

**Decentralization Implementation of Health in South Kalimantan
through Regional Public Service Board of Ulin Banjarmasin Hospital
(UB-Hospital)**

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ABSTRACT

Decentralization is intended to facilitate and improve the quality of community service in an area, especially in the health sector. An area has the authority and responsibility to held health care for its citizens due to decentralization. The responsibility of the Central Government and Local Government in the implementation of health care as already stated in Article 6 of Law No. 44 of 2009 about hospital is to provide hospitals based on the community needs and guarantee a free health care for the poor. As the owner of Ulin Banjarmasin Hospital, South Kalimantan Provincial Government or the Governor has issued a Decree No. 188.44 / 0464 / KUM / 2009 about the Establishment of Ulin Banjarmasin Hospital to implement a full Regional Public Service Board (BLUD or *Badan Layanan Umum Daerah*) financial management. There are also other regulations concerning with this issue such as Governor Regulation No. 1A of 2009 about Personnel General Provisions at Ulin Banjarmasin Hospital, Governor Regulation No. 017 of 2011 about Health Services Rates at Ulin Banjarmasin Hospital, and South Kalimantan Provincial Regulation No. 10 of 2012 about the Guidelines of BLUD Management in the Provincial Government Hospital of South Kalimantan.

Keywords: Decentralization, Local Government, Public Service.

INTRODUCTION

Health sector development is one field that is very important for the national development because all of us know that health is a basic human need. The main objective in the health sector development is to improve public health by providing a broader, equitable and affordable health care for the whole society. With a high healthiness level, it is expected that it could improve the quality of the human resources.

In Law No. 36 of 2009 about health, it is stated that health development is organized based on humanity, balance, benefits, protection, rights and obligations, justice, gender, non-discriminatory and religious norms. One of the efforts that have been made by the the Republic of Indonesia is by enacting the Law No. 32 of 2004 about Local Government and Law No. 33 of 2004 about Financial Balance between Central Government and Local Government, it aims to streamline the governance and development by creating such equitable services, especially in the health sector for all Indonesian people. In Indonesia, decentralization is intended to facilitate and improve the service quality to the community, especially in the health sector. An area could have the authority and responsibility to held health care for its citizens due to decentralization, and for that, the Government has issued the Government Regulation No. 38 of 2007 about the division of government affairs between the Central Government, Provincial Government, and Local Government. The regulation stated that the health sector is something that has to be held jointly between Central and Local Government proportionally.

The objectives in the implementation of health services, especially in Southern Kalimantan are reflected in the vision of the health development of 2011-2015 which is " South Kalimantan's Independent, Fair, and Healthy Community". One of the strategic issue in this implementation is the limited accessibility of a qualified health care. The responsibility of the Central Government and Local Government in the health service implementation as stipulated in Article 6 of Law No. 44 of 2009 about hospital is to provide a hospital based on the community needs, and guarantee a free health care in the hospitals for the poor society. In order to organize these obligations, the Government of South Kalimantan Province has provided a regional public hospital which is the Ulin Banjarmasin Hospital (UB- Hospital) with the status of Regional Public Service Board (*Badan Layanan Umum Daerah* or BLUD).

As the owner of UB Hospital, South Kalimantan Provincial Government or the Governor has issued a Decree with No. 188.44 / 0464 / KUM / 2009 about the Establishment of Ulin Banjarmasin Hospital to implement a full BLUD financial management, Governor Regulation No. 1A of 2009 about Personnel General Provisions at Ulin Banjarmasin Hospital, Governor Regulation No. 017 of 2011 about the Rates of Health Services at Ulin Banjarmasin Hospital, and South Kalimantan Provincial Regulation No. 10 of 2012 about the Guidelines of BLUD Management in the Provincial Government Hospital of South Kalimantan.

The problems found from the results of the survey were the patients that are exceeding the capacity of the room or bed (532 pieces), patients were forced to sleep in the lobby while they wait for a vacant room or move to another hospital. During 2012, in the complaint installation of Ulin Banjarmasin Hospital, there were as many as 86 cases of problems or complaints with the distribution of 12.79% general patients, 18.60% patients with health insurance (ASKES) and 8.15% patients with another kind of health insurance (JAMKESMAS). Therefore, we need a strategic effort to improve the quality of the services through various policies that aimed at improving the performance of public services, especially health services as one of the main focus in the study of public administration.

Based on the formulation of the problems mentioned above, this research was conducted with the aim: To know about South Kalimantan Provincial Government Policies On health services decentralization Through Ulin Banjarmasin BLUD Hospital.

The significances of this study are:

1. Theoretical significances: This study is expected to provide contributions to science development, especially public administration science that associated with the implementation of health services decentralization and development in the management of public services.
2. Practical significances: This research is expected to contribute to the Government of South Kalimantan Province and Ulin Banjarmasin BLUD Hospital Management in particular, It is expected that the hospital could make the right effort or strategies to improve the quality of the service according to the needs and expectations of the people.

DECENTRALIZATION AND LOCAL GOVERNMENT

The Concept of Decentralization

Decentralization is not an easy concept to define, it has a variety of shapes and dimensions. Therefore, many experts and analysts that proposed various notions of decentralization. Harold F. Alderfer (1964: 176) in Muluk (2009: 11) suggested two principles in the allocation of power from the center to the regions, namely deconcentration and decentralization. Then, according to Conyers (1983: 102) in Muluk (2009:11), deconcentration can be understood in two types: Devolution and deconcentration. However, many experts view that what is meant by decentralization is the transfer of authority to organize some public services of a person or a governmental agency to an individual or other agents that are closer to the public (M.Turner and D.Hulme, 1997 in Yuwono, 2001: 27). The basic understanding that underlies such transfers are called territorial and functional.

The word "decentralization" comes from the Latin word; "de" means loose and "centrum" means center. Decentralization is the opposite meaning of centralization, so decentralization can be defined as the releasement process from the center. (Koesoemahatmadja, 1979 Syarifin, 2005: 89). The term of decentralization shows the process of power transfer of political, fiscal and administrative to sub-national government units. One thing that is important in here is the existence of elected sub-national government, and if it has not been performed yet, then the decentralization is considered to be never happened. (Shahid Javed Burki et al 1999 in Yuwono 2001: 28)

Objectives and Significances of Decentralization

Regional autonomy policy is in line with the rationality of decentralization policy. From the political aspect of Smith (1985: 46), he assessed the importance of decentralization is intended for the national political interests as well as local communities' political interests. National political interests along with decentralization policy are essential to be implemented in order to increase; (1) political education for local communities, (2) training ground for local political leadership, and (3) the strengthening of political stability.

As for the interests of local communities, decentralization is very important and beneficial to increase; (1) political equality, (2) accountability, and (3) responsiveness. The main purpose of decentralization policy is to realize the political equality, local accountability and local responsibility.

Cheema and Rondenelli in Widodo (2001:43-44) asserts 14 (fourteen) reasons and objectives of decentralization, namely;

- a way to overcome the limitations of development planning so as to be more in line with the interests of the community in the areas that are heterogeneous,
- able to cut through the complicated red tape and too structured procedures,
- increase the sensitivity and understanding of the officials in the area about the needs of the society,
- the occurrence of better penetration of the center to the regions, especially for the remote areas,
- allow a wider representation in allocating the resources and government investments to various political groups, ethnic and religions,
- increase the capacity of government and private sectors in the region,
- improve the central government efficiency,
- improve the coordination between central and local authorities,
- institutionalize the community participation in the planning and program implementation,
- Increase the surveillance of local elites,
- Deliver public administration towards a more creative-innovative way and,
- facilitate effective services and determine the facilities in the middle of the community,
- strengthen political stability and national unity and,
- supply the goods and services at the region in a lower price.

Local Government

The term of local governance or local government is a term that is derived from English term or *local bestuur* in Dutch term. Both of these terms refer to a function as local government or local governance. However, conceptually and empirically in many countries, the word of "local" which is in relation to local government and local autonomy are not digested as a region, but local community (Indradi, 2008: 13).

The countries, both developed and developing, which follow the tradition of West liberal democratic system shows certain basic characteristics in the Local Self-Government which is different from the socialist countries where local government is a part of the state government, a highly centralized pyramid. Developing

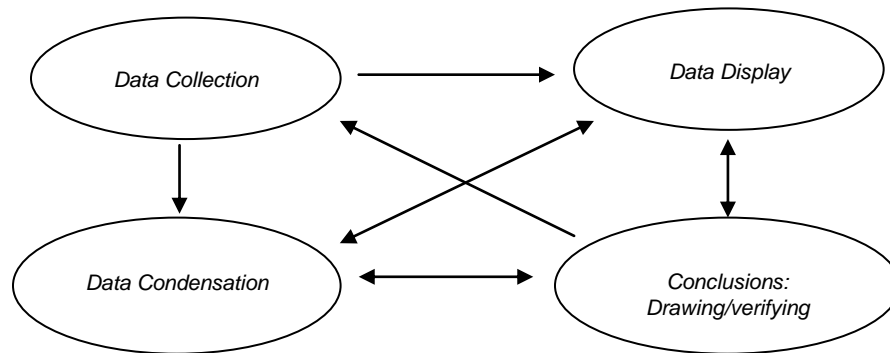
countries have one thing in common; local bodies are formed from the 'above'. On the other hand, in most developed countries, they are formed from the 'bottom' (Muttalib and Khan, 1982: 87).

In the book entitled "Theory of Local Government", Muttalib and Ali Khan (1982) explains that there are six dimensions in the concept of local government, namely; social dimension, economic dimension, geographical dimension, legal dimension, political dimension, and administrative dimensions. Local government is an integral part of a country, recognized and established through laws (constitutional / Act) to regulate the local affairs of various problems of the people who inhabit certain geographic boundaries (Muttalib and Khan, 1982: 1).

RESEARCH METHODS

This research was a descriptive evaluative research, it can be seen from the aspect of eksplanative level and the approach used. This research also used a qualitative data analysis technique (Sugiyono, 1994; 2). The data collection techniques used in this study are: observation, interview, and documentation. Moreover, to solve the problem of the research, then the data from this study were analyzed through the stages as seen in Figure 1.

Figure 1. Interactive Data Analysis Model (Source: Miles, Huberman, and Saldana (2014))



RESEARCH RESULT

The Provincial Government Policy of South Kalimantan on the Establishment and Management of Ulin Banjarmasin BLUD Hospital. Health service is the mandate of the law on local government and is a consequence of the decentralization implementation which was then based on the government regulations about the distribution of government affairs especially in the health sector. Provincial Government in this case is the Governor of South Kalimantan and the Parliament of South Kalimantan and Ulin Banjarmasin Hospital, this provincial government has issued various policies either Local Regulation, Governor Regulation, and the Governor Decree to support the implementation of Ulin Banjarmasin Hospital management in order to improve the quality of its service. The policy of South Kalimantan Provincial Government on the management of Ulin Banjarmasin BLUD Hospital indicates that the local government is very supportive both for the funding and policies that support the service process and the education process in Ulin Banjarmasin Hospital.

Management of Ulin Banjarmasin BLUD Hospital. In order to implement the Southern Kalimantan Provincial Government as the owner of Ulin Banjarmasin Hospital, the policy requires the Director's policy as outlined in the Strategic Plan of Ulin Banjarmasin BLUD Hospital. The management in this hospital is a paradigm concerning the application of KDP-BLUD, this hospital prioritizing social services than a matter of profit, it is because the objectives of Ulin Banjarmasin Hospital is to provide a qualified health care. Some points which are stated by UB Hospital are:

- Public Service Performance in Ulin Banjarmasin BLUD Hospital is realized with a qualified service; and increase the sense of responsibility of each individual and each line in the hospital.
- The strategic plan of this hospital required an alignment with the vision and mission of the provincial government who have the potentials, opportunities and constraints in order to improve the

performance of this Ulin Banjarmasin Hospitals, so it can be inferred that it must be supported with the vision, mission, goals, objectives, and policies.

- The performance planning embodies the realization of service activities which can be seen from the increasing volume of activities and service units to carry out the functions in the field of health care.
- The performance achievement, which is the target performance indicators of this hospital is not maximum yet, it required an assessment of the hospital performance.
- The resource management decentralization policy increased financial allocations, and the involvement of other elements in decision-making is required as a form of service quality improvement.

CONCLUSION

South Kalimantan Provincial Government supports the establishment and management of Ulin Banjarmasin in Hospital. It can be seen from the regulations and rules of the governor which are intended to support the service in this hospital by giving the provision of flexibility especially in financial management.

The management of Ulin Banjarmasin Hospital has been implemented in accordance with the purpose of forming a Regional Public Service Board. It is to improve the quality and service without seeking for the profit only but to improve the quality of the service and improve the welfare of the employees. However, the quality of the service has not been able to provide a maximum satisfaction.

Therefore, due to the not-maximal quality management and service of Ulin Banjarmasin BLUD Hospital, researchers have suggested some of the following:

1. To overcome the disadvantages associated with the implementation of Health Affairs at the Ulin Banjarmasin BLUD Hospital of South Kalimantan, South Kalimantan Provincial Government needs to make more informed policy, supporting resources and other facilities that can help this hospital in its service implementation.
2. In order to overcome the obstacles in implementing the policy of South Kalimantan Provincial Government as the owner Ulin Banjarmasin Hospital, it requires a consistent and operational policy by the Director of the hospital. It also needed to give a full authority to the Director in implementing the policies which are related to the duties and functions without any interference or pressure from both executive and parliament. If the condition is already addressed, then it could give an implication for the quality of health services.

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