organize activities with the community to celebrate vaccination achievements, such as festivals or social gatherings, to build collective spirit and increase community participation in vaccination programs.

Approaches that are sensitive to local cultural values will help create a more supportive environment for communities to participate in vaccination programs.<sup>44</sup> By implementing

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<sup>44</sup> Fauzia dan Hamdani, "Pendekatan Socio-Cultural dalam Pelaksanaan Vaksinasi Covid-19 di Indonesia."



these solutions, its hoped that it can overcome the obstacles that occur in optimizing the implementation of vaccinations in the future.

## CONCLUSION

The implementation of the Covid-19 vaccination program doses 3 and 4 in Riau Islands Province showed suboptimal results, with the achievement of dose 3 at 57.29% and dose 4 only 2.57%<sup>45</sup> although this figure exceeds the national average. Based on analysis using Soerjono Soekanto's theory of legal effectiveness, there are significant supporting factors, namely effective law enforcement factors that can be seen from the Penta-Helix collaboration between stakeholders, then support from the availability of adequate facilities including cold chain systems, and the involvement of community leaders in socialization. However, the program also faces serious obstacles from the community factor, which shows a decrease in interest due to the assumption that the pandemic is over, as well as cultural factors that have not been effective, especially in remote island areas and indigenous communities. Facing these challenges, a more specific and implementable policy approach is needed, including strengthening public education strategies, improving regulations that focus on legal protection for vaccine recipients, and developing cultural approaches that are more suited to the characteristics of island communities. This comprehensive strategy is expected to not only overcome barriers in the current vaccination program but also create an adaptive framework to anticipate future pandemic challenges.

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<sup>45</sup> Kementerian Kesehatan RI, "Data Vaksinasi COVID-19."

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