

ARTICLE

Improving Puskesmas Services Through Integrated Management Innovation System in Ngawi and Sumenep Regency

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Abstract: This study discusses the innovations made in order to overcome problems that arise in innovating in public services such as Puskesmas. This study aims to determine the extent to which innovations carried out by the government with the support of the community can be successful and how their impact on the region, especially Ngawi Regency and Sumenep Regency in improving public services for the local community. This study used qualitative research methods. Data collection is carried out through searching various sources which are then processed and described in the form of narratives according to data needs. The population in this study is an area that has made innovations in order to improve public services, especially Puskesmas. While the research subject is in Ngawi Regency named ADA PUMA (Submit Deed from Public Health Center, District, or RuMah) Kabupaten Ngawi and Kabupaten Sumenep named the innovation “Si Mantap Puas” (Integrated Management System for Community Satisfaction) Guluk Guluk Health Center. This study shows that the innovations carried out by the government supported by the local community have succeeded in creating an innovative system in order to improve public services at the Puskesmas. The two innovations created by Ngawi Regency and Sumenep Regency have succeeded in facilitating public services at the Puskesmas in their respective regions, which of course is directly proportional to community satisfaction with the services provided. This study shows that the innovations carried out by the government supported by the local community have succeeded in creating an innovative system in order to improve public services at the Puskesmas. The two innovations created by Ngawi Regency and Sumenep Regency have succeeded in facilitating public services at the Puskesmas in their respective regions, which of course is directly proportional to community satisfaction with the services provided. This study shows that the innovations carried out by the government supported by the local community have succeeded in creating an innovative system in order to improve public services at the Puskesmas. The two innovations created by Ngawi Regency and Sumenep Regency have succeeded in facilitating public services at the Puskesmas in their respective regions, which of course is directly proportional to community satisfaction with the services provided.

Keywords: Innovation, Public Service, Community Health Center, Public Administration, Local Government

1. Preliminary

This study discusses the innovations made in order to overcome problems that arise in innovating in public services such as Puskesmas. Problems that are still often faced include the existence of service discrimination, limited facilities and infrastructure and

IT, and the low competence of human resources. There are too many service procedures, making applicants often do not bring complete files. Where, this is also taken into consideration how population services can be carried out quickly, easily, and accurately.

The birth of the concept of decentralization has made local governments more flexible in administering government. One of the implementations by the local government is public service. The government is fully responsible for the implementation of public services in the form of administrative services, goods and services. Therefore, the government must make efforts to meet the needs of the community. The regulation is based on the formation of Law No.25 Year 2009 about Public Service. The essence of the content of the law also regulates the rights and obligations of public service providers in order to create legal certainty for the community and administrators, as well as the realization of decent public services (Saputra et al., 2018). As a public servant, the government is responsible for providing the best possible service to the community because basically, the community is a citizen whose rights must be fulfilled without exception (Novaningrum et al., 2018).

Public service by the government to the community is a mandate from the constitution, how not the people as the owner of the sovereignty of this country have the right to obtain services from government institutions that are entrusted with the mandate by the people to serve their needs. (Muhammad Jamil, 2019). Puskesmas as a first-level health service unit that supports the realization of optimal health degrees must carry out its services to the maximum extent possible. The implementation of health services based on Law Number 36 of 2009 concerning Health states that health services consist of individual health services and public health services. The health services referred to include activities with promotive, preventive, curative and rehabilitative approaches. Whatever the form of public service, of course, what is expected is community satisfaction because it is a very important factor and determines the success of a public service, because the community is the consumer of the products it produces, without the public it means that the institution does not exist (Syofian, 2018).

In this study, the author tries to explain in detail related to the efforts made by the government with the participation and support of the community in carrying out an innovation program that has been designed to make it easier for the community at public health

centers to carry out service procedures for civil registration, especially in making birth certificates (which are the age of birth). less than 60 days) and a death certificate which of course can be a reference for the success of population services, considering that births and deaths are one of the ways to enter the biodata displayed on the KK. As well as discussing problems that illustrate that the main problem at the Puskesmas is that the implementation of community satisfaction surveys has not been maximized. The impact of the not yet maximal implementation of the survey is on community groups in general.

This research focuses on Ngawi Regency named ADA PUMA (Propose Deed from PUSkesmas, Subdistrict, or RuMah) Ngawi Regency. Where in this innovation, service innovations that will be provided to facilitate the management of population documents are in the making of new birth and death certificates. This innovation is in the form of service applications that can be easily accessed by applicants, anytime and anywhere. By understanding the registration process to use the deed-making application, the applicant will find it easier to apply. All the required files can be easily sent in the form of an image to the application and the rest of the population administrator will select and the requirements have been reviewed, the deed will be issued immediately and the applicant just takes the deed to the Population and Civil Registration Office. Other than that, this research also focuses on the innovation created by Sumenep Regency named the innovation "Si Mantap Puas" (Integrated Management System for Community Satisfaction) Guluk Guluk Health Center. Where, the main problem at the Guluk Guluk Health Center is that the implementation of the community satisfaction survey has not been maximized, which only reached 64.6%. The data that can be collected by customers who say they are not satisfied with the services of the Guluk Guluk Health Center through social media from January to May 2018 are as many as 5 people. To solve the problem above is to make a breakthrough by conducting surveys that are closer to the community and easy to do so that the implementation of the survey can be maximized and data can be received quickly,

Problems about public services, especially Puskesmas are certainly not foreign to our ears. Research related to this Puskesmas has been carried out by many researchers. As is the case with research conducted by Trilina et al., (2019), where the research was carried out starting from the problem of the level of human resources among doctors, infrastructure and

employee discipline. Therefore, the purpose of this study is to find out and explain public services at the Montasik Health Center, explain the obstacles faced by the Puskesmas in providing good service to patients and explain the efforts made by the Puskesmas to overcome the problems faced in serving patients. The results showed that the average public service at the Montasik Health Center was 80% running well, but there were still services that were not running well due to a lack of facilities which resulted in disrupted services.

In addition, research on public services at the Puskesmas was also carried out by researchers, namely: (Mananeke et al., 2019) which concludes that employee performance is measured based on indicators of quality, quantity, implementation of duties and responsibilities. In employee performance there are deficiencies in indicators of quantity and responsibility where employees carry out their duties and work correctly, but there is still timeliness and is still a little slow in completing their work and there are still employees who often arrive late. Service quality is measured based on the dimensions of direct evidence (tangibles), reliability (reliability), responsiveness (responsiveness), assurance (assurance) and empathy (empathy). In terms of service quality, it is quite good but there are still shortcomings in the dimensions of direct evidence (tangibles). Employee performance has a positive effect on service quality at the North Lembeh District Health Center, Bitung City.

Hariyanto (2017) examines the Analysis of Public Satisfaction on the Quality of Public Services which shows that the results of research on the level of community satisfaction show in the good category, the quality of public services in the good category by taking into account the elements of speed of service, elements of justice, elements of discipline, elements of certainty of service costs and certainty of service schedules are elements that still need to be improved. From the results of the study it can be concluded that in general the value of service elements at the UPTD Beji Public Health Center Boyolangu District, Tulungagung Regency is good, although it is still necessary to improve the performance of the officers.

In line with this research, research in order to improve the quality of public services at the Puskesmas was also carried out by (Susanti, 2020), where providing quality health services with easy access for the community is a challenge. The complexity of health services that are still burdened with inefficiency, errors, limited resources and other problems that threaten the

accessibility and safety of patients is a problem that is still being faced. Customer-oriented service is a priority in accelerating the improvement of Community Health Efforts (UKM) in Puskesmas. The results showed that the quality of service at the Sarolangun District Health Center has excelled in the dimensions of responsiveness, assurance and empathy, but still needs to be improved on the dimensions of tangible and reliability. Based on the mapping of the attributes that determine service quality, it was found that the attributes that should be the main concern are the activities of fostering the elderly, the activation of mutual cooperation activities by the community and the readiness of officers to conduct counseling whenever the community needs it. Increasing the SME program through increasing community empowerment as a manifestation of community independence, maintaining and improving their health status is the main strategy that can be done.

Not only that, the results of research conducted by (Pundenswari, 2017) shows that service quality has a positive and significant effect on community satisfaction. Furthermore, to improve the quality of public services at the Puskesmas, it is better to emphasize improving services on the aspects: tangible, reliability, responsiveness, assurance, and empathy.

Then, there is also research conducted by (Fitria et al., 2020) to explain the quality of public services at the Rappang Health Center and to determine the community satisfaction index at the Rappang Health Center, and to determine the effect of the quality of public services on the community satisfaction index at the Rappang Health Center. Where, the results of the study indicate that the quality of service at the Rappang Health Center is in the poor category with an average percentage of 56.8%, the community satisfaction index at the Rappang Health Center is in the poor category with an average percentage of 60%, and the influence of service quality on community satisfaction index with a percentage of 55.7% has an effect.

In contrast to previous research, this research presents more specifically on two districts in Indonesia, namely Ngawi Regency and Sumenep Regency. Where, the innovations that will be discussed are innovations made by the local government and the people of the district to answer all problems in public services in the area, especially in the two districts.

This research is considered important because it is based on (Regulation of the Minister of Health of the Republic of Indonesia Number 31 of 2019 regarding the Puskesmas Information System, that in order to

improve the management of the implementation of the Puskesmas, it is necessary to support the Puskesmas Information System which is able to ensure the availability of data and information in a fast, accurate, current, sustainable, and accountable manner. The Puskesmas Information System is an arrangement that provides information to assist the decision-making process in implementing the management of the Puskesmas in achieving its activity targets. In addition, the regulation of the Puskesmas Information System aims to realize the implementation of an integrated Puskesmas Information System, ensure the availability of quality, sustainable, and easily accessible data and information, and also improve the quality of health development in its working area through strengthening the management of the Puskesmas.

Of course, in realizing good public services, innovation programs must be packaged in a systematic, planned, and synergized manner in the implementation process. Good cooperation between the government and the community is needed. By realizing good cooperation between the government and the community, it will facilitate the implementation of innovation programs to improve good public services for local communities.

Therefore, this study aims to determine the extent to which innovations carried out by the government with community support can be successful and how they impact the region, especially Ngawi Regency and Sumenep Regency in improving public services for the local community. With this research, it is hoped that it can become a bridge or facilitator for other regions in seeking innovations in the field of public services, especially Puskesmas, so that it is not only the regions concerned who apply this innovation. And it is also hoped that this innovation can be a solution to realize Regency/City areas in Indonesia with the best public services.

2. Research Methods

This study used qualitative research methods. Qualitative research is a process of exploring and understanding the meaning of behavior carried out by individuals and groups, as well as describing how problems occur in the social and humanitarian fields. The research process consists of temporary research questions and procedures, data collection, data analysis carried out inductively, constructing partial data into themes, then interpreting the meaning of the data, and the final activity is writing a report (Sugiyono, 2017).

Qualitative methods develop when there is a change in the paradigm in viewing a reality, phenomenon, or observed phenomenon. During the paradigm shift, social reality has been seen and understood as holistic, complex, dynamic, and full of meaning (Zamili, 2015; Sugiyono, 2017).

Qualitative research is also a type of research that produces findings that cannot be achieved (obtained) by using statistical procedures or other means of quantification (measurement), so that it can be used to find and understand what is hidden behind phenomena which is something that difficult to understand satisfactorily (Rahmat PS, 2009).

Data collection is carried out through searching various sources which are then processed and described in the form of narratives according to data needs. The population in this study is an area that has made innovations in order to improve public services, especially Puskesmas. While the research subject is in Ngawi Regency named ADA PUMA (Submit Deed from Public Health Center, Subdistrict, or House) Ngawi Regency and Sumenep Regency named the innovation "Si Mantap Puas" (Integrated Management System for Community Satisfaction) Guluk Guluk Health Center.

3. Results and Discussion

3.1. ADA PUMA (Submit Deed from Public Health Center, District, or House) Ngawi Regency

The general condition of the community regarding public services is related to the low quality of service, so that it demands acceleration in encouraging the growth of innovation in services. Meanwhile, problems that arise in carrying out innovations include the existence of service discrimination, limited facilities and infrastructure and IT, and low competence of human resources. There are too many service procedures, making applicants often do not bring complete files. This is also taken into consideration how population services can be carried out quickly, easily, and accurately.

The population administration system is a monitoring of the continuous development of the population, and is strongly influenced by birth and death events. Reporting in the adminduk system is very dependent on data input that enters the application. Public awareness about administration is still low, demanding that the administration (Disdukcapil) must innovate continuously, so that people also feel served anywhere anytime.

Service procedures for civil registration, especially in making birth certificates (who are born less than 60

days old) and death certificates can be a reference for the success of population services, considering that births and deaths are one of the ways to enter the biodata displayed on the KK. In the process of forming the data, the applicant sometimes does not immediately understand the requirements that must be prepared, so it must take a special time to process it. So the Department of Population and Civil Registration of Ngawi Regency carried out service innovations that made it easier for applicants to manage population documents.

The service innovation that will be provided to facilitate the management of population documents is in the making of new birth and death certificates. This innovation is in the form of service applications that can be easily accessed by applicants, anytime and anywhere. By understanding the registration process to use the deed-making application, the applicant will find it easier to apply. All the required files can be easily sent in the form of an image to the application and the rest of the population administrator will select and the requirements have been reviewed, the deed will be issued immediately and the applicant just takes the deed to the Population and Civil Registration Office.

The main benefits generated by this service innovation are first, the ease of filing documents. In managing resident documents, applicants can file them online. The requirements for submitting birth and death certificates are submitted via scan or photo attached to the service application. The management process is getting shorter. It is enough for the applicant to go to the Disdukcapil once to process the document, namely to take a deed quote and submit the document file. The Minister of Home Affairs instructs Regional Heads to simplify the requirements for making birth certificates as stated in Circular No. 471/1768/SJ, the government is prohibited from providing additional requirements in the service of recording e-KTP and issuing birth certificates.

Second, reducing the role of brokers in the administration of population documents. Information from several service bureaus that they are increasingly losing the market. More and more people are switching to taking care of documents through the puskesmas. Considering that all administration of resident documents is free of charge/free. Timeliness, which is one of the successes of the service, is very rare if the applicant still relies on other people to take care of it, because delays in completing documents according to the SOP submission can be slow because they are missed by other people.

Third, the formation of complete population data. With community participation in submitting reports or submitting birth and death certificates, the existing population data will develop automatically according to population events in the community. With the formation of the Population Data, it can be used as a means to determine population demographics and can be used for development purposes in order to achieve the target of 17 TPB.

Fourth, the formation of service feedback. Community participation is also a service feedback for Disdukcapil, because the community can directly take advantage of service innovations. With this involvement, the community can become supervisors of the implementation of services from the input process to the output with the issuance of deed documents.

Fifth, the application of Information Technology. With the implementation of this population service application development innovation, the Disdukcapil has implemented information technology in service delivery. The development of existing innovations will be developed so that the benefits of using population data can be maximized.

Sixth, the formation of more qualified human resources. The application of service innovations to other parties who are not their expertise is a form of providing additional information. It is hoped that with the new technology, the public will no longer be common in using developing technologies, so that the quality of personnel can be improved and gender equality will not be a barrier in the success of development.

Seventh, the formation of Population Demographic Data. Population demography is the basis of analysis that studies the problems and circumstances of population changes related to birth, death, migration, so as to produce a condition and composition of the population according to certain sexes with the existing conditions of social mobility.

Eighth, equal distribution of services. With the innovation of online services, services can be done anywhere and can be done. One of the considerations for holding online services is considering the mobility or activities of the population.

Ninth, increasing public awareness. The easier and more practical the management of population documents, the community will try to try and try the applications that have been provided online, so that the desire arises from the community to take care of their own population documents. Besides the increasing use

of NIK and KK for public services, the public will increasingly know that population data has an important role in service delivery.

Tenth, guaranteed data security. Although the service innovation carried out is the development of an application standardized by the central government, the security and accuracy of the data will still be guaranteed. Because with the submission file that is scanned by the applicant, it will be verified by the IT officer from the Disdukpencapil.

Eleventh, lower operating costs. Besides the management of the deed submission has been freed, the usual costs are borne by the applicant. Both transportation costs and other costs can be minimized.

Twelfth, more effective, efficient, and not through the queue. Applications in terms of submitting a deed through an online application, there is no need to queue up. Submissions received are submissions before 10 o'clock and the deed can be taken at 12 noon.

Thirteenth, protecting state sovereignty. With complete population data, the identity of the population can be identified easily, so that the mobility of the population is quite high and the relocation process is difficult to see its activities, so it can be recognized quickly if they have the same identity. This can protect the country from slashing threats originating from within the country.

The result of this innovation is that before there was an innovation the process of making birth and death certificates at the Disdukpencapil was verified by the Civil Registration Division. SOP Manual deed submission is carried out through registration by the applicant and verified by the civil registration officer. The limited information received by the applicant, usually the applicant to come to the Disdukpencapil must meet the requirements that are still lacking. So for the initial steps taken to meet the requirements, the applicant must return a second time.

After the implementation of the PUMA ADA innovation, the step that was omitted was to come to the Disdukpencapil to complete the submission file. The ADA PUMA application can be viewed through the website: <http://siak.ngawikab.go.id>, the SOP for the Submission of Birth and Death Certificates has been given a place to be attached as a submission file.

The birth report submitted as a file on the application innovation must be based on the domicile principle (the child's domicile follows the domicile of his parents). The requirements attached to the submission file through the ADA PUMA application are

age of birth ≤ 60 days, birth certificate from doctor/midwife/birth attendant, parent's marriage certificate, parent's KK (ORIGINAL), parent's FC ID card, FC ID of witness (one person)), and FC of the Reporting Party's Identity Card. Which is scanned only No. 2 and 3, and the complainant must be the person who will submit and collect the certificate because the complainant must sign on the Birth Certificate Register.

Meanwhile, the management of the death certificate requires a death certificate from the doctor/Hospital/ Village, Original KK, FC KTP of the Witness, FC of KTP of the Reporting Party, and the Witness and the reporter must sign on the Application Form. Documents that must be scanned and uploaded are No. 1 and 2, and the complainant must be the person who will submit and collect the certificate of deed because the complainant must sign on the Death Certificate Register. The procedure for reporting the birth of Indonesian citizens (Babies who do not have a NIK) is to adjust the regulations.

In Law no. 24 of 2014 concerning population administration that for civil registration of new births, babies do not have a NIK for the KK entry process. This stage is the beginning of registration for reporting the birth of Indonesian citizens to get a baby NIK. This process is also carried out by a scan/photo process as a submission file that must be included and uploaded. The last stage is the printing of the birth report for Indonesian citizens to be used in the application for a birth certificate.

Applicants who have submitted and uploaded data through an online application, will bring all the supporting documents for the deed application and take it to the Disdukpencapil and will immediately get a residence document in the form of a Birth/Death Certificate and a New KK. Another service that previously was that the applicant had to write the application file in the Register of Deed Submission, so now the applicant does not need to write an application form because all they need to do is print the application and it can be signed directly by the complainant. As a result of the implementation of this online service innovation, the archiving form which is usually the Deed Register Book which is manually written by the applicant, is now in typed form to be directly signed by the applicant at the time of taking the deed document. Because the special entry in submitting a birth certificate is only for new births (≤ 60 days), then there will be a separate motivation for the applicants, because with the submission of the deed that is more than 60 days the service procedure is different. This is

done by considering and anticipating that there are applicants who have more than 60 days of data entry in other places.

3.2. "Si Mantap Satisfied" (Integrated Management System for Community Satisfaction) Guluk Guluk Public Health Center, Sumenep Regency

Along with advances in technology and the demands of society in terms of service, the unit providing public services is required to meet the expectations of the community in providing services. Public services carried out by government officials are currently felt to have not met the expectations of the community. This can be seen from various public complaints submitted through the mass media and social networks. Of course, these complaints, if not handled, will have a negative impact on the government. Furthermore, it can lead to distrust of the public.

Guluk Guluk Puskesmas in implementing Permenpan number 14 of 2017 concerning guidelines for compiling a community satisfaction survey for public service delivery units, as the person in charge is from the quality team. So far, conducting customer satisfaction surveys and community satisfaction surveys, from year to year the level of satisfaction has increased, where the last survey was conducted in May 2018 reaching 84% which means good. However, the implementation of the customer satisfaction survey at the Guluk Guluk Health Center has not been maximally implemented, where the current implementation is still manual by using survey coins that are inserted into the satisfaction box, so that not all customers can measure their level of satisfaction. Data obtained in April 2018 from a total of 1127 customers who visited, 728 customers who gave their satisfaction level (64.6%), the results are 99% satisfied and the rest are not satisfied. Other data, not all service units conducted the survey, including the Puskesmas network, had not conducted the survey at all. After analyzing the causes of the not yet maximal implementation of the satisfaction survey, namely the understanding of customers to provide satisfaction levels through satisfaction coins, the limitations of officers who concurrently provide services, difficulties in explaining one by one to customers.

The problems above illustrate that the main problem at the Guluk Guluk Health Center is that the implementation of the community satisfaction survey has not been maximized, which only reached 64.6%. The impact of the not yet maximal implementation of the survey is on community groups in general. The data

that can be collected by customers who say they are not satisfied with the services of the Guluk Guluk Health Center through social media from January to May 2018 are as many as 5 people. To solve the problem above is to make a breakthrough by conducting surveys that are closer to the community and easy to do so that the implementation of the survey can be maximized and data can be received quickly, can be processed quickly and quickly as well as in providing feedback to the community through innovative programs, namely "Si Mantap Satisfied" (Integrated Management System for Community Satisfaction).

The purpose of implementing the "SI MANTAP PUAS" program (INTEGRATED MANAGEMENT SYSTEM OF COMMUNITY SATISFACTION) is to measure the level of community satisfaction as service users and improve the quality of public service delivery. By conducting the SI MANTAP PUAS program, benefits are obtained, including knowing the weaknesses or shortcomings of each element in public service providers, knowing the performance of service providers that have been carried out by the public service unit periodically, as material for determining policies that need to be taken and follow-up efforts that need to be taken. It is necessary to do on the results of the Community Satisfaction Survey, it is known that the overall community satisfaction index on the results of the implementation of public services in the scope of the Guluk Guluk Health Center, stimulates positive competition,

Examples of changes in the implementation of public services, namely from conventional implementation, namely the survey process with questionnaires and satisfaction coins causing us to still bother to duplicate and during the data analysis process we are still bothered to tabulate data, so the process takes quite a long time and costs quite a bit. Another example of change is that the public service of the Guluk Guluk Health Center has followed technological developments, is paperless so that it shows smart public services, communicative public services, easy to access and easy to manage feedback from the community. Improvements in public services have an impact on the community, namely people are more comfortable in giving assessments, giving reasons about unsatisfactory services, provide suggestions and criticisms and most importantly directly know the value of the community satisfaction index and quick response in managing survey results with changes to service improvements. The positive

impact of the community can be measured through the results of the Community Satisfaction Index and the number of complaints about the services provided to the community.

The outputs of the SI Mantap Puas innovation program are detailed community satisfaction reports, reports on community satisfaction levels and their graphs, recapitulation of reasons for dissatisfaction, recapitulation of suggestions and criticisms as well as feedback from the community, and real time Community Satisfaction Index values. The system for monitoring progress and evaluating activities is through monthly monitoring of survey implementation through the application, the validity of the survey results and an inventory of problems and obstacles encountered. From these problems, a follow-up was made in the repair process.

4. Conclusion

This study shows that the innovations carried out by the government supported by the local community have succeeded in creating an innovative system in order to improve public services at the Puskesmas. The two innovations created by Ngawi Regency and Sumenep Regency have succeeded in facilitating public services at the Puskesmas in their respective regions, which of course is directly proportional to community satisfaction with the services provided.

With the ADA PUMA innovation (Submit Deeds from Public Health Centers, Sub-districts, or Houses) in Ngawi Regency, the main benefits generated by this service innovation are ease of filing documents, reducing the role of brokers in managing population documents, forming complete population data, forming service feedback, implementation of Information Technology, formation of more qualified human resources, establishment of Population Demographic Data, equal distribution of services, increased public awareness, guaranteed data security, lower operating costs, more effective, efficient, and not through queues, as well as protecting state sovereignty. Where, with complete population data, the identity of the population can be identified easily. This can protect the country from slashing threats originating from within the country.

While the results of the innovation "Si Mantap Puas" (Integrated Management System for Community Satisfaction) Guluk Guluk Health Center Sumenep Regency, namely changes in the implementation of public services, namely from conventional implementation, Guluk Guluk Public Health Center

public services have followed technological developments, paperless so that it shows good public services. smart, communicative public services, easy to access and easy to manage feedback from the community. Improvements in public services have an impact on the community, namely people are more comfortable in giving assessments, giving reasons about unsatisfactory services, providing suggestions and criticisms and most importantly knowing the value of the community satisfaction index and responding quickly in managing survey results with changes in service improvements.

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