

# **The Policy Formulation Determination Process in Effort to Give Health Services to Society in Syaiful Anwar Hospital Malang**

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***Abstract:** As in many developing countries, public services in education, health, public transportation, housing, social welfare, nutrient, electricity, and drinking water, are carried out by governmental bureaucracy that aims at improving the social welfare of the people. Because of that access to decision making process that determine the public services allocation and access to bureaucracy that determine the services distribution become important in reaching the services even distribution. Access can be used as framework to measure the governmental organizations in reaching the development goals and their abilities to decrease the social imbalances in the society. The research aimed at describing, analyzing and interpreting aspects that related with the policy formulation determination in effort to give health services to society at Syaiful Anwar Hospital, Malang. Based on the scope and reality that want to be investigated in the perspective of health services policy formulation that tend to be approached phenomenologically, then the research used qualitative approach. The results were the determination process of services policy formulation at Syaiful Anwar Hospital, Malang through stages and steps that begun with agenda determination stage, solution alternative identification, solution determination, trial run, evaluation stage, model determination stage, and socialization stage. In agenda determination stage, RSSA leadership take steps: list what agendas that should be considered, determining the agenda priority, and sort the agendas that will be discussed.*

***Keywords:** Determination process, policy formulation, public services*

As in many developing countries, public services in education, health, public transportation, housing, social welfare, nutrient, electricity, and drinking water, are carried out by governmental bureaucracy that aims at improving the social welfare of the people. Because of that access to decision making process that determine the public services allocation and access to bureaucracy that determine the services distribution become important in reaching the services even distribution.

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Many public policies in services tend to take side for national interest such as stable bureaucracy then support the poor group interest that have no political and economical sources. Public services that given by government tend to benefit the middle up class in the urban area, then the poor in the villages, because the presence of the socio economic and bureaucratic biases to the groups. In this discussion, it is showed that different with the reality, economic, sociological and institutional factors combination tend to complicate the poor society group through imbalanced access to the public services.

The health problem similar with education, both of them grow rapidly as the society grows, because the invention of various diseases treatments drive the health services demand increase in various ages.

Observation results of the researcher at the Syaiful Anwar Hospital, Malang, related with various health policy policies at the services unites, give

impression that although the infrastructures are ideal and sufficient, but in the service practice there are many imbalances especially it needs service quality improvement. It is proven with the many public dissatisfaction cases when need health services that is suitable with the consumer expectation that occur at almost all of various health services units. From here then, it is important to analyze further about health services model that considers expectations in the Syaiful Anwar Hospital, Malang.

The formulation of this research is how the process of defining policy formulation in order to provide health services to the community at Syaiful Anwar Hospital, Malang. The research aimed at describing, analyzing and interpreting aspects that related with the policy formulation determination in effort to give health services to society at Syaiful Anwar Hospital, Malang

## METHOD

Research approach. Based on the scope and reality that want to be investigated in the perspective of health services policy formulation that tend to be approached phenomenologically, then the research used qualitative approach

Research location and site. Refer to the interest to develop substantive theory from field about health services policy formulation, and influenced by the problem and the health specificity, then it was selected the Malang City as the research location that considered as has special characteristic in reformation of health services, where the Syaiful Anwar Hospital, Malang is the reference hospital from some regencies and cities in the East Java.

Research focus. Based on the problem formulation in the research and by considering the emerging problem toward the public services especially in the health services at Syaiful Anwar Hospital, Malang, then the research is focused to agenda setting in determining the policy formulation of health services to society at Syaiful Anwar Hospital, Malang, inter alia 1) how the public official apparatus perceive and define the health services problem in society, 2) the public official apparatus ability to mobilize the problems in the policy formulation agenda of health services, 3) demand or exhortation that aimed at the governmental officials that given by other actors, either

private or governmental itself, in the political system to do certain actions to the certain problem

Data sources. Qualitative data refer to crude materials that were collected by the researcher from various learned studies. The research data included the researched materials that noted actively such as interview transcript and field notes from observation. Beside that, the research data including also the theories from other people and that found by the researcher such as in the diary, photo, official documents and articles. The used data in the research were in depth interview, observation and documentation.

## RESULTS AND DISCUSSION

### Determination Process of Services Policy Formulation at Syaiful Anwar Hospital, Malang

The public policy making process in every situation as a rule begin from the presence of certain awareness about certain problems or certain issues beside the presence of certain openness level, that is the democratic or not democratic relative level of certain system, can be measured by the way how the issue flow become governmental policy, and finally become the public policy.

In some literatures (look at Sanbach, 19890, Hogwood and Gunn, 1986), it was noted that theoretically, certain issue will tend to get response from the policy makers, to be the public policy agenda, if fulfill some certain criteria. The important criteria are 1) the issue has reached certain critical point, or it has been perceived as serious threat if not overcome immediately will produce new more severe crisis in the future, 2) the issue related with certain emotion that able bring dramatic impact, 3) the issue has broad impact, 4) the issue consider the power and legitimacy in the society, 5) the issue related with fashionable problem, where the position difficult to explain but easy to feel.

Although the above criteria have high credibility and scientific meaning, but it should not be used as ready to use recipe, but just only be used as the reference. But, many evidences showed that although the above requirements are fulfilled, but in the policy practice in Indonesia can be implemented.



Making or formulating certain policy, especially state policy is not simple and easy process. It is caused by many factors or forces that influence the policy making process. A state policy is made not for political interest (such as to defend the decision maker status quo) but to improve the people welfare comprehensively.

Every decision maker look each political problem different with the other decision maker. It is not certain that a problem that considered by society should be solved by state decision maker able to enter in the governmental agenda that then be processed become state policy. The state policy formulation process is so difficult and complicated to do and also hampered by problem: whether the state policy will be easy or not in the implementation. And the state policy implementation results, either has negative or positive impact influence the next state policy making process.

Many people expect that the state policy problem always ready in front of the policy maker or something given. And from there, the analysis process and state policy formulation can be begun. But actually, most of policy makers should find and determine the policy problem identity hardly then he able to formulate the state policy problem correctly. Effort to understand correctly the problem character of the policy problem is very helpful in determining the policy formulation process characters.

What is problem actually (of course in the state policy context)? James E Anderson by quoting the opinion of David G. Smith stated: "for policy purposes, a problem can be formally defined as condition or situation that produces needs or dissatisfaction on the part of people for which relief or redress is sought. This may be done by those directly affected or by other acting on their behalf". Jones interpreted "event" as human or natural activities that were seen have consequences to the social life. And interpreted "problem" similar with Smith above, that is: human needs that should be solved.

Many needs or dissatisfaction of society, but it does not always become public problem, such as dissatisfaction to the services at the RSSA. The public problem is human needs or dissatisfactions that can not be fulfilled or overcome privately. What things that differentiate between public problem and private problems? Essentially, it can be stated that public

problems are problems that have wide impact, including that affect people that not involved directly. While private problems are problems that have limited impacts, or only for few persons that involved directly.

Many programs that were made and implemented without identifying problems and not formulated well. And beside that, many public problems that 'died' in mid way for not becoming state policy. In the other hand, many private problems can be converted in the political system so become state policy. How come it happens? Of course many factors that influence.

Related with the matter, then the first step that should be done by each policy maker is identifying problems that will be solved then make clear formulation to the problem. It is often the policy maker because of his limited capacity unable to found the problems well. They often be trapped in the problem symptoms that are considered as the real problems. The mistake in looking or identifying problem will cause the problem formulation mistake. An it has long impacts to the next phases. A problem, according to us, to become public problem not only be felt by many people as problems that should be solved immediately. But society should has political will to strike for and the more important is the problem should be responded positively by the policy maker and they ready to 'strike for' the public problem become the policy problem, and enter it into governmental agenda and enter it into state agenda.

Principally, although a certain event, condition and certain situation able to produce problems, but to be public problems not only depend on the objective dimension only, but also subjectively, ether by society or the decision maker, is considered as problem that should be solved. But the problem is how far and high the societal sensitivity awareness, look at the problem itself and how far the awareness, sensitivity, and ability of decision maker when looking at the problem faced by society as something of his responsibility that should be solved. And if we look at society (with various problem faced) and decision maker (whose responsibility to solve societal problem) as two important components in the policy process, then togetherness in perception and empathic thinking are needed for both of them.

If considered from decision maker, as stated previously, he should able to identify and formulate



problems or define the problem, because it is important activity in the decision making process. The emerging problems are many, complex, and complicated. Do the policy maker able to look the problem correctly, then formulate it correctly?

What will be happened if the policy problem unable to be policy issue, so unable to present at the governmental agenda? Of course the problem unsolved. Then what is the impact if the problem unsolved? Of course it will bring negative impact that will bring many consequences.

Problem formulation correctly is hard task for state policy maker. He should have capacity for this matter, because the state policy formulation process begun with the activity of formulating problem correctly isn't it. And the success or failure in implementing the activity will influence the next policy making process.

According to Nakamura and Smallwood (in Rist, chapter 34:548) defining policy as 'instruction arrangement from policy maker to the policy implementer and it is obliged to reach the goal with given instruments'. How the policy arranged, by who, with which policy information and analysis, and etc? if the questions can be answered, then will give understanding to the policy formulation process.

In the policy formulation process, it need significant information to facilitate the decision making, such as information about the problem character and its solution potential. The success in solving problems need correct solution. The failure often be occurred because we solve wrong problem than obtaining wrong solution to the correct problem. The policy problem is value, needs, and opportunities that are not fulfilled yet, but that can be identified and reached through public action. Information about problem character and its solution potentials are produced through problem formulation analysis implementation. The problem formulation as one of stages in the research process where the analyst probing to find possible definition about problematic situation is the most complicated aspect. The problem formulation of policy does not follow definitive rules, because the policy problem itself so complex. Because of that, the problem formulation of policy is the most critical stages in the policy making process (Dun, 1999:91-92)

In similar vein with the Dunn opinion above, Rotchild and Curry (in Wahab, 1990:146) stated their opinion about problem formulation of policy as follows: information availability relative level to the policy formulator is proven as determining factor in the priority determination. In situation where data insufficient or unavailable, as in many developing countries, then the policy formulator perforce depend on assumptions, instincts, ideological expectation, or prejudices; at the other hand, the availability of accurate and dependable data as in developed countries is proven able to improve the abilities of planner to formulate some accurate alternatives.

In the policy formulation, ability to know the differences between problematic situation, policy problems and policy issues are important to understand various ways how the daily experience about governmental actions either actual or potential. Problem formulation is influenced by assumption from the parliament member policy actors, administrator, business doers, and consumer groups as tools in understanding the problematic situation. At the other hand, each policy formulation (problem) determine the way how the policy issue is defined (Dunn, 1999: 98).

From explanation above, Abdul Wahab (1991:45) added that the existing policies should not in the form of dreams or good plan in archive, but should give goodness and benefit for public by reflecting the justice, freedom and welfare values so when be implemented will give expected impact. To give benefit and goodness for public, especially that related with the policy formulation problem of health services, of course the public officials at local government should widen their insight about public policy study and improve the technical ability in identifying the occurred problem in society. So, it is expected the program and health service policy at Syaiful Anwar Hospital, Malang can be responsive and aspirative and comprehensive toward actual developing problem and issues, so support and societal participation will increase automatically.

## **CONCLUSION**

Process of services policy formulation at Syaiful Anwar Hospital, Malang that done through



preparation stages, determination and evaluation by using the existing data, observation, interview, and data collection, based on reference and direction from above, such as Health Minister Decree, Governmental Regulation, Provincial Regulation of East Java (such as, Minimum Services Standard Implementation) and have been studied and discussed transparently by using professional judgment, encourage Syaiful Anwar Hospital, Malang to determine the health service policy model with Trilogy and Four Satisfactions principle, that is trilogy: services quality improvement, efficiency improvement, and Hospital income increase. Four Satisfaction: satisfied sufferer, satisfied employee, satisfied hospital, and satisfied owner.

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