



Implementation of the Public Service Application Program at the Manado City Health Office

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ABSTRACT

This research is about the implementation of public service application programs at the Manado City Health Office. In order to follow up on the mayor's policy, the Manado City Health Office digitized health services by developing the Manado City Health Service website application, namely dinkes.manadokota.go.id, which is in the domain www.manadokota.go.id. The display that can be seen at this time is the availability of health information data through the Manado City Health Office website application at <http://dinkes.manadokota.go.id>, but the information display is very minimal and not up-to-date. The problem is that since the Health Service application was opened, this website has only seen 769 views. This is a sign of the low level of utilization of this digital health information service. This study aims to determine the implementation of public service application programs at the Manado City Health Office. This study uses a qualitative descriptive approach that refers to the theory of policy implementation from Jones (1984) which shows that the results of public service application programs have not been optimal, namely the health service website at the Manado City Health Office caused by 1) determinant factors in the form of an organization or team formed and the website management team is not supported by competent human resources, a fixed budget, with policy infrastructure according to needs, 2) counter-productive attitudes towards duties and obligations, 3) and the implementation of the health service application website program is not developed due to the absence a clear vision, the absence of definite budgetary support, as well as changes in the replacement of leadership which also in turn influenced the policy direction of the Manado City Health Office.



INTRODUCTION

The public service information system is a series of activities that include information storage and management as well as a mechanism for conveying information from administrators to the public and vice versa in oral form and presented manually or electronically. The development of e-government is an effort developed by electronic-based government administrators to improve the quality of public services effectively and efficiently (Regulation of the President of the Republic of Indonesia Number 3 of 2003 concerning National Policy and Strategy).

In 2018, Manado City was selected as one of the cities that will implement the Movement Towards 100 Smart Cities program with 24 other districts or cities in Indonesia. In the 2017-2022 Regional Medium Term Development Plan (RPJMD), the City of Manado has a smart city concept, which refers to innovations in the field of information technology in order to provide benefits and ease of service to the community. In addition, there has been a Manado Mayor Decree Number 106 of 2011 concerning the determination of ownership of the Manado City Government's www.manadokota.go.id domain, where the determination of this domain is an effort within the context of implementing electronic government (e-government) development policies and strategies in the City Government of Manado. Thus, it can be said that the development of the domain belonging to the Regional Government of Manado City is part of the process of starting the era of service digitalization as part of an effort to improve service to the community.

In order to follow up on this mayor's policy, the Manado City Health Office is digitizing health services as well as developing the Manado City Health Service website application, namely dinkes.manadokota.go.id, which is in the domain www.manadokota.go.id. The data available on the website application also does not cover all community needs, such as preparing educational media for the public, information on complaint services, handling public complaints, and others. The problem is that since the Health Service application was opened, the website has only seen 769 views. This is a sign of the low level of utilization of this digital health information service.

Preliminary data obtained from pre-research activities shows that on the website of the Manado City Health Service, there is not yet an adequate Health Information System (HIS) available. HIS is a source of data and information for the Health Service. This research is focused on public service efforts carried out at the Manado City Health Office. Even though public service policies have been regulated by the government since 2009 and have been implemented, it is a fact that the COVID-19 pandemic has had many impacts on all sectors, including public services, so it is necessary to re-evaluate in terms of procedures and quality of implementation of activities, as well as obstacles in the implementation of these public service activities. Based on the field data described above, it is considered important to conduct research to find out the low utilization of this health service website, entitled Implementation of Public Service Application Programs at the Manado City Health Office.

On the basis of the problems raised above, the formulation of the problem in this research is: how is the implementation of the public service application program at the Manado City Health Office? The purpose of this study is to identify, analyze, and describe the implementation of public service application programs at the Manado City Health Office. The results of this study will be used as material for corrections and recommendations for further improvement of the implementation of this policy.

So, in turn, the main goal of implementing health service application program policies is that the website can provide benefits to the community. Furthermore, from this research, it is hoped that new formulations regarding the concept of public service application programs can be obtained, especially regarding the use of websites. The findings obtained are expected to be a positive correction for improving the implementation of website application program policies and to produce recommendations for changes in the pattern of implementation of health service program applications.



METHOD

This study uses a qualitative approach. The aim is to describe or summarize various conditions, various situations, or various phenomena of existing social reality, then try to bring reality to the surface as a feature, character, nature, model, sign, or description of certain conditions or phenomena. Thus, qualitative descriptive research is more appropriate when used for problems that require in-depth study, such as behavior problems, problems of people's responses to certain objects, and problems of implementing public policies in society (Bungin, 2009: 76).

The use of a qualitative approach in this study will be able to provide in-depth and accurate information that will assist in the process of interpreting the information and data obtained. In a research model like this, research activity is characterized by collecting, describing, and interpreting the situation experienced, certain relationships, activities, views, and HISap that are shown, trends that appear in ongoing processes, or sharp contradictions and cooperation that are executed. In this way, it is hoped that an overview of phenomena, facts, characteristics, and phenomenal relationships regarding the implementation of public service application programs at the Manado City Health Office can be obtained.

The data processed in this study are primary and secondary. Primary data is data directly recorded in the field through in-depth interviews and obtained through observations made by the researchers themselves, or data that is the result of field observations and interviews with all informants in this study. Secondary data, namely processed data or data that has been officially published by HISan, is obtained from media news, documentation, and agency archives related to the management of the Manado City Health Service Website. Furthermore, the data collection method for this study was in-depth interviews. Basically, the in-depth interviews conducted in this study were unstructured interviews, although guidelines were also prepared for conducting the interviews. The informants in this study were the Office Secretary, Manado City Health, the Head of Health Services, the Head of Data and Information Subdivision, the Head of Primary Health Services Section, and two visitors or customers of the Manado City Health Office.

Thus, the number of informants in this study was six. Furthermore, the research instrument used in this study was the researcher himself, using assistive devices such as tape recorders, visual recording devices (video recorders), stationery, and laptops to store research data. The interview and observation materials expand on the various variables stated in the proposition.

Data collection, recording, and processing techniques

The data collection technique used in this study was an in-depth interview technique. The in-depth interviews conducted in this study were unstructured, although guidelines were also prepared for conducting the interviews. The free unstructured interview guide contains a list of questions that are research guidelines in nature. In data collection, it is planned to carry out an oral dialogue freely and informally with informants about facts and information on the implementation of the public service application program at the Manado City Health Office. Furthermore, all data obtained from the data collection and processing process will be analyzed using the triangulation technique, namely, the data obtained after being sorted will then be analyzed based on the researcher's interpretation with reference to other theories that justify the researcher's opinion or interpretation of the data.

Framework

Every public service program that is specific or outside of the main organizational tasks of a public organization basically requires special handling as well. If this is not the case, then the special work will not be carried out professionally. Those who are given the task of carrying out this specific task will focus more on their main job because this main job has an impact on performance appraisal. As a result, special work necessitates special organization. Likewise, in every new workload given to employees, the output of the new load depends on the interpretation ability of the employee, who is given responsibility for the value, nature, and essence of the additional workload given to him. These two aspects (organization and interpretation) will in turn determine the implementation of the new work.



The health service application program at the Manado City Health Office is basically a program outside of the main duties and functions of employees at this office. As a special program, its implementation requires separate handling (organization). In addition, because of its different nature from other jobs, handling this program requires professional understanding and ability. In part, the successful implementation of this health service application program depends on how it is implemented. Based on the framework put forward, this research phenomenon is relevant to be explored based on the theory of policy implementation put forward by Jones (1984), namely that policy implementation is related to aspects of organization, interpretation, and implementation.

Proposition

Based on the results of the conceptual description and framework built above, the proposition in this study is that "implementation of health service application programs at the Manado City Health Office is related to organizational aspects, interpretation, and implementation".

RESULTS AND DISCUSSION

This study refers to the theory of policy implementation put forward by Charles O. Jones (1984), namely organization, interpretation, and implementation, as well as the factors that hinder its implementation.

The results of data analysis and processing show that there are problems in almost all aspects of implementing the above policies. In this study, the organizational aspect in the context of policy implementation put forward by Jones (1984) is interpreted as organizing the management of health service applications at the Manado City Health Office. Exploration of this aspect leads to efforts to explore whether, after this policy is established, a special unit is formed to handle this application, what the form of this unit is, whether this unit has its own duties and authorities, and whether the operations of this unit are budgeted separately. Or maybe it's the other way around, namely that the management of this application is not through the establishment of a separate management unit but is handed over to sections or sub-sections, which are structurally a formal unit within the Manado City Health Office.

Basically, the organization is a tool to achieve goals, and to achieve this goal, the structure created must lead to the achievement of goals. In addition, in order for an organization to run according to its goals, it must be supported by adequate human resources (HR), a clear division of tasks, optimal infrastructure, and budget support in accordance with the operational needs of the organization. The results of field research found that the management of the health service application was managed through a team formed by the Head of the Manado City Health Service through the Decree of the Head of the Manado City Health Service Number 967/D.02/KES/III/2018 of 2018 concerning the formation of the website management team at www.dinkes.manadokota.go.id. The frame used to explore this aspect of the organization refers to what was stated by Robbins (2015): that the organization is a tool for achieving common goals, and so that these goals can be achieved, organizational operations must be supported by achievement targets, division of tasks, and specific authorities. in accordance with the needs to achieve the target: quality human resources and in accordance with the field of work to be handled (the right man in the right place), optimal infrastructure support, financial support (budget), and rational reward and punishment (granting rewards in accordance with the workload faced and sanctions in accordance with the level of violations committed).

In fact, none of this appears on the team appointed to handle this application. From the results of field research, it was found in the organizational aspect that this stemmed from the absence of targets or achievements to be achieved through the establishment of this health service application. The intended target is such as what percentage of the targeted services will be achieved in a certain period, how much the Public Health Index number will increase, and how much of the percentage of licensing needs in the health sector can be met. So as a result, the organization of the Health Service Application Management Team looks like just a team to do additional work that is not prepared for a specific purpose.

In the aspect of interpretation, which is the response and HISap of policy implementers to policy content, from the results of field research, it was found that currently (conditions at the time of field data



collection), those appointed to manage this application are no longer carrying out their duties. This is due to the absence of budget support, the absence of infrastructure support (special rooms, separate computers, and servers), and the absence of special fees. Honor is not given because the task of managing the health service application is only an additional task and is not included in the duties and functions of the Manado City Health Office. This is the source of the problem related to the interpretation aspect of the policy implementers. The summary of this aspect is as follows:

- a. It is considered that the task of managing health service applications is actually not their responsibility but is the responsibility of other fields. This is one of the reasons why implementers do not optimally manage this application.
- b. Web management is not carried out seriously because there are no achievement targets assigned to it.
- c. It is considered that web management is not the main responsibility because the main task is to carry out the tasks stated in the main duties and functions of each field and sub-sector.
- d. Based on the above thoughts, web management is carried out without individual targets because it is not part of individual performance appraisal.
- e. Web management is carried out in moderation because there is no punishment given. The absence of punishment once again stems from the problem that the task of web management is not included in the functions and subunits of the field.

Meanwhile, in the implementation aspect, the health service website belonging to the Manado City Health Office is only an information web for types of services and not a health service web. The appearance of the web is what "runs away" from service functions that should be done digitally (on-line). This means that people who need health service information from the Manado City Health Service should be able to access all their needs at the Manado City Health Service through this Health Service web site. Furthermore, through this website, all requests and requirements that are required can be uploaded. However, in reality, what can be obtained by the community on this website is only information on the types of services provided by the Manado City Health Office, and they cannot interact with management through this website.



Picture of the Main Homepage of the Manado City Health Service Health Services website

Web Application Health services are essentially a matter of service to the public in other forms. However, the quality of the service does not have to be reduced; it should even be able to produce time efficiency. However, the basic value of public service is not expressed by every manager of this web service. The task of managing Web applications is just an additional task and is not seen as a form of public service in another form. Likewise, the problem of weak infrastructure support, budget, and others is also sourced from the point of view of the public officials who proposed, designed, and determined this program. This means that, apart from the various weaknesses in implementing this program, So the failure of the health service application



program at the Manado City Health Office is basically determined by weak aspects of political will and aspects of culture or values. Findings like this were also found by Mamentu (2015) in his research on the implementation of fishermen's empowerment policies in the city of Manado. From his research, Mamentu found that the failure of the fisherman empowerment program, which at that time was stimulated with fresh funds of 100 million rupiah per group, was rooted in poor life values, which were used as a reference by most groups of fishermen who were treated with the program. The results of this study also prove that there are determinant factors that are the same as those in the research conducted by Mamentu. This means that the lack of political will and the weakness of the values that are used as a reference for each person or group in their activities have not changed significantly until now.

CONCLUSION

Based on the research activities that have been carried out, the following conclusions are obtained: The most dominant aspect that becomes a determinant factor is the organization or team formed to implement the HISan application policy for Manado City Health Services, formed without a clear and measurable vision (goal) or achievement goals. In the Decree of the Head of the Manado City Health Service Number 967 of 2018 concerning the formation of the Website Management Team (www.dinkes.manadokota.go.id), there was no clear and measurable target for what this team was formed for. The weak aspect of interpretation is caused by HISap being counter-productive to the tasks and obligations that must be carried out, which is stimulated by administrative logic that the work of managing the Health Service Application Web administratively (referring to the Head of Office) should be the responsibility of the Secretariat Section of the Program and Information sub-section and not the Health Services Sector. Then, in the implementation aspect, it can be concluded that the appearance (design) of the Manado City Health Service web feature is not designed for web services but rather is a public information "space" about the duties and authorities of the Manado City Health Service, as well as caricatures containing suggestions for carrying out a healthy life and procedures for living and conducting social relations during the COVID-19 pandemic. There are no features that provide facilities for types of services or how to obtain services, and there is no space for interaction to process service requests, data, or other document management. The lack of development in the implementation of the health service application web program is caused by the absence of a clear vision, the absence of definite budget support, and changes in leadership turnover, which also affect the policy direction of the Manado City Health Office.

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