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THE INNOVATION IN IMPLEMENTING HEALTH SERVICES FOR RUMAH TUNGGU KELAHIRAN (RTK) IN SINJAI REGENCY

Asriadi, Suratman, Muhammad Yunus, & Gita Susanti
Public Administration, Faculty of Social and Political Sciences
Hasanuddin University INDONESIA

ABSTRACT

The purpose of this study was to analyze and explain the innovation of the implementation of health services Rumah Tunggu Kelahiran (RTK) in Sinjai District through three dimensions, namely individuals, structures, and cultures. This research method uses a qualitative approach, data collection used to collect data in qualitative research generally uses observation techniques, document reviews, and interviews. The results showed three main aspects of individuals, namely the motivation of individuals to provide health services was effective, norms and harmonization had gone well in carrying out services to the community in this case pregnant and childbirth mothers, and aspects of conformity and cooperation. The results of the study show that these aspects have been going well, as evidenced by the high interest of the people (patients) who want to check their health, consult, and request drugs to maintain the health of the mother and baby. The results of the study show that the organizational structure is effective and efficient because it describes simplicity in providing services, convenience, and a high level of responsibility of the officers to the needs and interests of patients who expect help for labor. In this study, organizational culture shows that the legitimacy of the RTK is very effective, as evidenced by the legitimacy that is top down, namely from the Central, Provincial and Sinjai District Governments.

Keywords: Innovation, Health Services, RTK.

INTRODUCTION

Implementation innovation is one of the important aspects in an effort to overcome problems in the implementation of public policy. The process of innovation in the implementation of policies in organizations is phenomenological, non-linear, and not related to each other (Dougherty & Hardy, 1996). The complexity faced in public organizations can be seen from lack of organizational resources, lack of skills (individuals or groups) skepticism in taking formal training, requiring flexibility, and lack of systemic standards (Findlay et al., 2000). The effectiveness of implementation innovations can improve competitiveness (Amabile, Hadley, and Kramer, 2002).

The goals of innovation and the factors that determine the success of implementation innovations are substantial in organizational innovation. Steelman (2010), explained that there is a basic theory to explain implementation innovation, namely institutional theory. Steelman said that although institutional theory does not directly explain innovation, this theory focuses more on the study of change. There are three institutional branches according to institutional theory that can explain the different processes to accelerate change. First; rational choice institutions that focus on the role of individuals in the innovation process; second; Historical institutions that explain the scope and structure of the innovations that occur, and third; sociological institutions that explain clearly about the culture and cognitive

aspects that contribute to designing institutional structures in implementing innovation (Steelman, 2010).

Innovation in implementing health policy is interesting study because Sinjai District in August 2017 won two awards at the same time from the Ministry of Administrative Reform-Bureaucratic Reform (Kemenpan-RB) of the Republic of Indonesia regarding the 2017 local government public service innovation policy. Sinjai District received two awards TOP 99 Public Service Innovations at the Indonesian Mental Revolution Real Work Week held in Solo-Surakarta at the end of August 2017.

One of the innovations in public services in Sinjai District is the Sinjai Regency Innovation Policy Rumah Tunggu Kelahiran (RTK) is one of the places or rooms that are near adequate health facilities both in terms of services as well as in terms of facilities that can be used as temporary housing for patients of pregnant women and their companions the husband, cadre, or family of the patient for several days before delivery and several days after delivery. This Rumah Tunggu Kelahiran Bahari (RTKB) aims to bring access to health services for pregnant, maternity, postpartum, and newborn babies so that there is an increase in the number of deliveries in health facilities and to reduce cases of complications in pregnant, maternity and postpartum as well as newborns in Sinjai District especially in island nine. Several results of empirical research on public service innovations in the field of health services have been carried out by a number of researchers. The study conducted by Angraeni (2013) found that the implementation of service innovations carried out at the Jagir Health Center was carried out in accordance with the intended goals. Jagir Puskesmas in providing services, the application of innovation by Jagir Community Health Center is grouped into types of innovations in Damapour's opinion (Anggraeni, 2013), is a new product / service innovation consisting of innovations in medical equipment, new service innovations, and process innovations that consists of one-stop payment services, registration services for individual queues for vulnerable groups, helper, and hotline service. Valkama et al., (2013), said that as a public government that is responsible for controlling and coordinating all stakeholders in public policy it is important to consider the role of actors in public governance and their relationship to the innovation process. Therefore, adopting innovation is basis of public sector organizations for more flexible organizational transformation (Boyne et al, 2005; Mack, et al., 2008) because the importance of innovation is carried out in organizational development and competition (Wolfe, 1994).

This study uses the focus of study on public service innovation based on the perspective of innovative policy implementation frameworks (Steelman, 2010; Klein & Knight, 2005), because innovation has become the concern of public policy experts. The purpose of this study was to analyze and explain the innovation of the implementation of health services Rumah Tunggu Kelahiran (RTK) in Sinjai District through three dimensions, namely individuals, structures, and cultures.

METHODOLOGY

The in-depth study of this research was analyzed qualitatively. This research is known as the form qualitative research that expresses symptoms or phenomena thoroughly and contextually through data collection and as a key instrument is the researcher himself. Qualitative analysis method as a research procedure that produces descriptive data in the form of written or oral data from people and observable behavior.

This research was conducted in Sinjai District with a research locus which was located in the Lappa Sub-District of North Sinjai District. Sinjai Regency has innovated health services that have been awarded twice by the Government in this case the Ministry of Administrative Reform - Bureaucratic Reform since 2014 and 2017. The research locus is RTK located in the Lappa Sub-District of North Sinjai Subdistrict as a community health facility that has been awarded the Top 99 Public Service Innovation and Top 40 in health services.

1

Data collected in the form of primary data is the result of interviews to answer research problems and to supplement the data obtained from the source of information, then it needs to be supported by secondary data. Secondary data obtained are data and supporting information in this study in the form of documents that provide confirmation or sharpen conclusions on the focus of research.

Data collection methods used to collect data in qualitative research generally use observation techniques, document reviews, and interviews, the three data collection techniques used in this study.

This research is qualitative research. According to Milles and Huberman, qualitative data analysis is carried out with an interactive model and continues at every stage of the research, until it is complete and the data becomes saturated. In qualitative research data processing and analysis are inseparable activities. This can be seen in the stages of qualitative data analysis proposed by Miles & Huberman (1994), namely data reduction, data presentation and conclusion/verification.

RESULTS AND DISCUSSION

Based on the innovation theory of Steelman public service policy implementation (2010), that implementation innovation can be done by looking at the success of public organizations in implementing policies. There are three main dimensions in policy implementation innovation, namely; individual, structure, and culture. The results of the three-dimensional study and discussion along with its aspects are described as follows:

Individual Dimension

One of the determinants of success in making innovations in public organizations is individuals or officers who administer the program. The individuals referred to in this study are individuals or officers who have roles and functions in providing marine RTK health services in the Lappa Sub-District of Sinjai District, Sinjai District.

Based on the literature review in public management, policy studies, implementation, and institutional theory provide a detailed picture of how to understand innovations that need to be implemented. Individual participation perspectives in the innovation process are generally very few that pay attention to studying and deepening the behavior and motivation of individuals to be willing or voluntary in providing public services. Steelman (2010) explains that the perspective of individual participation is very important to be a focus of attention when an individual is willing to interact and prioritize motivation to participate in doing work. The willingness to implement the results of innovation is basically very strong influenced by the interests of the individual itself to make an innovation. Although the individual's interests certainly vary depending on motivation, norms, cooperation, and suitability experienced by individuals between real conditions experienced with personal desires having similar interests. In other words, the interests or needs of individuals to

innovate in the workplace are balanced with the support received from the organizational environment in which the individual is located.

The results of the observations conducted by the researchers found that community participation in supporting the health service policy innovation program realized in the form of RTK greatly helped the disadvantaged community and was the right solution in the health sector, especially for pregnant and lactating mothers. Because this program has the support of the local community and is in accordance with the needs of the community, it is evident that the community volunteered to provide assistance in material form, for example; funds and other contributions in a legal and non-binding manner, support personnel in helping the RTKB health service innovation program. Some assistance in the form of donations from the community is used for incentives for health workers and the provision of medicines and medical devices that are cheap and very necessary for the smooth running of RTKB health services.

Based on the results of the research conducted concerning the individual dimensions of policy innovation which consist of individual motivation, norms, cooperation, and conformity are important aspects and need to be considered by policy makers in carrying out an innovation in public services. The results of this study confirm that no matter how good the innovation carried out in the implementation of the policy carried out without the support of individuals as implementers of innovation, it will not be beneficial at all.

The results of this study are relevant to the statement put forward by Steelman (2010) that to produce a successful innovation there needs to be a combination of three macro categories in public management, policy studies, implementation, and institutional theory. In certain cases individuals have an important role to influence the success of innovation structures and cultural changes both for the organizational structure or the individual itself. In this case the individual has several aspects that need to be developed, namely; motivation, norms and harmony, and conformity (congruence). Motivation is a stimulus that encourages individuals to override the status quo principle. That is, the motivation of individuals who are high in innovation will minimize the principle of ego and selfishness in providing public services. The weakness of policy implementation innovation is caused by the lack of motivation or high empathy from individuals as policy makers.

This condition is caused by the still high sectoral ego and the principle of prioritizing self-interest is still dominant rather than serving the community wholeheartedly. This weakness is still a major problem in public services, and until now it still needs to be improved especially those or employees at street level bureaucrats. Policy implementation innovations are still stagnant if employees at that level do not have high sensitivity and motivation for public services.

This condition is different from the innovation of the implementation of RTK health services where health workers as the spearhead of public services have a high enough individual motivation, especially in providing health services to pregnant and lactating women from the poor. This allows the creation of innovative policy implementation because working individuals have been motivated to serve the community because of the concern for the disadvantaged conditions of the people served.

Based on the institutional theory of rational choice and policy and management theory, placing motivation as a key driving force for entrepreneurial experts and leaders in making a

change. This theory confirms that the absence of actor motivation is often an obstacle in making a change (innovation). Therefore, individuals need to be given the freedom to determine possible solutions to improve the performance and innovation they want to do. In this case, the individual should be given a level of authority in making a change (Steelman, 2010).

On the other hand, norms and harmonization need to be considered by individuals when innovating through efforts to build a good work situation in a public organization environment. The bottom-up implementation theory perspective pays major attention to this norm and harmonization. One basic premise is that if norms are always consistent with the implementation innovations carried out, then harmonization in the expected work environment will be created. If the innovations carried out are not consistent with the workplace environment and norms are not implemented properly, then individuals who wish to practice innovation will face disharmony with their coworkers in the organization where they work (Steelman, 2010).

Norms and harmony will arouse enthusiasm and motivation as well as individual cooperation in an organization that hopes for the creation of innovation in public services. Therefore, for public organizations that expect innovation in public services, the norm and harmonization should be doors that need to be opened wide to be developed and applied in their respective workplaces. Policy implementation innovations are not useful at all when the norms and cooperation of individuals in public organizations are not well developed. Furthermore, congruence is a necessity that must be created in carrying out policy implementation innovations. Steelman (2010) argues that the suitability or accuracy of the program will encourage individuals in public organizations to show better performance with a balanced organizational culture.

In this case the organizational culture should not limit the structure of an organization in implementing innovation, because individuals who work in organizations will always expect that innovations carried out need to get support from all components of the organization so that individuals do not feel constrained by the situation and conditions of the organization that is still glorifying status quo with change. In other words, if the innovation values brought by the individual have relevance or suitability to the goals of the organization, then the organization as a whole should provide unconditional support for innovations made by individuals. Conversely, if the innovation carried out is inconsistent or contrary to the nature and purpose of the organization and the role of the organization is more dominant in managing and controlling individuals, then the values of change brought by individuals in the organization will not develop and individuals will find it difficult to support innovation.

Organizational Structure

Broadly speaking in the view of system theory, the organizational structure is closely related to who reports to whom and what activities they need to show, but very few say about how to keep employees motivated in doing the work of those who have been assigned and responsible for using defined strategy. In this case, the system considers that incentives, completion of work and measurement of results, and information and accountability and the flow of information that develops can support success in achieving the effectiveness and efficiency of implementing the right strategy.

Thus it can be stated that the structure of the public service organization which includes; regulation and communication, incentives, openness (transparency), and endurance

(resistance) in public service innovation, especially in the health service sector at Rumah Tunggu Kelahiran Bahari (RTKB), largely determine the success of this non-profit organization in achieving fundamental innovations or changes to public services according to the needs and interests of the wider community. Therefore, policy makers to create an innovation in the public sector need to think about considering the organizational structure in public services.

To guarantee the implementation of duties and functions of RTK officers, the information provided is clear and can be followed up by RTK health care workers. In the organizational structure the RTK has designed the main tasks and functions in accordance with the Regulations of the Sinjai Regent and the Decree of the Head of the Sinjai District Health Office in 2015. In general the implementation of public services in the form of innovation RTK has valid and accurate sources of information so that the implementation of services health is fast and does not require a long waiting time.

Documentation results conducted at the Sinjai District RTK found that procedures and mechanisms of work were well organized, the schedule of hospitalizations and visits to residents' houses were neatly available, the schedule for picking up staff and working groups for health workers was well available, procedures for handling emergency patients and ordinary patients available. Information through the data board is well available so as to minimize the occurrence of overlapping information and the obscurity of the officer handling the patient.

Based on observations, it was found that there was no overlapping or overlapping information between officers. The information provided comes from two directions both from the Sinjai District Health Office and the Head of the RTK as well as from the community. One interesting finding in this study is that information provided can be in the form of information, statements, ideas, and signs that contain values, meanings, and messages, both data, facts and explanations that can be seen, heard and read presented in various packaging and formats in accordance with the development of information and communication technology electronically or non-electronically. For public information conveyed to island communities around the Lappa district of Sinjai Regency, information is generated, stored, managed, sent, and / or received by the community / public relating to the administration and implementation of RTK health services, as well as other information relating to public interest, especially for pregnant and lactating mothers. As far as possible the officers are prohibited from conveying information that is not related to health services.

Based on the results of the analysis, the data shows that officers' incentives or honorariums play an important role in achieving policy implementation innovations. Nevertheless, incentives are not the only guarantee of the success of public service innovations, if policy implementers have social sensitivity or concern in providing public services, especially in the health sector. Although this is still rarely found in public or non-profit organizations. To ensure openness in the implementation of RTK health services, the Sinjai District Health Office requires RTKB officers to open a suggestion box and input through a short message through the number given by the Head of the RTK to the community. This innovation is carried out to ensure information disclosure and health services that are in line with the expectations of the community in the Lappa Village of Sinjai Regency.

The breakthrough made proved to be very supportive of the smooth implementation of the innovation program for policy implementation in health services at the RTK. This can be

proven by the support and assistance of all parties to ensure the smooth running of health workers in carrying out their main tasks and functions.

Aspects related to organizational structure in implementing public service innovations are sustainability or reluctance to change (Steelman, 2010). It can be said that the unwillingness to change (resistance) will be a barrier in making public service innovations. Based on the results of interviews conducted, it can be stated that resistance is one of the aspects which is the main consideration in making policy implementation innovations. Therefore, minimizing people's resistance to policy implementation innovations should be prioritized for handling before the innovation is implemented. A common mistake that occurs in an effort to innovate is the absence of a preliminary survey or planning to deal with resistance issues over public service innovations, if truly it proves to be a barrier to innovation.

Culture of Innovation

In this study, the intended cultural dimension is the organizational culture of the RTK that is creative and independent to support new ideas, processes, and general ways of providing services to mothers giving birth and baby care. Cultural innovation in health services at the RTKB puts forward the principle of picking up the ball (visiting patient homes) which is located on islands that are still remote and far from the capital of the district. Officers voluntarily visit patients who need help without being called but directly officers will come to the patient's house if there is a short message from residents who need help to give birth. This culture is intentionally built to provide the best example in building a culture of serving ball picking, especially in the health sector.

The culture that was built turned out to have a positive impact on increasing awareness of pregnant women to check their health and babies after childbirth. Health services with a pick-up culture (being present at the patient's home without being asked / visits to people's homes in the islands) have been able to reduce maternal mortality and infant health. Based on observations in North Sinjai Subdistrict, RTKB officers make daily visits to remote islands except on Sundays. If on Sunday the RTKB officers continue to open services because almost every time there are patients who ask for emergency treatment for the birth of the baby, conduct consultations, and serve the provision of medicines.

In connection with the culture of innovation in the public sector, it is still the main concern of the current public bureaucracy. The thought of Orange et al. (2007) can be a consideration of the government when it wants to innovate in regional government because often the innovations carried out forget about the factors of social values that need to be considered and considered in making an innovation. public service. Local social or cultural values become one of the main approaches that need to be considered considering the innovations that are applied in society will intersect with the dimensions of people in certain community groups, innovation processes and impacts, and technological dimensions that support the innovation process. In the perspective of organizational culture, these three aspects should have coherence or coherence because if these social values are not solid, it will become an obstacle to the implementation of innovation itself.

Experts like Mulgan & Albury (2003), state that innovation should be a core activity of the public sector: it helps public services to improve performance and increase public value; respond to the expectations of citizens and adapt to the needs of users; increase service efficiency and minimize costs. In this case Mulgan & Albury (2003), view that innovation

should be the core of all activities in the public sector today. Innovation will be able to help develop service performance and public values. Innovation means increasing responsiveness to people's expectations and the needs of service users. In relation to innovation it also functions to create efficiency and reduce unnecessary costs. Therefore, to create innovation in the service of the public sector, culture and social values should be considered in carrying out public sector innovation programs.

CONCLUSION

In general the results of the study show that individuals have been effective in organizing public health services in the Sinjai District RTK. This can be proven from the results of research that shows three main aspects of individuals, namely the motivation of individuals to provide effective health services, norms and harmonization have gone well in carrying out services to the community in this case pregnant and childbirth mothers, and aspects of conformity and cooperation. The results of the study show that these aspects have been going well, as evidenced by the high interest of the people (patients) who want to check their health, consult, and request drugs to maintain the health of the mother and baby. The results of the study show that the organizational structure is effective and efficient because it describes simplicity in providing services, convenience, and a high level of responsibility of the officers to the needs and interests of patients who expect help for labor. In this study, organizational culture shows that the legitimacy of the RTK is very effective, as evidenced by the legitimacy that is top down, namely from the Central, Provincial and Sinjai District Governments. Then the legitimacy or public trust in the RTK is indicated by the high public support in Sembilan Islands in providing material and immaterial assistance to the RTK. Thus it can be concluded that the culture of the RTKB Sinjai Regency has been effective.

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