

## **Bureaucracy Re-Functionalization in Health Services in the Health Care Center of Parepare City**

<sup>1</sup>Rasidin Calundu, <sup>1</sup>Juanda Nawawi and <sup>2</sup>Suradi Tahmir

<sup>1</sup>Department of Public Administration, Universitas Negeri Makassar, Makassar, Indonesia

<sup>2</sup>Department of Mathematic, Universitas Negeri Makassar,  
Jln. Bonto Langkasa Kampus Gunung Sari Baru, Makassar City,  
90222 South Sulawesi Province, Indonesia

---

**Abstract:** This study sought to evaluate the performance of health care bureaucratic apparatus in conducting its duties and functions as public service. The duties and functions of the bureaucracy are to bring the quality of public services at the same time and searching a model of public service to deal with the dynamics of society as objects of public services. The apparatus faced the challenge in increasing quality of service which people have great hopes, especially, in health services with a variety of programs to achieve social welfare. In relation to public services, especially, in health care which seeks to provide and display a quality service based on the operational procedure standards to create public satisfaction in handling health care. In this study, attempts to analyze aspects of the implementation of the basic tasks and functions to describe the activity of medical authorities in implementing SOP in the health service to do a re-functionalization of the bureaucracy in health service. This research is descriptive research, so that, the analysis is qualitative. Data were collected through observation, interviews and documentation. The results showed that the performance of the apparatus in the application of duty and function in handling the health care has not run optimally given the expectation of the public is not handled properly. This is due to the quality of personnel is still low, inadequate health infrastructure and SOP that there has not been doing community development. But the fact is already running but is not maximized, so, necessary for restructuring the health care bureaucracy.

**Key words:** Re-functionalization, bureaucracy, services, health, programs, SOP

---

### **INTRODUCTION**

The reformation era is a fundamental advance in the order of life of the nation where the democratization was fall, so, there are concrete efforts in organizing the governance (good governance). One of real efforts with the constitution No. 32 of 2004 about regional autonomy by giving broad authority in local governance, especially, in the district/city are more directed to the dimensions of regulation, facilitation and public service. This is in line with the spirit of the concept of regional autonomy itself namely democratization and empowerment. It is not separated from the efforts to reform the bureaucracy as the spearhead of public services.

One part of public services focus on the regional autonomy to accelerate the regional establishment in achieving the level of community welfare. The crucial public services are the government's efforts to meet the basic needs of society, particularly in improving community health status. Then the public health services in the area needs to be improved, either through bureaucratization and deregulation of health care in the

form of policies that will lead to the creation of excellent service. The reforms carried out, so far, more focused on efforts to make structural changes primarily related purely bureaucratic and institutional aspects of management (Fukuyama, 2002).

The implementation of governance that is far from corruption, collusion and nepotism is an absolute existence and the service delivery is not justified the discriminatory and unfair public services that give the impression of disqualified service. In order, to avoid the implementation of governance that is oriented only to the benefit of the group, it is necessary arrangement as a bureaucratic apparatus that is at the forefront of service quality that determines whether the public service is qualified or not. Bureaucracy is the best form of organization because it provides consistency, continuity, predictability, stabilization and professionalism (Lolowang, 2008).

Prevailing health care system and often practicing this time but in fact people are still perceived bureaucracy barriers. The government policy gives dilemma impression. This system has to be immediately refinement. It is characterized by: the procedure of

administration convoluted and too many requirements that must be met, the cost is too high, the time of completion administration for too long, the requirement is irrelevant and performance service is very low.

The task of government is to negotiate and elaborate the various interests of citizens and community organizational development group. As we know that there are three fundamental functions of the reform namely revitalization, restructuring, re-functionalization.

Hospitals and health care centers as institutions where bureaucratic has qualified public services which is based on activity-oriented, the bureaucracy as the spearhead, especially, in health care as one of the public services perceived by the general public. Bureaucracy in the health sector are the core activities to implement basic health services to the community with objective to provide quality health services or qualified public service to realize optimal degree of public health.

The role of health care center as an institution for health service delivery at the level of the first level that are directly involved with the community is very important. The health care center has responsibility for organizing the development of health in the working area to increase awareness, willingness and ability to live a healthy life for every person residing in its territory in order to manifest the highest degree of health. Access to qualified health services can be improved through increased performance of health care center (HOCJP., 2009).

The purpose of health center is in line with the optimal system of public health. Degree measurement of public health which is proposed by the World Health Organization (WHO) that not only shows the average level of condition of public health and population but also the difference between the level of health of individuals and groups (HOCJP., 2009).

In connection with bureaucracy re-functionalization, this study reviews public service function. Phenomenon in the field about service processes in health care center of Parepare indicates that the service functions include: basic tasks and functions has not run optimally because they found the placement of employees is not in accordance with the discipline, practice discrimination in health services in health centers in general very closely relation to social class of a society, a factor thoroughness in carrying out its duties and functions have not been optimally.

Reformation needs to be done in health care to reform in the cultural domain of employment for health workers as one of the factors that support the realization of the quality of health services by culture of smiles and greetings to create a bureaucratic culture by using cultural local values in the research principle. The health care in association with the functions of the bureaucracy reform raised by Roskin *et al.* (2002) which mentioned

4 bureaucratic functions but in the study that we will discuss only functions in implementing health care services.

Service function is meant, here, a phenomenon that occurs in a public service that is bureaucracy that implements services within the scope of the health center or hospital farther away from the ethic of service which should be put forward in respect of the rights and dignity of citizens as users of services.

## **MATERIALS AND METHODS**

This research was conducted in the city of Parepare, South Sulawesi Province and the study was conducted at the Department of Health Parepare with a focus on PHC. Unit analysis of health centers with a variety of health care activities carried out by health care personnel.

This research is classified in descriptive research with a qualitative approach. It is intended that the research will provide an overview by describing the systematic, factual and actual towards the object under study.

The research of re-functionalization bureaucracy reforms in public service health Parepare is a study to uncover the bureaucratic reforms in the health care field in Parepare. With the regional autonomy era of various programs with qualified public services, especially, in dynamic health and great expectations of adequate public health services (Damaiyanti, 2014).

## **RESULTS AND DISCUSSION**

Health problem is fundamental and important dimension that should be constructed by each country because of variable in improving the quality of human resources. Indonesia even defines health as a human right. Health is right of every human being, therefore, every individual, family and society are entitled to protect and care for health. Country with the apparatus responsible for organizing that fulfilled the basic rights of the people live a healthy life without distinction of ethnicity, race and religion including not look at differences in social status.

Factually, health becomes an important factor to the quality of society by making concrete efforts to the health service to deliver the better public health status. It must not be separated from efforts to improve health through improved quality of health care for individuals, families and communities.

In the principle, the purpose of health care is the achievement of public health degree (Customer satisfaction). This requires various efforts, primarily through effective services by health care personnel who satisfy the expectations of society. Obviously, care institution in this case the health center as a leading health care facilities should be held efficiently and effectively.

Health care, involving the three main pillars namely, community, service providers and health care institutions should interact which are harmonious and balanced, so, it will give birth to satisfied health services (satisfactory health care).

Accessibility the public against health-care facilities improved with increasing health facilities such as health centers, health centers, village health posts and hospitals. In general, responsible part in the provision of health services for the people on the bottom level is health care center and the expectations of the people of the bottom ranks to become the leading health service.

Health care center has role as leading health care institution in providing access to the community. The implementation of health services in health centers and organizations have characteristics that are very complex. In effect the health center has a fundamental duty to implement efficient and effective health efforts to prioritize service efforts in bringing healing and restoration carried out in harmony and integrated with efforts to improve and implement prevention and referral efforts (Purba, 2004).

#### **Duties and functions of apparatus in health care:**

Factual, health services constitute specific services and promote accuracy, simplicity, convenience. In organizing the basic tasks, the health center has a dual function: the formulation of technical policy health efforts, the implementation of medical, the implementation of support services of medical and non-medical, the provision of services and nursing care, the implementation of referral services, educational and training implementation in the field of health, the implementation of health research and development, the implementation of public administration and finance.

The classic problem that plagued the place of service is mismatching between the qualities of services received by the public with a request/expectation by the public. Problems dissatisfaction with health services in health centers is the worst image that is necessary to find a solution to provide the level of public welfare in obtaining adequate health care.

One of the focuses in health service is the apparatus that was authorized by the duties and functions that will give birth to qualified services in understanding the duties and functions as apparatus responsibility or mandate.

There are significant efforts undertaken medical authorities as the leading spearhead in health services and conditions of service of health care in the era of regional autonomy with a variety of programs with free health addressed by health care personnel in health centers continues to run well, although, the increase in the patient more and requires a good service then the apparatus run the duties and functions in accordance with their authority. The authority gives better service because service personnel understand their duties.

In the principle in the clinic where the apparatus has been given the task based on the competence, so, of course each health center has possessed duties and function as references in implementation of the task, particularly in health care. Even officials already understand the substance of their respective duties but there is an overlap because the task fields in addition, to services also do recording and reporting.

Understanding of the apparatus of the duties are already in line with SOP in service at the clinic, although, not the maximum but the indicator has been a while in the process of accreditation which indicates that the SOP has been understood as a reference to implementing the health services.

Health service conditions in health care centers are conducive, despite the limitation on the one side, people want fast service on the other side there are limitations. The main obstacle in the clinic is the presence of about 140 diseases that should not be referenced while human resource services and equipment in the clinic is not adequate. It became actual constraints but still flow.

There are some duties that cannot run because the ability of the apparatus in getting the job description, so that, not all the tasks conducted by the duties should be run based on SOP in the clinic but has not been understood in depth and so, we need continuous socialization. This makes the health service has not run optimally based on SOP.

Conditions in the era of decentralization of health services with free care at any health center the number of visits increased significantly. This will impact on the speed and quality of service, so, desperately needed attention to be anticipated, particularly the availability of adequate human resources, adequate facilities of course, also the level of welfare apparatus waitress but the conditions of service in health centers affected by the impact of an increase in patient visits but still within the tolerance limits.

Basically the health workers already understand their duties as they relate to the scientific profession but be socialized to the stakeholders, especially, patients. It is run by conditioning duties in accordance with the capability and capacity of health centers and health workers. Real condition is the existence of health workers in health centers is not sufficient and limited means and limited resources.

Condition of health services in health centers has increased significantly by utilizing the government health-care facilities, although, not yet adequate. In addition, the services supported by sufficient personnel understand the duties used as a reference in providing health services to the community. But often overlapping in providing services due to the placement of the apparatus is not in accordance with the background knowledge and skills, so that, in principle the whole apparatus placed according to their competence, the apparatus will understand its obligations.

Health care workers research in accordance with the duties which is in line with the existing SOP. The duties give direction duties and responsibilities to be performed while the SOP ensures tasks and responsibilities that should be conducted. But certainly not all personnel services fully understand the SOPs are enforced but ideally all should go according to the SOP, it requires commitment and consistency even a system that must be changed to follow developments, so, there needs to be reform of the health service in cover the needs and great expectations to the qualified services.

Indeed infrastructure services in health centers need to be expanded, the main waiting room with the strengthening of the apparatus services should understand the duties but sometimes there is not consistently implement them due to various factors both the means and welfare which are associated with apparatus that is not followed by the increasing frequency of health services with the free health. Often new employees not yet adapted to the job, so, frequently hinder the work of health care.

Condition of health service by the apparatus is pretty good but often distinguished service depends what cards you have there seems to be a difference between free health services with independent BPJS users to affect the administration of drugs that are not fair. The free health care users received less good drug. In general, the duties and also SOP are already running well. Because of imbalance between the amount of people that would be served by health care personnel, so as not optimal and inferior service. By him, the government is required to add doctors, particularly doctors who watch the evening and remain in place to facilitate care services are often in emergency condition, so, it is not difficult to call doctor who can take a long time whereas it is needed earlier treatment.

Indeed, the problems are very complex general public as well as complicated, so, it is not easy to solve it quickly, hence, the need to facilitate the understanding and simplification of the rules that follow.

Bad service performance due to the public service is not open space for public participation, public services are considered expensive, existing organizational structures demand professionalism and accountability and lack of responsiveness to the demands of the public for better services. Therefore, it takes a model of public service performance improvement by promoting transparency of the cost of services, service innovation and quality of human resources as a service apparatus.

One form of service performed by the apparatus of health services in health care centers. This is a form of service that has a very high resistance where the unhealthy people are served, so, to make increasingly complex services that would be required of the apparatus that has a strong dedication to reduce the inability of personnel to serve the public health services.

**Health care services by the apparatus in the health care center:** Health care services by the apparatus are not easy to implement on the one side, the expectations of society is quite varied on the other hand, the ability of the apparatus is limited and inadequate infrastructure pose a diverse perception of the community as well as from the apparatus. In fact, this is the most important skills the dynamics of society in receiving health services. The behavior of the public to services provided by medical personnel is also important. The motivation of apparatus as a community service as an executor service. Obviously still professionalism in conducting health services by adhering to Standard Operating Procedure (SOP).

Health care services by the apparatus are quite dynamic, although, the level of service is increasing and diverse but people always want quality service, fast, precise and fun. People's behavior to health care performed very enthusiastic and had great hopes evidenced by the increased service coverage in health centers. Indeed as a civil servant state apparatus remains energized and motivated to carry out health care as part of the duties. To improve the quality of the service while the process of accreditation indicates that the health center has run the SOP.

People who want to be served varying levels of behavior in the following health services in health centers they often do not wish to set up does not want to bother with SOP even difficult to stand in line they would quickly be served on the other hand, apparatus cannot do what the society want and give dissatisfaction to the public. It requires a strategic effort to give people an understanding that the service in health centers is free. It is not caused declining performance of health care personnel but stay motivated as a field service.

Obviously health care personnel conducted services in accordance with duties and the SOP. It is important to give attention to the public attitude in receiving a quite conducive health care where the apparatus are very familiar with the patient, the patient does not hesitate to ask the service personnel and service personnel in health centers do service well. Moreover, the most important to always remember is the patient card as instruments in the administrative arrangement. Apparatus are very motivated to pass the ministry because it is linked to efforts to help people, especially, those less healthy, so would cause public health interventions can be cured, although, there has not yet fully run SOP because it is still constrained feeling, humanity.

Behavioral health services to the public will see the level of awareness in the society and public complaints treatment after treatment must be supported by a professional apparatus that motivates to work with reference to the SOP services, although, not maximized as a means of an inadequate facility. The behavior of people to health care is needed an internal audit and external

audit to ensure health services are measurable conditions. It is also very dynamic apparatus motivation depends on the condition of the apparatus that is the level of competence, credibility and professional services received.

Implementation of health care by medical authorities is the application service functions to qualified service. Characteristics of qualified services in accordance with needs can generate customer satisfaction (patients) with improved system management, planning, coordination and supervision.

Development service in a health center organization is closely connected with the right strategy, the process to bring about change. To implement a service quality required service standards which include structure (human, physical, financial), process (service process), output (musty medical services, efficiency, service coverage and patient safety) and will produce outcomes such as patient satisfaction (Customer satisfaction).

Service function that played by health care personnel is quite varied and dynamic based on the situation and the demands of society conduct and ethics shown apparatus in carrying out the task of health services in health centers is quite nice and polite in various stages of service, although, it is not maximum and perform well in appreciating the rights of the people. It is often constrained by the apparatus because it has not fully understood the rights of people, particularly in health services.

Apparatus behavior is quite nice with the applied motto. The motto is a smile, greeting, greet and polite. It is exactly what the expectations of the community as a quality service. In the stage apparatus services help people or patients in each phase of the service, for example, members of the instructions and directives required. Apparatus very concerned about the rights of people in comparison to its own right but sometimes people treat workers harshly, if their wishes are not fulfilled.

**Re-functionalization apparatus in providing health care satisfaction:** The concept of the organization towards a qualified organization is necessary for remediation efforts both institutions and the apparatus can provide maximal services. Some theories of organizations improvement are through revitalization, restructuring and re-functionalization. The expectations of society to the qualified services of apparatus, the urgent thing to do is do a re-functionalization apparatus in delivering quality health care that is capable of providing adequate public health services.

The most urgent is to motivate personnel to work professionally because health personnel are personnel who work according to their profession. The design of the apparatus required is a concrete step to motivate continuously by giving attention to the needs of the apparatus based on the level of performance.

Re-functionalization is done in anticipating the apparatus who were not able to translate the needs of the task and the evolving dynamics of society, particularly in relation to community health care. The needs of the community health services have increased in line with the expectations of the community with free health program supported, so that, people their rights as people in need of quality health care.

The service processes are still running in accordance with the routine of the apparatus but have not been able to keep pace with the demands and needs of the times. Then the solution is necessary to increase the capacity and professionalism and welfare apparatus to perform re-functionalization fundamentally against bureaucracy apparatus service.

Related to the duties to be something very crucial in laying apparatus given the increasing burden imposed on the apparatus, so that, often lead to the inability of personnel to implement the duties. The solution in making changes leads to harmony between the duties and apparatus dynamics and demands of society.

The recent duties are no longer able to face the public's preference for quality health care, let alone the expectations of the community will be more prominent health services that must be addressed to strengthen the duties, so that, the apparatus increasingly able to implement to meet the challenges and expectations of society.

Indeed, duties had to be reformed to remember the era of science and technology is advancing along with openness. The duties should be developed in accordance with the progress of science and technology, especially, the health sector. The importance of the policy has led to the public, particularly concerning health care with reference to quantity and quality. Moreover, there needs to be a concept and a clear model in order not to cause problems in its application.

In the reform era, the involvement of the public is increasingly expected to include the implementation of health programs that lead to quality health care.

In the reform era, the involvement of the public is increasingly expected to include the implementation of health programs that lead to quality health care. The duties rearrangement that is necessary to deal with the dynamics of the development of society. The duties have to be community involvement will accommodate the operationalization of health services. Community participation in health development is absolutely necessary.

One reference in public services, especially, health services is the Standards Operational Procedures (SOP) which became the basis for delivering a quality service. Health care by increasing the quantity of health services with the government program of free health makes people more aware of the health making health

services has increased of course, SOP also has to follow the development of the community as recipients of services.

Re-functionalization apparatus in rewarding health care into something essential in delivering quality health services, so, the application of SOP becomes more consistent by changing the existing SOP. The current SOP that is not given the satisfaction and comfort of the public in receiving services because of the difficulty SOP realized well. This is due to the crucial factor is out of the apparatus both the competence and the limited human resources capacity and some agents.

That often arises is in the application of SOP often reduces the level of quality and speed in health care, especially, people who have an emergency that should be served quickly but because existing SOP often health workers ignore the prompt delivery but follow SOPs that need to be improved to provide certainty to the people about the care in facing emergency services.

One motto of health services is to promote human values including care in the emergency department. Indeed, medical authorities are often stuck to the formalities textual contained in the SOP, so, impressed inhuman as a result of the behavior in treating patients in the emergency department giving rise to negative public impression that health care is very complicated. It is often seen service personnel is often too late to handle because it is very procedural.

SOP in the emergency room of course be made in accordance with the needs of patients regardless of social status or economic patient's own preferred is the safety of patient's lives, it is always necessary to repair SOP in anticipating the dynamics of community life which is too complex which led to the desire of the people to be of service greater health and thus require no innovation in health care as outlined in the SOP. Indeed, the existing emergency facilities are far from adequate because health centers, especially, whose name also inadequate services.

The solution is very important in managing health services in health centers is SOP improvement with reference to the fundamental needs of society by considering the dynamics that exist, so that, the quantity and quality of health services showed an increase and also to increase community image for qualified health care.

A good solution is a comprehensive course covering human resources, infrastructure, equipment, pharmaceutical and other medical supplies. Regulations and policies became the basis for the implementation of activities and payroll system that is not insulting the apparatus dignity. Comprehensive planning should be done by involving the community. A concrete solution is to serve the public health services are working based on existing SOPs, provide services to the public must be polite, smile, greetings and thanks for visiting and also health and human resource development.

Never assume that the organization does not require changes again and let the existing that there are many changes that we should do namely to change the culture and old practices that are not good as well as change and improve the competence of the task organization. Change is our need, not because pushed and forced by the other party.

Bureaucratic reform public services is a dynamic organization which always should be able to adjust to the presence of a macro conditions change and development including the advancement of technology. Thus, reform of the public service bureaucracy will always hold a recreation of the organization. During this time, the research of health services at health centers that lasted still traditional as well as other health centers that exist in the past. "The function performed is still focused on ensuring the availability of medicines in health care center. While the recent need is the role of health care personnel".

## CONCLUSION

From the description above, it can be concluded that in overcome the challenges in health care which consider the health services as the right, so, there are great expectations which are more varied but the quality of health care human resource has not been maximized, so that, certainly needed recreation of bureaucracy in the health service. The most basic is the arrangement of duties and functions of the bureaucracy as well as changes in SOPs which refers to local conditions.

## REFERENCES

- Damaiyanti, C., 2014. [Analysis of customer satisfaction level of user of jamkesmas/jamkesmasda services in Ayu princess puskesmas]. Master Thesis, Jambi University, Jambi City, Indonesia. (In Indonesian)
- Fukuyama, F., 2002. Trust: Social Virtue and Prosperity Creation. Penerbit Qalam, Yogyakarta, Indonesia.
- HOCJP., 2009. [Verification of ODF (Open Defecation Free) in Kudus regency]. Health Office of Central Java Province, Semarang, Indonesia. (In Indonesian)
- Lolowang, T.F., 2008. [Dynamic reflection of Indonesian bureaucratic organization reform in the future (In Indonesian)]. *J. Policy Manage.*, 2: 43-58.
- Purba, S., 2004. [Internal regulation Vita insani hospital (RSVI) statements]. Vita Insani Hospital, Pematang Siantar city, Indonesia. (In Indonesian) <http://sarmedipurba.blogspot.com/2004/12/peraturan-internal-rs-vita-insani.html>
- Roskin, M.G., L.C. Robert, J.A. Medeiros and W.S. Jones, 2002. Political Science: An Introduction. 8th Edn., Prentice Hall, Upper Saddle River, New Jersey, USA., ISBN-13:978-0130991348, Pages: 421.