

## **Abstract**

Innovation can be the answer in the stuck of government in finding a suitable program for the citizens. Public service must continue to be run, especially concerning the main life of human being that is health. Layad Rawat service provides evidence that medical shelter especially in emergency matters can be a solution and is an example of innovation. Layad Rawat itself has a target, especially for some people who have backgrounds such as poor, immobilization, and difficult transportation. This study uses qualitative methods by collecting data by interview and observation. The research describes that Layad Rawat Service has an important role in addressing health and emergency problem.

**Key words: Innovation, Public Health Service, Layad Rawat**

## **CHAPTER I**

### **INTRODUCTION**

#### **1.1 Background**

Health becomes the main thing and needed by every human being. In this case health becomes a necessity that can be said is important for all circles. Not only part from clothing, food, and shelter that are always indicated as a basic human right, health can also be used as a right regulated in the law no. 36 article 4 of 2009: "Everyone has the right to health". Therefore, the State should ensure the health of its people and serve with services that can be said to meet all elements of public health. In addition, the definition of health in paragraph 1 verse 1 in the law of states that "Health is a healthy state, both physically, mentally, spiritually and socially that allows every person to live productively in social and economic". It is clear that health is a supporter of the degree of citizens in an effort to find a more productive life and also reach all the economic needs. Without health, people will not be able to reach basic human rights both in terms of clothing, food and boards.

The need for government guarantees in the right to healthy living for the citizens in terms of services carried out by the government. The form of services among of them includes public services, services that are comprehensive to the layers of society. According to Ministry of Administrative Reform and Bureaucratic Reform

of Indonesia (KEMENPAN) no. 63/2003 about guidelines of public service, public service is any service activities undertaken by the providers of public services as an effort to meet the needs of service recipients as well as the implementation of the provisions of legislation.

Meanwhile, the health service itself includes as a public service both from services, goods and administrative itself. Health care is one of the legal acts, in this case that health services provide a correlation between hospitals and patients who need to serve. As for example in Article 29 paragraph (1) letter (b) of Hospital Law, regulates the obligation of the hospital: "Hospitals has obligation to provide safe, quality, anti-discrimination and effective health services by prioritizing the interests of patients in accordance with hospital service standards ". The state became the main pillar in the provision of health services with the private sector.

Layad Rawat program is an innovation from Bandung City Health Office that puts justice for the people in Bandung according to the vision of Bandung Health Department. This program is an idea that emerged from the idea of the mayor who wants to issue innovation service of Layad Rawat. This idea was explored and examined more deeply where the Layad Rawat emerged from the vision and mission of Bandung City Health Office itself. In the distribution of health, this has a very wide aspect both from the deployment of facilities in various areas of Bandung city or easy access. Actually, has a health facility with there are about 80 health centers can be said that is enough. However, the population of Bandung city is so dense there are

other things that must be noticed, that is a way to access the facility. Difficulty accessing has a broad sense of meaning, many various factors that affect it both comes from the social conditions of society itself, as well as the economy. Suppose that when the patient has easy access to health facilities, in this case such as the guarantee of enjoying health services (ASKES, JKN, etc.) that the community has in accessing these health facilities. But another obstacle is how people access these health facilities by going to the destination access service is due to the cost of travel in a more expensive or travel time that can hamper the safety due to geographical conditions Bandung is so dense. In addition, the limited physical condition of patients who are difficult to visit health services.

This service only serves people who really need and constrained access to health services. Meanwhile, if the citizens felt able to go to the health center or local hospital then it is not the responsibility of Layad Rawat Bandung team. Therefore, Tim Layad Rawat in dealing with the patient facilitates the health personnel as well as the medicines concerned.

Not only that, the consideration of the presence of Layad Rawat Program as embodied in the legal umbrella of this program namely Mayor Regulation Bandung No. 703 Year 2017 is based on efforts to realize the continuous improvement of public health standards, as regulated in Local Regulations Bandung No. 03 of 2014 about Medium Term Development Plan Bandung City Year 2013-2018. One of them

to integrate it is the government needs to clean up and make efforts that implement Layay Rawat Service.

This program is an innovation of integrity of dr. Dani Ferdian in iuran.id where the proposal only proposes ambulance motor that concentrates on the accident. In addition, the program is a reconstruction of a community health service program in the form of home visiting and the innovation of a program launched by the Ministry of Health, namely in the form of PERKESMAS or public health care.

Then, in Bandung Mayor's Regulation No. 703 of 2017 article 9 and 10 the service program is divided into 2 categories of service type; planned and unplanned. Planned services provided to Patients who have been recorded by the Community Health Center and have analyzed risk factors so that the service can be defined as needed. And meanwhile Service Layad Rawat Unplanned is service given to Client which have not been recorded by Community Health Center and have not analyzed risk factor so that cannot be determined service needed and / or cases of emergency medic emergency.

This program has been launched on July 24, 2014, which indicates that Bandung City Health Office will always strive to serve the health of the citizens of Bandung through innovation that is run. The Layad Rawat program is divided according to the UPT Puskemas area in each Sub-District with a total of 80 Community Health Center, for doctors who are allocated and also there are 87

doctors, 184 nurses 187 SKM (Bachelor of Public Health) and 23 nutrition workers from the Recruitment process, followed by 1558 registrant. Technically contacted 119 people with a team composition consisting of 1 doctor, 1 nurse or midwife and 1 nutrition worker when required with a 30 minutes arrival estimate. In relation to the requirements that must be prepared by the citizens Rita explained that Citizens only need to prepare BPJS and SKTM when Team Layad Rawat arrived. With so hope arises with the wrapping of innovation, fair health can be run in the midst of society in the city of Bandung.

Innovation is needed in the government's efforts to improve services to its people and improve the welfare of its citizens in fulfilling aspects of citizens needs. Through this research, this tries to explore and measure the effectiveness of the running program and how the effect of innovation of the program to the citizens. The influence involved in the elements of innovation can consist of aspects of preparation in service, be it paramedic, facilities, and government support for the program. While the influence that can be seen from the view of society, it is how far the benefits of the program.

## **CHAPTER II**

### **RESEARCH METHODS**

#### **2.1 Type of Research**

In this case we used a type of qualitative research methods. Qualitative methods are methods that more emphasis on the in-depth understanding of a problem rather than looking at the problem of generalization research. The research method is preferred to use in-depth analysis techniques (in-depth analysis), which examines the issue case by case as qualitative methodology believe that the nature of the problem will vary with the nature of other problems. The purpose of this methodology is not a generalization but in-depth understanding of a problem. Qualitative research serves to provide substantive categories and qualitative research hypothesis.

As is common in qualitative research, the data analysis process takes place during the data collection process and after the data collection period. The process of analysis flows from the beginning to the conclusion of the research. The analytical model in qualitative research is called various interactive models. As stated by Further, Miles and Huberman (on Carcary, 2011) the strengths of qualitative data rest very centrally on the competence with which their analysis is carried out

#### **2.2 Location**

The location of the case study is in Layad Rawat Program exactly in Bandung City. The research use interview and observation. And the object of the research is the Public Health Department in Bandung City. Beside it, the research is also

interviewing to the respondent who has get the impact of the program and Community Health Center or UPT Puskesmas which has ever done this program. Therefore, this research would do by visiting to the homes of citizens in Bandung City.

### **2.3 Data Collect**

Components of data analysis that covers data analysis in research conducted three stages which include

1. Interview

The interview do deeply with the Health Department of Bandung City and parties which is related, the interview needed to know deeply about the problem and information related to innovation program. The interview will do to the citizens directly that get the impact from Layad Rawat Program.

2. Observation

Observation is the technic to identify the object related to the research that will observe from social condition, culture and environment. In this resarch, the object will identify by library research.

## **CHAPTER III**

### **RESULT OF RESEARCH**

In running the program would have a set of groups that have the same purpose and goals. That is because to achieve optimal results and the achievement of a goal let alone the goal is related to the needs and rights of many communities, then must have the components that are aligned to achieve those goals. In this case, Layad Rawat Program under the responsibility of Health Department of Bandung performs health services which combined with the duties and functions of The Community Health Center in the area of Bandung. This explains that this program has been assembled and implemented in the realm of health with tools and members who are concerned in the health sector.

In addition, implementation and design of strategies by mechanism and principled are also required as a general overview of the program. It is a basic foundation where without the design of strategies and principles, the program will be difficult to develop, especially on aspects of health services that are considered important for the citizens. To that end, the clarity of the program requires a legal umbrella that regulates all aspects of the program's policies, ranging from understanding, intent and purpose to field mechanisms all guaranteed in the legal umbrella.

### **3.1 Form of Innovation and Program Policies**

Layad Rawat program is also an innovation program which in it is a combination of several aspects and related health actors where the government tries to come down and present to the controlled citizens the cost and location. Where, this program is devoted to patients who are enrolled in health or non-BPJS programs. In addition to cost constraints that become a problem, Layad Rawat Program becomes a solution where the difficulty of the citizens in reaching and accessing health, especially people living in the remote area and village in the area of Bandung. In running the program, the legal umbrella becomes the guarantee, the scope and the pace of the innovation program. All arranged in order to provide flexibility for the party who run. It was in by Field Coordinator Tim Layad Rawat himself about Legal Umbrella Program.

Layad Rawat program ruled in Mayor Regulation of Bandung (Perwalkot) No. 703 Year 2017 about Layad Service Rawat In Bandung. The presence of layout programs through various basic considerations and needs, one of which is to improve access to basic health services and referrals for quality, equitable and affordable society, it is necessary to regulate the standard criteria and mechanisms as the guidelines for efficient and effective Lay Service Rawat. Other than that, the Mayor's Regulation (Perwalkot) Number 703 Year 2017 was based on considerations to improve the level of public health in a sustainable manner, as stated in the Local Regulation of Bandung No. 03 of 2014 which discusses the Medium Term

Development Plan Bandung Area 2013-2018, then than that based on the rules that are made above, the government of Bandung City need to make efforts, among others, that is implementing Service Layad Rawat Program. In Article 2, it is stated that the principle adopted in the Layad Rawat Program arrangement is to adhere to the principles of humanity, justice, benefit for society and non-discrimination. The Mayor's regulation also explains that there are 4 services provided to Patient Layad Rawat Services; a) promotive; b) preventive; c) curative; and d) rehabilitative. Promotive service that is to improve health, then preventive effort or action in prevention of disease, while curative is disease treatment, and last rehabilitative that is health restoration after recovering from illness or disability.

Then, besides that also, regarding the provisions of Standard Operational Procedures both planned and unplanned service arranged in articles 11 and 12 in the Mayor's Regulation (Perwalkot). Standard Operational Procedures are described in more detail in Bandung Mayor Decree number 440. Then, an explanation of planned and unplanned services embodied in the planned Service is the service provided for the already registered patient.

### **3.2 Background and Purpose of the Innovation**

Layad Rawat service program in the form of innovation is merger two service programs between the program PERKESMAS and ambulance motor Bandung. In running the program, Layad Rawat Service, must have the most important goal that must be given service. The target is in stray for the society who cannot afford and

have limitations in accessing health. Then in the type of recipient society is broadly divided into 2 categories namely the poor who are PBI and the non-PBI as poor citizens.

The data for more details can be seen in Table 2.1 which explains the amount of financing types for Layad Rawat service. After the previous, explain about the provisions of the target through the legal umbrella stipulated in Bandung Mayor Regulation No. 703 Year 2017. In addition, the provision of tariff is also a criterion for the non-PBI recipients. Therefore, the number of types of financing targets accessing Layad Rawat service can be said as a picture of most of the service lovers.

**Table 3.1**

**Number of Financing Type of Layad Rawat Service**

FINANCING TYPE	JULY	AUGUS	SEP	OCT	NOV	DEC
JKN	55	81	63	51	41	58
SKTM	0	4	2	3	2	0
Non-JKN	22	27	28	16	16	7
Amount Per-Month	77	112	93	70	59	65
<b>TOTAL</b>	<b>476</b>					

*Source: Layad Rawat Team Health Department of Bandung City*

From the data above, we can conclude that access Layad Rawat service mostly comes from the type of JKN financing in each month. Then for the type of financing SKTM almost still counted fingers because each month is not more than 10 with when summed as a whole that amounted to 11 people. And for access to the cost of Non-JKN quite a lot under the type of financing JKN. The table above summarizes

in total there are 476 people who have accessed Layad Rawat service with vulnerable time July to December in Year 2017.

**Table 3.2**  
**Number of Access Service Layad Rawat Viewed Age in Year 2017**

Month of Operational Program	1-4 Yr	5-9 Yr	10-14 Yr	15-19 Yr	20-44 Yr	45-54 Yr	55-59 Yr	60-69 Yr	> 70 Yr
JULY	0	0	1	0	7	23	6	14	22
AUGUST	0	0	0	0	22	15	16	23	49
SEPTEMBER	1	0	0	4	10	12	8	23	45
OCTOBER	0	0	0	0	21	6	10	15	27
NOVEMBER	0	0	1	0	5	5	2	16	31
DECEMBER	0	1	1	2	8	5	8	15	26
Total	1	1	3	6	73	66	50	106	200

*Source: Layad Rawat Team Health Department of Bandung City*

In the above table, it is known that the most vulnerable aged people who access Layad care service is in the range above the age of 70 years. That means most access service Layad Rawat is can be categorized as old age society. It can also be viewed from the limited access that is not only in the form of environmental conditions that are difficult to reach health access but the physical condition of the patient or client. Then if in amount there are 506 access service Layad Rawat in Bandung during July to December.

Then, the background of what makes this Layad Rawat Service become a program that can be accessed by all the citizens is because Layad Rawat program is different from the Mobile Health Public Center Service (PUSLING). That is, Layad

Rawat service program has its own way or performance that can be differentiated from other health services programs in Bandung. It was conveyed in the interview:

For that reason, some of the above reviews on the target of this program service that makes this program has its own place in the citizens of Bandung in accessing health services in order to realize the vision and mission Bandung Health Department itself.

### **3.3 Cooperate with Related Institution**

The involvement of various parties becomes its own thing in running Layad Rawat service program in Bandung City. Cooperating with various fields as an effort to take care of the program was shown. There are separate fields that are responsible for the elements of Layad Rawat service program. It was shown in the following interview session:

The involvement of various elements makes this program continues and its hope is able to realize the vision and mission of Bandung Health Department. Without its elements related to Layad Rawat service program will be difficult to operate in Bandung. Under the authority of Bandung City Health Office, Layad Rawat program is a partial program that is able to unify various elements for one purpose that is in accordance with the vision and mission of Bandung City Health Office.

In the management of incoming calls, all connect to one center to be transferred to the local health clinic closest to the client or the patient. It can show the

integrity of Layad Rawat service program. In addition, Layad Rawat service is also in the call access has a call center. UPT Yankesmob also as a call center from the Public Safety Center 119 The city of Bandung always screening relevant and irrelevant calls, disease diagnoses, and emergency indicators complained by clients / local patients. The following new data can be obtained during the year 2017 in May to December about the relevant and irrelevant calls in the city of Bandung.

**Tabel 3.3**  
**Client / Patient Emergency Level**

No.	Type of Level	Information
1.	Level 1	Emergency and immediate relief needs and have a 10 minute travel time immediately in place
2.	Level 2	Disaster and have 15 minutes immediately on the spot
3.	Level 3A	A workable service with 24 hours waiting time
4.	Level 3B	A workable service with 24 hour waiting time and patient can get the medicine by itself
5.	Level 4	Unnecessary service is carried out on the grounds that the patient / client can go alone to the health location without having to be visited by the Layad Rawat team.
6.	Level 5	Patients are not classified as emergency and do not require health care workers, but are encouraged to rest

*Source: Interview with Andre Taufik, as a Coordinator of Team Layad Rawat. Bandung, 19 Januari, 2018.*

Meanwhile, table 2.2 shows the level category information. In the implementation, in the categorization of the patient / client will be known in terms of leveling through the screening process conducted by the health center or team PSC 119 Kota Bandung according to how patients / clients contact health services in the local area. The most commonly obtained level must be visited by Layad Rawat service team from level 1 to level 3A, and the remainder, level 3B below is a level that does not need to be visited by Layad Rawat service team. In fulfilling the respond time, all forms of effort are deployed and not necessarily the PSC 119 team of Bandung City who only bears it.

### **3.4 Political Support from the Government**

If viewed in terms of political support Bandung city government must be very supportive once the side of the program from the Mayor, it can also be seen from how the Mayor campaign this Layad Rawat program. In addition, political support from various parties involved in this case all the UPT Health Center integrated by this program can be said is the aspect of support obtained by Team Layad Rawat. This program is not partial with the need to involve the full element but this program is integrated with services, elements, and procedures that already exist, then packaged into a new form.

In terms of budgets that support the infrastructure of Layad Rawat team itself does not have a definite budget it is conveyed by Field Coordinator Tim Layad Rawat Andre Taufik in an interview on Layad Rawat. Then the recruitment of human

resources only involved elements that have been related both from The Community Health Center or the UPT Yankesmob as the call center 119. Then, to access the transparent budget for Layad Rawat itself is very difficult to obtain, where the severity of information about the budget is sentimental and also sensitive in the middle of the political year. On the other hand, accessing budget information was felt still confusing after getting the results of interviews from different related parties. When asked about the infrastructure that supports the program, more details about the accommodation facilities, Layad Rawat Service team presented information about the infrastructure in use. Without the existing infrastructure, the Layad Rawat team is only assisted by the infrastructure of local public health.

### **3.5 Conventional Needs with the Community**

In addition, Layad Rawat Service of the utility is said to be quite supportive and accessible. Supporting that although not accessing BPJS but tariff that is worn not so burdensome as shown in Regional Regulation (PERDA) itself. The conclusions were obtained from interviews not only to the health team but to the people who received the services as follows:

**Tabel 3.4**

#### **Citizen's Respond about Layad Rawat Program**

No	Reponden	Result of Interview
1.	Andre Taufik, as Coordinator of Layad Rawat Team. Bandung, January 19, 2018	"Assumptions Tim Layad Rawat this program is very supportive for the economy because this service is not

		burdensome and accessible to the poor. Then, socially, it is very supportive because there is Bandung government involvement in this program "(Interview with Andre Taufik, as Coordinator of Layad Rawat Team, Bandung, January 19, 2018).
2.	Mrs. Eti Rohaeti	Yes Alhamdulillah very helpful, very easy. Because mothers do not use BPJS yes, mothers pay Rp. 15,000. it does not object to mother (Interview with Eti Rohaeti, citizen coblong, 68 years)
3.	Mrs. Kiki (As Respondent Patient Mrs. Cacih	Yes very helpful, especially we use BPJS services so there is no burden baseball term (Interview with Kiki, resident puter, 50 years)

*Source: Observation and interviews with citizens and Bandung Health Department*

Therefore, the needs of citizens covered such as supporting the economy associated with innovation program Layad Rawat is very helpful and can be said to facilitate the access. Besides that, Layad Rawat program also supports social sensitivity around the citizen that is responsive to the importance of health, be it personal health, family, and the surrounding citizens.

## **CHAPTER IV**

### **CONCLUSION**

The innovation of a program is an answer rather than to the needs of the service to the citizens. In this case, innovation can be regarded as a way out in the middle of the government's stuck in meeting the needs of the citizens. Innovation of health care Layad Rawat in Bandung is a medical program that runs integral with the relevant parties. Under the Health Service of Bandung City, Layad Rawat service becomes the front pillar of health services door to door in the midst of society.

This innovation is also based on the density of settlements in the city of Bandung, as well as the increasingly growing population of society, as well as the ever-increasing healthcare needs, making the government to process thought how all residents in Bandung can be served especially in health services. Therefore, the previous Layad Rawat service program is a Healthcare Program proclaimed by the Ministry of Health of the Republic of Indonesia, wrapped in a new package so that the public is enthusiastic and willing to participate in improving public health itself.

The appearance of Layad Rawat service is based on the thoughts of Mayor of Bandung, namely Government to Citizen. Where, the government must be present in health services in the midst of society. In this case, because the thought comes from the Mayor of Bandung and is a program that integrates with various parties within the scope of health, of course, political support must exist. Mayor's Decree No. 440 of

2017 and Mayor Regulation No.703 of 2017 is evidence of political support of the government. In addition, budgeting that is budgeted into every need of UPT Community Health Center also be a separate reason other than the procurement of infrastructure. Therefore, Layad Rawat needs to be continued in the midst of society's need for health services.

Innovation of Layad Rawat service still needs advice so that management can be better and more transparent related to its service. The data collected for the first years of the emergence of Layad Rawat service can be used as a reference as well as basic materials increasing the health service intensity in the midst of society. In addition to Layad Rawat service is a new innovation emerged, it is necessary to intensify its performance and increasingly actual services against emergency for the realization of the vision and mission of the Bandung City Health Office, namely Realizing Bandung Healthy City that independent And Justice must be started from the responsiveness of the citizens itself and service improvement health that suits the needs of the citizens.