

Public Value Public Services at R. Ali Manshur Jatirogo Regional Hospital

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Abstract. Public value is a popular way to evaluate the effectiveness and efficiency of public services. This research aims to describe the public value in public services at R. Ali Manshur Jatirogo Regional Hospital. This research uses descriptive research with qualitative data analysis techniques. The technique for determining informants uses Purposive Sampling and Snowball Sampling. The focus of this research is described according to public value theory which consists of: legitimacy and support, operational capabilities, and substantial value. Data collection techniques were obtained through observation, in-depth interviews, and documentation. Research data was analyzed using Miles and Huberman data analysis techniques using data reduction, simplification, abstraction, and data transformation. Based on the research results, it was found that the public services of R. Ali Manshur Jatirogo Regional Hospital have largely fulfilled the elements of public value theory. However, there are still shortcomings, such as: the absence of blood bank services and family waiting room which is still in progress. The R. Ali Manshur Jatirogo Regional Hospital always tries to make improvements to these deficiencies. However, in several cases, the researchers did not receive sufficient information from R. Ali Manshur Regional Hospital. So, it can be concluded that there is still a little lack of openness in certain matters, but it can be said that public services at R. Ali Manshur Jatirogo Hospital have quite good public value.

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INTRODUCTION

Every country in the world, whatever its model of government, always uses public services. Public service is a service or provision to the community in the form of the use of public facilities, both services and non-services, carried out by a public organization, in this case a government (Crystallography, 2016). Public services can be interpreted as all services, whether in the form of public goods or public services, which are basically the responsibility of the Government. The institutions implemented are central, regional and peripheral institutions from national or regional business entities in order to meet community needs in the context of implementing statutory regulations (Marlin et al., 2019).

In a developing country like Indonesia, people's welfare is truly tied to their ability to access and use public services. Public services are carried out by the government on behalf of the community, carrying out activities that bring benefits and satisfaction to groups or entities, and

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provide satisfaction even though the results do not involve or are tied to physical products. In providing public services, local governments must provide comprehensive opportunities for the community to access public services based on the principles of equality, transparency, accountability, justice and legal certainty (Marlin et al., 2019). Law Number 25 of 2009 concerning public services has the aim of ensuring the provision of public services in accordance with the general principles of good governance and corporations and to provide legal protection and certainty (Nuraeni et al., 2017). The concept of public service refers to the methods used by the government and/or regional government to increase their capacity to carry out service functions (Marlin et al., 2019).

In Indonesia, service providers in the health sector have not made improvements in several aspects to improve the quality of service, health services in Indonesia are still not running well (Ananda et al., 2020). One of the public service providers in this context is carrying out public service activities in the health sector. Health issues have become a very important need and have a big influence on citizens (Krismanto & Irianto, 2020).

Based on Law Number 44 of 2009 concerning Hospitals, the definition of RSUD (Regional General Hospital) is a health facility that provides comprehensive personal health services and provides inpatient, outpatient and emergency care services. KMK (Decree of the Minister of Health) Number 340 concerning Hospital Classification, explains that hospitals are divided into two categories, namely General Hospitals and Special Hospitals. General Hospital is a hospital that provides medical services for all fields and types of diseases. Meanwhile, a special hospital is a hospital that basically provides services for a particular field or type of disease, based on scientific discipline, age group, organ or type of disease (Listiyono, 2015).

The aim of public services at RSUD is considering the position of the Hospital as a "representative of central health services in the region" and the Hospital as a hope that directly deals with public health matters, the quality of public services will influence the image of public services in the eyes of the public. This means that if public services at the hospital level are good, then in general the public's opinion of public services is also good, and vice versa. In order to achieve public value, public services are not created by themselves, but by several good public services that are in accordance with the determining indicators (Eriswanto & Sudarma, 2018).

The existence of this is related to the failure and success of a public service which can be determined by that public service. Public value can be achieved when the services and programs produced by public zone organizations meet the needs of citizens, citizen satisfaction continues to be high, and the public value created continues to be high (Astuti et al., 2021). Public value is a

popular way to evaluate the effectiveness and efficiency of public services. In the concept of public value, O'Flynn describes public value as a multidimensional structure, a reflection of collective expression, which is not only created by results, but also by processes that create trust and equality. However, according to Khagram, public values can be seen as ideals that are created as principles that must be followed in providing public services or to regulate the behavior of citizens so that they can guide the behavior of public leaders (Nuraeni et al., 2017).

By using the main symbol of the public value approach is the strategic triangle, in the strategic triangle for public sector organizations must fulfill three elements, namely legitimacy and support, operational capabilities, and substantively valuable (Papers & Fisher, 2010). The governance paradigm imposes three new conditions on the concept of government, namely: accountability, transparency, and integrity, so that the government must be able to listen and create an open and clean government (Astuti et al., 2021). To obtain public value results, public services must be able to achieve these indicators as a whole.

Previous research conducted by Muhaimina in 2017 regarding the public value of the 112 command center emergency complaint service innovation in the city of Surabaya stated that the results of this research showed that the 112 command center service was in accordance with the strategic aspects of the public value triangle, namely legitimacy and support, operational capability, and substantively valuable. This proves that almost some public services fulfill the creation of public value, meaning that good public service can influence the creation of public value (Nuraeni et al., 2017).

Meanwhile, other research was conducted by Arsid et al in 2019 with the title Public Value in Clean Water Management in Local Water Supply Utility (PDAM) Tirta Kerta Raharja (TKR), which in this research used public value theory including: service, benefits and trust. The research results show that the public value of PDAM TKR has not been internalized optimally, thus requiring adaptation to various changes in the organization. In addition, the diverse characteristics of PDAM TKR customers require special strategies to respond to their needs. (Moedarlis et al., n.d.)

The novelty of this research is analyzing the public value of public services at R. Ali Manshur Jatirogo Hospital using public value theory according to Mark Moore which consists of three elements, namely legitimacy and support, operational capabilities, and substantially valuable (Papers & Fisher, 2010). In this element of legitimacy, R. Ali Manshur Jatirogo Hospital has special regulations which are used as a reference in the implementation of public services called HBL (Hospital By Law). Public services at RSUD R. Ali Manshur Jatirogo also offer several

service innovations aimed at the community, including: online registration website (si dolan mas), Jangkar, Taromah, and also a public service for public complaints which is accessed using the web. The service innovations created by RSUD R. Ali Manshur Jatirogo can certainly provide more benefits to the community as service recipients so that they can increase the public value of the RSUD's public services.

Based on the phenomenon of development of public services at R. Ali Manshur Jatirogo Regional Hospital, its implementation is certainly not free from challenges. Based on the results of observations in the field, the lack of access to public services at R. Ali Manshur Jatirogo Regional Hospital causes some public services to tend to not meet public values. In implementation, several challenges are still found. This is seen from the public service, the community complaint service causes some public service users at R. Ali Manshur Regional Hospital to tend to complain about system and service quality problems to the community (patients). With low digital literacy, it is difficult to make complaints, and people who still use mobile phones have difficulty making complaints. Apart from that, the public's ignorance about the existence of a public complaint service website is an obstacle in implementing public services to create public value at R. Ali Manshur Jatirogo Regional Hospital.

Based on the problems above, research is needed to discuss the public value of public services, especially in the health sector at R. Ali Manshur Jatirogo Regional Hospital. Therefore, the aim of this research is to describe the public value of public services at R. Ali Manshur Jatirogo Regional Hospital.

METHODS

This research uses descriptive research with qualitative data analysis techniques. This research tries to explain a comprehensive and in-depth description of an event regarding the public value of public services at R. Ali Manshur Jatirogo Hospital. The focus of this research uses public value theory according to Mark Moore, which says that strategies for public sector organizations must fulfill three elements, including legitimacy and support, operational capabilities, and substantively valuable (Papers & Fisher, 2010).

In determining informants in this research, researchers used Purposive Sampling and Snowball Sampling techniques. The informants in this research included: Administrative Staff in the General Administration Section, Administrative Staff in the Human Resources (HR) Department, PKRS Members, and the Community (Patients and Patient Families). In this research, researchers identified informants providing public services at R. Ali Manshur Jatirogo

Regional Hospital using a purposive sampling technique, while for the community receiving services using a snowball sampling technique.

Data collection techniques were obtained through observation techniques, in-depth interviews and documentation. Research data was analyzed using Miles and Huberman data analysis. The data was processed by reducing the data first, which focused on simplifying, abstracting and transforming rough data that emerged from field notes, thereby helping researchers focus on the findings. Then, representing the data as a collection of structured information provides the opportunity to draw conclusions and take action (Susanti & Wahyudi, 2018).

RESULTS AND DISCUSSION

Mark Moore describes the theory of public value which says that strategies for public sector organizations must fulfill three elements, including: legitimacy and support, operational capabilities, and substantively valuable (Papers & Fisher, 2010). The following are the results of research on public value theory in the provision of public services at R. Ali Manshur Jatirogo Regional Hospital:

1. Legitimacy and Support

In this case, the R. Ali Manshur Jatirogo Hospital is a development of the Jatirogo inpatient health center which was then converted into a regional hospital with the aim of making it easier for the community in health matters and also improving health services and referrals, especially in the western region of Tuban Regency. RSUD R. Ali Manshur Jatirogo has legitimacy which is used as a reference or guideline in providing public services in the health sector. Legitimacy provides meaning, the extent to which society is willing to accept and understand the authority, decisions or policies taken by leaders and members of society. Legitimacy and key support are legal and politically sustainable to attract support and resources at the same time from the empowering environment, which means it comes from political policy makers and the rest is decided as a whole for reasons of recognition of the strength of their differences (Nuraeni et al., 2017).

Based on the results of researchers' interviews with administrative employees in the General Administration section, R. Ali Manshur Jatirogo Regional Hospital has HBL (Hospital By Laws) as a reference for public health services. This HBL (Hospital By Laws) is in the form of a Regional Regulation from the Tuban Regency Government which is the basis and reference for the implementation of public services at R. Ali Manshur Jatirogo Regional Hospital. To be clearer,

there are several legitimations used as a reference by R. Ali Manshur Jatirogo Regional Hospital, including the following:

- a. Law Number 29 of 2004 concerning Medical Practice;
- b. Law Number 25 of 2009 concerning Public Services;
- c. Law Number 36 of 2009 concerning Health;
- d. Law Number 44 of 2009 concerning Hospitals;
- e. Law Number 36 of 2014 concerning Health Workers;
- f. Minister of Home Affairs Regulation Number 100 of 2018 concerning Implementation of Minimum Service Standards;
- g. Minister of Health Regulation Number 7 of 2019 concerning Hospital Environmental Health;
- h. Tuban Regency Regional Regulation Number 1 of 2019 concerning the Implementation of Health Services and Class III Retributions at the R. Ali Manshur Regional General Hospital, Tuban Regency;
- i. Tuban Regent Regulation Number 2019 concerning Internal Regulations (Hospital By Laws) of R. Ali Manshur Regional Hospital.

Thus, with these regulations, the R. Ali Manshur Jatirogo Regional Hospital will strive to continue to develop and adapt policies to suit the needs of the community. In this case, the public services provided by RSUD R. Ali Manshur Jatirogo include (Approach, 2016):

- a. Outpatient services;
- b. emergency services;
- c. Inpatient services;
- d. Medical services (visit, consultation, operative medical procedures, non-operative medical procedures);
- e. Nursing care services;
- f. Midwifery care services;
- g. Dental and oral health services;
- h. Maternal, child, family planning, and reproductive health services;
- i. Anesthesia and pain-free services;
- j. Clinical laboratory examination services;
- k. Diagnostic radiology services;
- l. Health testing services;
- m. Physiotherapy services;

- n. Pharmacy services;
- o. Nutrition services;
- p. Medico legal services;
- q. Homecare and palliative services;
- r. Medical gas and blood transfusion services.

Apart from providing the above public services, RSUD R. Ali Manshur Jatirogo has also created several service innovations for the community whose aim is of course to provide satisfaction to the community with the health services provided by RSUD R. Ali Manshur Jatirogo, the innovation programs in question include the following. :

- a. Si Dolan mas (an online-based service registration website);
- b. Web-based public service complaints (service complaints using a website);
- c. Anchor (service innovation to speed up referrals in collaboration with cadres, as well as community health centers within the R. Ali Manshur Jatirogo Regional Hospital; and
- d. Taromah (innovation to deliver medicine to the home) and other innovations.

The innovations created by RSUD R. Ali Manshur Jatirogo need to be widely socialized so that the general public can know and receive the benefits of existing innovation programs. In this case, community support in the form of constructive criticism and suggestions will be very beneficial for improving health services at R. Ali Manshur Jatirogo Regional Hospital. The public can channel criticism and suggestions through the complaint box or online public service complaint platform. From there, the R. Ali Manshur Jatirogo Regional Hospital can continue to improve services, apart from that, the community can also help promote to relatives the services at the R. Ali Manshur Jatirogo Regional Hospital.

Thus, public services at R. Ali Manshur Jatirogo Hospital can be said to fulfill the elements of legitimacy and support. Where in providing public services, RSUD R. Ali Manshur is supported by special legitimacy and several other legitimacy as a basis of reference in providing public services, apart from that, the element of community support is also obtained from the provision of complaints and criticism services and suggestions that the community can channel for progress R. Ali Manshur Jatirogo Hospital services in the future.

2. Operational Capabilities(Operational Capabilities)

Operational capability can be interpreted as feasible operationally and administratively. This can be interpreted as something that can be done using the necessary organizational and external skills (Nuraeni et al., 2017). In this case, it is important to take care of the management

of operational resources necessary to achieve the desired end result in the form of public value. The role of a public manager is not only as a passive employee who supports the bureaucracy in an organization, but also as an active employee who takes care of asset management in a good combination to provide adequate public services to the community (Nuraeni et al., 2017). In this case, an organization must have operational capabilities consisting of internal and external capabilities needed to provide public services such as the ability to manage Human Resources (HR), infrastructure and finances.

Based on the results of interviews with HR department administrative employees, the informant said that Human Resources at R. Ali Manshur Jatirogo Regional Hospital is filled with ASN, PNS, P3K, non-PNS and Sukwan workers. ASN is fulfilled by procuring CPNS from the Health Service and processing it to the BLUD (Regional Public Service Agency). The human resource capabilities or competencies of all health workers at R. Ali Manshur Jatirogo Regional Hospital are in accordance with the competencies in their respective fields, such as Doctors and Nurses' health workers who have been BTCLS certified according to their competencies. R. Ali Manshur Jatirogo Hospital always pays attention to the competence of its employees through training appropriate to their field. Meanwhile, regarding the number of human resources at RSUD R. Ali Manshur Jatirogo, there have been several additions such as specialist ophthalmologists and several plans for the future in 2024 RSUD R. Ali Manshur Jatirogo will continue to strive to fulfill human resources in their respective fields.

Then for infrastructure management, R. Ali Manshur Jatirogo Regional Hospital continues to improve and build connecting rooms and children's rooms as a form of developing health service infrastructure, of course improvements and development will continue to be carried out. Meanwhile, in terms of public services, such as the availability of patient waiting rooms, parking lots, etc., they are available and in quite good condition. However, of course, in this case there are still several shortcomings, such as the absence of blood bank services and they are still in progress. Apart from that, there is also a family waiting room which is still in progress. The R. Ali Manshur Jatirogo Regional Hospital will try to make improvements to these deficiencies.

Apart from the ability to manage Human Resources (HR) and infrastructure management, the organizational ability that is no less important is the ability to manage finances. However, what is unfortunate is that researchers did not receive sufficient information from the R. Ali Manshur Jatirogo Regional Hospital. However, what is certain is that the budget source obtained by R. Ali Manshur Jatirogo Regional Hospital comes from the APBD (Regional Revenue and Expenditure Budget) of Tuban Regency.

So, seen from the operational capability element, HR management at R. Ali Manshur Jatirogo Regional Hospital can be said to be good, in that the Regional Hospital always pays attention to the competence of its employees through training appropriate to their fields and continues to strive to fulfill human resources in their respective fields. Then, the infrastructure available for management is also quite adequate, although there are several shortcomings such as the absence of blood bank services and family waiting room infrastructure which is still in progress. Meanwhile, regarding the financial management of R. Ali Manshur Jatirogo Regional Hospital, there is a lack of adequate information from the Regional Hospital. Even though this is an important element in public value, data privacy, including the rights of the RSUD itself, needs to be protected.

3. *Substantially Valuable* (Substantial Value)

Mark Moore says that value aims to realize something that has valuable value, namely public value (Nuraeni et al., 2017). The role of public administration in the community is not only as a provider of services and social security, but also provides potential public values and capabilities in the political, economic, social and cultural fields (Nuraeni et al., 2017). The substantial value in the economic sector that the community receives from health services at R. Ali Manshur Jatirogo Regional Hospital, namely: the availability of the BPJS program, a Poverty Statement to help obtain health services and employment insurance (BPJS Employment). The program created by RSUD R. Ali Manshur Jatirogo makes it easy for the community to obtain health services through this service assistance program.

In the education sector, RSUD R. Ali Manshur Jatirogo also provides benefits to the community through innovation programs created, such as the anchor program which has substantial value in the education sector which can provide benefits to the community. In this program, R. Ali Manshur Jatirogo Regional Hospital brings in specialist doctors for certain diseases to provide counseling/ education/ socialization to the community regarding disease problems, etc. This can certainly increase public knowledge about the problem of a disease.

Then for the ecological sector, these include having several kensling permits, medical waste disposal, environmental impact analysis which also fulfill permits or comply with regulations. Meanwhile, in the socio-cultural and political fields, based on the results of interviews conducted by researchers with informants, information was obtained that substantial values in the socio-cultural and political fields lack sufficient and accurate information.

Thus, it can be said that most of the public services at R. Ali Manshur Jatirogo Hospital have fulfilled the element of substantial value because they have provided convenience for the people who receive services, especially in several fields such as economics, education and ecology. Although in the socio-cultural and political fields, there are no visible benefits provided to the community due to limited information from the RSUD.

CONCLUSION

The public value of public services at R. Ali Manshur Jatirogo Hospital is described according to Mark Moore's public value theory, which must fulfill the following three elements, such as: legitimacy and support, operational capabilities, and substantively valuable). These three elements have an important role in forming the public value of a service. Public services can be considered of public value if they fulfill the strategic triangle of public value. Based on the research results, it was found that the public services of R. Ali Manshur Jatirogo Hospital have largely fulfilled the elements of public value in Mark Moore's strategic triangle, for example: there is special legitimacy, namely HBL (Hospital By Law) and several legitimacy as a reference for health services and the existence of support and positive response from the community. Then the ability to manage human resources is good and according to their area of competence, as well as the availability of adequate infrastructure. The R. Ali Manshur Jatirogo Hospital also always strives to provide substantial value to society in the fields of economics, education and ecology through the innovation programs it creates. However, based on the research results, there are still shortcomings, such as: there is no blood banking service and it is still in progress. Apart from that, the family waiting room infrastructure is still in progress.

The R. Ali Manshur Jatirogo Regional Hospital always tries to make improvements to these deficiencies. However, in this research, unfortunately, the researcher did not get enough information from the R. Ali Manshur Jatirogo Regional Hospital regarding budget management in the Regional Hospital. Apart from that, there is also a lack of sufficient and accurate information from the R. Ali Manshur Jatirogo Regional Hospital for substantial values in the socio-cultural and political fields. So, researchers can conclude that there is still a little lack of openness in certain matters, but it can be said that public services at R. Ali Manshur Jatirogo Hospital have quite good public value. Suggestions that researchers can convey to the R. Ali Manshur Jatirogo Regional Hospital so that in the future they can further increase the benefits of services for the community so that they can provide good public value, as if public services are provided with

excellent/quality it will certainly be able to increase public value. Apart from that, the R. Ali Manshur Jatirogo Regional Hospital can be more open about certain information.

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