



RESEARCH ARTICLE

Analysis of the Implementation of Home Care-Based Health Services in Kaluku Bodoa Health Center, Makassar City

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Home care is a comprehensive health service provided to individuals or families at home. The development of home care services in Indonesia is increasingly advanced, more and more people are trying to use home care services, whether provided by government hospitals, private hospitals or health centers. This research consists of 4 variables, namely communication, resources, disposition or attitude and bureaucratic structure. Aim. This study aims to analyze the implementation of home care based health services at the Kaluku Bodoa Community Health Center, Makassar City. Method. This research uses a qualitative research method with a case study approach. Data were analyzed using content analysis. Interviews were conducted with 10 informants including 5 key informants and 5 supporting informants. Results. Communication research is carried out through socialization, implementers are active in socialization, human resources in implementing the program consist of doctors, nurses, midwives and drivers but there are no special criteria for education level and there is no special training for home care staff. The disposition of the implementer is committed to implementing the program. There is a "Standard Operational Procedure" for implementing the home care program. Conclusion. Outreach and implementation activities went well, but there were no set standards for choosing home care officers, no training offered, and no infrastructure or facilities to support the operation of home care program.

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1. INTRODUCTION

Home care is currently an alternative solution to the limitations of hospitals. Besides limited capacity for patients, home is a place full of emotional, physical, memories, and comfort [1]. Home care services are one of the health services carried out at the patient's or family's residence to improve and maintain the patient's or family's health [2].

The development of home health services so far, the forms of health services known to the public in the health service system are inpatient and outpatient services. In fact, many citizens who suffer from illness for various reasons are forced to be treated at home and not hospitalized in health care institutions [3]. Law Number 36 of 2009 concerning Health in article 21 states that the government regulates planning, procurement, utilization, development and supervision of the quality of health workers in the context of providing health services. Presidential Regulation No. 72/2012 on the National Health System explains that to carry out health efforts in order to develop health, it is necessary to have sufficient health human resources in number, type and quality that are fairly and evenly distributed.

The growth of Indonesia's population that increased for senior citizens will be a burden if this group of people does not pay attention to their health problems. The decreasing quality of senior citizens will become an increasing burden for the productive age group along with the increasing number of degenerative diseases. The home care concept is very suitable in providing health services to the elderly in order to meet the quality of health services. So, home care should be a top priority in public health services in Indonesia. Home care here is focused on quality of service with the main focus being to make the community independent in meeting their health needs [4].

Health Center Kaluku Bodoa is a public health center that has implemented a home care program. However, there are still obstacles, namely lack of accurate data available, lack of collaboration across related programs, lack of necessary facilities and infrastructure, lack of ability or skills of officers and lack of motivation of officers. Riskesdas regarding Home care in South Sulawesi states that the index of access to health services as many as 34.89% said it was easy, as many as 33.2% said it was difficult and as many as 31.91% said it was very difficult related to the knowledge of easy access to puskesmas / pustu / pusling / village midwife, this shows that most people have difficulty getting health services.

The development of home care services in Indonesia is increasingly advanced, more and more people are trying to use these home care services, whether provided by government, private hospitals or Health Center. With the increasing prevalence of degenerative diseases such as stroke, diabetes mellitus and other diseases which tend to require relatively longer treatment and rehabilitation times, most people choose home care. This health service to the patient's home (home care) is considered very effective and efficient, because it can provide the opportunity for 17 other household members to continue carrying out their routine tasks at home while looking after the patient. Besides that, the environment at home is felt by most patients to be more comfortable compared to a hospital, so this will speed up their recovery [5].

Health services are efforts made to maintain and improve health, prevent and cure disease, and restore health.

To realize these goals, the policies that have been set must be implemented as well as possible [6].

2. METHODOLOGY

The type of research used in this research is qualitative research with a case study approach. The aim of this research is to analyze the implementation of home care-based health services at the Kaluku Bodoa Health Center, Makassar City. This research uses purposive sampling, namely determining data sources selected based on consideration of certain objectives. The number of informants in the research was 10 (ten) people consisting of key informants and supporting informants.

3. RESULTS

The Home Care Program at Puskesmas Kaluku Bodoa has been running since the 2015 Makassar Mayor's Regulation, puskesmas kaluku bodoa Makassar has carried out Home care services by making direct visits to patients' homes when called via Call 112, home care services are carried out every day and consist of 1 doctor, 1 nurse, 1 midwife and 1 driver.

Based on the results of research and document review and observations conducted at the Kaluku Bodoa Health Center, there is still a lack of health workers who have a Ners educational background. The implementation of the home care program is uncertain because it follows the ticket call from the application or telephone from the cadre. For more details, the characteristics of the informants can be seen in Table 1 below.

Table 1: Table of informant characteristics

Informant	Sex	Age (Years)	Education Final	Position	Information
M	F	51	Doctor	Head of Kaluku Bodoa Health Center	Participant

				Home Care Program Holder at the Puskesmas	
S	F	52	Midwife	Midwife	Key Informant
AW	F	35	Midwife	Midwife	Key Informant
MT	F	36	Midwife	Midwife	Key Informant
EG	M	29	Nurse	Nurse	Key Informant
NH	F	49	S1	Health Cadre	Supporting Informant
SY	F	56	SENIOR HIGH SCHOOL	Health Cadre	Supporting Informant
SN	F	52	SENIOR HIGH SCHOOL	Public	Supporting Informant
R	F	44	SENIOR HIGH SCHOOL	Public	Supporting Informant
SR	F	63	SENIOR HIGH SCHOOL	Public	Supporting Informant

Source: Primary data, 2023

3.1 Communication

a. Transmission

The results of interviews with all key informants said that communication was carried out through direct socialization and social media platformsto the community (M, S, AW, MT, EG) Interview quote M (51) is as follows:

"Outreach to our community through social media and community health center cadres and from the front you can see the home care telephone number"

This interview quote is supported by a statement from a supporting informant who stated that the Kaluku Bodoa Health Center socializes and receives information from health workers and cadres (NM, SY, SN, R, SR). The interview quote from NM (49) is as follows:

"You know, the home care program has been around for a long time, but the first time I called the officers during the corona season, my child was sick. It was explained at the cadre meeting that if someone was sick, just call straight away and the officers would come"

Based on the results of interviews conducted by researchers, both key informants and supporting informants, it can be concluded that Kaluku Bodoa Health Center officers have carried out regular outreach to the community even though there are people who already know about the existence of the home care program but have never used home care health services.

b. Clarity

Clarity is understanding the information clearly so that those who know the information in question and the objectives of the Home Care policy at the Kaluku Bodoa Health Center, Makassar City.

From the results of in-depth interviewsto all key informants stating that the explanation of the information that the implementation of the Home Care program is carried out every day for 24 hours (M, S, AW, MT, EG) Interview quote S (52) is as follows:

"We always socialize every time a patient comes to visit or when we go down to see a patient that home care is 24 hours"

This interview quote is supported by statements from all supporting informants who stated that the Home Care Program at the Kaluku Bodoa Health Center always provides information about the home care program (NM, SY, SN, R, SR). Interview quote SY (56) is as follows:

"When the home attendant was told that home care could be 24 hours"

Based on the results of interviews conducted by researchers, both key informants and supporting informants can conclude that clarity regarding information related to socialization has been carried out by Kaluku Bodoa Health Center officers, Makassar City, so that the public continues to receive information about the Home Care Program services at the Kaluku Bodoa Health Center, Makassar City.

3.2 Resource

Resources are an important variable in determining the success of a policy, as well as in the implementation of home care services at the Kaluku Bodoa Health Center. The resources referred to in this research are human resources, budget and health facilities.

a. Human resources

The availability of human resources or implementing officers in implementing home care services at the Kaluku Bodoa Health Center is related to the selection of a home care team where the officers are doctors, nurses, midwives and drivers. Based on interviews with informants at the Kaluku Bodoa Health Center, Makassar City, the availability of human resources does not have specific criteria for the level of education for home care officers and home care officers still have concurrent duties with other health programs in accordance with their respective fields (M, S, AW, MT, E.G.) Interview quote S (52) is as follows:

"The home care team is in accordance with the decree, unless someone is absent because many new jobs have been replaced"

Human resources in their field must also be supported by the skills or expertise possessed by home care officers at the Kaluku Bodoa Health Center. They are not given special training because home care officers are placed according to their field so that the officers are considered capable (M, S, AW, MT, EG) Interview quote S (52) is as follows:

"No training"

Based on the results of the interviews above, this is confirmed by the majority of respondents assessing the quality of home care staff as good and friendly (NM, SY, SN, R,) Interview quote SN (52) is as follows:

"The officers are good, if the officers are good we will definitely feel comfortable and happy"

Based on the results of interviews conducted by researchers from key informants and supporting informants, it can be concluded that the availability of human resources for the Home Care program at the Kaluku Bodoa Health Center, Makassar City is available but does not have specific criteria in terms of education level and there is no special training for officers related to the Home Program. Care at the Kaluku Bodoa Health Center, Makassar City and Home Care officers still have concurrent duties with other health programs.

b. Facilities and infrastructure

There are facilities and infrastructure that support the implementation of home care-based health services at the Kaluku Bodoa Health Center, Makassar City. The availability of facilities and infrastructure is a supporting factor in implementing home care-based health services so that they can implement and provide services that can make it easier for people to obtain health services. In this case, the completeness of health equipment and medicines is in accordance with community needs.

Based on the results of in-depth interviews with informants, the completeness of facilities and infrastructure in the form of medical equipment is in accordance with standards and is adequate (M, S, AW, MT, EG) Interview quote M (51) is as follows:

"The facilities used are that we have two cars for home care, the old one is a Suzuki and the newest one we have an electric car, especially for medicines from the department it is quite limited so that is also what we use for home care, it should be possible there is a special budget"

The public's response regarding the use of PPE is important in accordance with health protocols for the safety of patients and officers, but officers use complete PPE only during the Covid-19 pandemic, currently officers go out into the community only wearing masks. (NM, SY, SN, R.) Interview quote SN (52) is as follows:

"Home workers wear masks and carry some kind of medicine box"

Based on the results of interviews conducted by researchers, both key informants and supporting informants can conclude that the availability of facilities such as medical equipment is in accordance with health service standards. However, the use of PPE by officers is not in accordance with health protocols and there is no special budget regarding the availability of medicines for the Home Care Program.

3.3 Disposition or attitude

The form of successful implementation of home care in implementing home care health services at the Kaluku Bodoa Health Center is the commitment, willingness and attitude of the officers implementing the home care program. Of course, good commitment is needed from implementing officers to improve the level of public health in the working area of the Kaluku Bodoa Health Center. Based on the results of in-depth interviews with key informants, it was stated that officers were committed to ensuring that the home care program ran as expected and provided informed consent before taking action on patients. (M, S, AW, MT, EG) interview quote S (52) is as follows:

"We are committed to ensuring that home care runs as expected and we always provide explanations to patients and families. "We haven't achieved our targets, because home care patients are uncertain, especially during the last pandemic, it could be said that there were few patients who needed home care services, perhaps because they were worried and afraid of getting Covid-19"

This interview quote differs from several supporting informants who stated that when the patient arrived at the patient's house, the officers immediately took action (NM, SY, SN, R.) Interview quote R (44) is as follows:

"Immediately took action because at that time I couldn't get up because my blood pressure was so high"

Based on the statement above, the implementation of home care-based public health services is running effectively and has no achievement targets, but during the pandemic it is less effective due to public concerns about the Covid-19 virus. But health workers continue to carry out this home care program (M, S, AW, MT, EG) interview quote S (52) is as follows:

"This home care really helps people who cannot go to the health center. In my opinion, there are no obstacles because regarding the address we have collaborated with the RT/RW and the address has been applied"

This interview excerpt is supported by statements from supporting informants who stated that the home care program at the Kaluku Bodoa health center was effective in helping the community. (NM, SY, SN, R.) Interview quote SY (56) is as follows:

"This home care program is good for people like me who don't have a vehicle and I'm alone because if I want to go to the health center there's no one to help me, so I think it's very helpful"

Based on the results of the interview, support for Home Care Program officers at the Kaluku Bodoa Health Center, Makassar City, to ensure the implementation of a policy, of course there is an incentive in the form of transportation money for officers (M, S, AW, MT, EG) Interview quote M (51) is as follows:

"The home care program has incentives for staff"

This interview quote is different from all supporting informants who stated that they were not aware of the provision of incentives to Home Care Program officers at the Kaluku Bodoa Health Center, Makassar City.

Based on the results of the interviews above, both key informants and supporting informants can conclude that the implementation of the home care program has been effectively implemented because it really helps people to get health services, but there are also problems or obstacles such as finding the patient's location which does not match the address listed on the application and there were informants who said they did not know that there were incentives given to Home Care Program officers at the Kaluku Bodoa Health Center, Makassar City.

3.4 Beraucratic structure

Bureaucratic structure is important in implementing a policy. aspects of bureaucratic structure in this case are Standard Operating Procedures (SOP) and implementing organizational structure. Standard Operational Procedures used by home care officers at the Kaluku Bodoa Health Center in providing health services to the community refer to Makassar Mayor Regulation No. 63 of 2015 concerning 24 Hour Home Visiting Services Home Care Program in Makassar City(M, S, AW, MT, EG) interview quote S (52) is as follows:

"Our home care is running according to procedures, this is also the Mayor's program regarding home visits to provide health services for the community"

There is a division of work and responsibilities for implementers of home care-based program policies at the Kaluku Bodoa Health Center. The implementation of the division of duties and responsibilities for all officers involved in the Home Care Program at the Kaluku Bodoa Health Center, Makassar City has been stated in a decree consisting of the person in charge of the program and the team on duty, but there are also substitute officers who are deployed if there are officers who are unable to provide services. go straight to the patient(M, S, AW, MT, EG) Interview quote M (51) is as follows:

"My schedule usually rolls over every six months"

By having a clear division of tasks and responsibilities, this can make it easier to implement the home care program, because each implementer already has clear duties. Briefing with the team is very important before taking the field(M, S, AW, MT, EG) Interview quote M (51) is as follows:

"There are no directions for every home care service, at most we give a briefing every month and discuss problems or obstacles as a kind of evaluation"

Based on the results of interviews conducted by researchers, it can be concluded that in implementing the Home Care Program, all informants stated that they used SOP as a procedure and there were no instructions to officers before the officers went out into the field. Regarding obstacles or problems, everything was discussed via the WhatsApp group.

4. DISCUSSION

4.1 Communication

a. Transmission

Transmission is one of the coordination activities of an organization so that the program can be realized with its goals and objectives⁸. The research results refer to Makassar Mayor Regulation No. 63 of 2015 concerning 24 Hour Home Visiting Services Home Care Program in Makassar City. Shows that the distribution of transmission or information in the form of socialization, meetings and education has been carried out by the Home Care Program implementing officers at Kaluku Bodoa Health Center , Makassar City.

Kaluku Bodoa Health Center carries out forms of communication through socialization to the community, such as when people come to visit, *posyandu*, *postu*, social media and information boards at the entrance to the health center. However, when researcher took part in Home Care activities, it was found that the majority of people were aware of the existence of the home care program, but

there were still people who knew about it but had never experienced or used it. Home Care services are usually used by people who cannot come directly to have their condition checked.

Communication is the process of transferring information from a person, group, organization or society to connect it with the environment and other people [7]. The success of the implementer is being able to transmit a program well to the target group or organization to reduce implementation deviations [8].

Socialization can be done without having to gather the public, such as using social media, banners or information boards. This is in line with research conducted by that the home care information system was created to make it easier for people to get information about home care and carry out the process of ordering services via cell phones which have developed greatly in the current era. Communication in the form of outreach is an effective means of disseminating information about the program so that program implementation can be carried out well.

b. Clarity

Information that is clear and easy to understand can avoid errors in the implementation of health service policies. If the delivery of goals and objectives in a policy is not clear, does not provide understanding and the objectives are not at all understood by the target, then it is likely that there will be rejection from the group or target. The results of the research referring to Makassar Mayor Regulation no. 63 of 2015 concerning 24 Hour Home Visiting Services Home Care Program in Makassar City. The Home Care Program at Kaluku Bodoa Health Center states that it provides information related to Home Care every day or when patients come to the community health center and when visiting patients' homes. People can easily access the home because the Home Care telephone number is displayed on the information board or ask for help from cadres around the house. The results of the researcher's observations found that the home care staff properly carried out socialization and provided information regarding the Home Care Program so that the public continued to receive information regarding the Home Care program services at the Kaluku Bodoa Health Center, Makassar City.

In Mali, effective communication in health programs aims to reduce errors in conveying information [9]. The community as the target of a policy implementation program in research states that the implementation of Home Care-based services will be able to run optimally by increasing coordination and outreach to the community regarding the Home Care program. Clarity of information is very important in implementing Home Care Program policies, to make it easier for targets to understand the aims and objectives of the program.

4.2 Resource

a. Human resources

Resources in policy implementation occupy an important position. The absence of resources or less than optimal resource potential will result in ineffective policy implementation. Important sources include adequate human resources and good skills to carry out their duties, authority and necessary facilities. Implementing human resources are filled with various elements that reflect the authority structure starting from the highest structure to functional position groups tasked with carrying out main tasks and functions according to the authority they have.

Based on the results of research and document review, human resources in the implementation of the Home Care program at Kaluku Bodoa Health Center consist of doctors, nurses, midwives and drivers. The selection of Home Care implementing officers is in accordance with the Decree and does not have specific criteria for education level in this case nurses (Ners) and involves officers who are not yet included in the Decree to become Home Care officers if one of the officers is absent or is busy during working hours at the health center because the officers still have concurrent duties with other health programs in accordance with their respective fields.

At Puskesmas Sudiang there are 9 nurses with 'civil servant' status and some do not yet have "civil servant" status, to support Perwali policy no. 6 of 2016 concerning Home Care services in Makassar City, the availability of human resources (medical personnel) is an important component in the implementation of home care which states that the minimum number of home care teams involved

is 3 people consisting of doctors, nurses and drivers and nurses who have not yet included in the decree at the Makassar City Health Service, it is still included in the implementation of Home Care [10].

As a result of in-depth interviews regarding the existence of special training for Home Care officers, information was obtained that there was no training for Home Care officers at Kaluku Bodoa Health Center . The implementation of the Home Care program which provides services at the patient's home is different from the community health center, therefore, there is a need for training for staff, especially home care staff who will go directly to patients and provide health services. The home care team at each community health center has gone through a lot of training from the health service. Both special training on home care and training on using medical equipment such as portable EKG. Training is considered important as developing human resources in implementing a program to obtain maximum results.

The important thing in health services is the satisfaction of the target recipients of the service. The results of in-depth interviews with informants regarding the quality of Home Care officers in providing health services to the community and achieving community satisfaction in receiving home care services. Research by Haeriawati [11] states that the level of service satisfaction is seen from good service and providing satisfaction for users and the services provided are in accordance with the expectations of service users. In accordance with the expectations of the informant who stated that the home care service from the officers was good and the officers also provided the community. Human resources are very important in implementing Home Care program policies so that they can run effectively. An important resource in this case is adequate staff, both in carrying out the duties, authority and facilities required in implementing the program.

b. Facilities and infrastructure

Facilities and infrastructure in implementing the Home Care program are one of the functions that can support the implementation of the home care program so that it can run optimally. Decent facilities such as inspection tools and other supporting tools are a form of successful implementation of a program or policy [12].

Based on the results of interviews and observations conducted, it was found that the facilities and infrastructure that support the running of the Home Care program include equipment such as a blood pressure monitor, available operational cars and medicines, but there is no special budget for medicines in the home care program. The facilities available in home care services influence people's interest and trust in using home care services. The use of Personal Protective Equipment (PPE) according to standards is intended to prevent or reduce the spread of disease from viruses or bacteria. The use of PPE by Home Care staff at Kaluku Bodoa Health Center when visiting patients only uses masks and does not use gloves when in direct contact with patients. However, during the pandemic the officers who came to the patient's house wore complete PPE which was identical to the Covid-19 officers. Personal Protective Equipment (PPE) is an equipment designed as a barrier against the penetration of substances, solid particles, liquid or air to protect the wearer from injury or the spread of infection or disease. When used correctly, PPE acts as a barrier between infectious materials (e.g. viruses and bacteria) and the skin, mouth, nose, or eyes (mucous membranes) of healthcare workers and patients. Barriers have the potential to block transmission of contaminants from blood, body fluids, or respiratory secretions [13].

The availability of facilities and infrastructure in implementing the Home Care program is very important in supporting the success of the program so adequate facilities are needed.

4.3 Disposition or attitude

The disposition or attitude of the implementer sees the influence of policy on actions and views in implementing the program and actions to be taken. Policy implementers must have a good attitude in order to be able to carry out the policy well as planned by the policy maker and carry out their duties and responsibilities in order to achieve the goals. The attitude is how committed the implementer of the home care program is.

Based on the results of interviews and observations conducted at Kaluku Bodoa Health Center, Makassar City, it shows that the implementation of the home care program, both the person in charge of the program, the head of the community health center and implementing officers are committed to ensuring that the home care program continues to run and makes it easier for the community to obtain health services and provide explanations to patients and family for every action the officer will take. However, several supporting informants stated that when officers came to visit the house they were not given an explanation and immediately took action. The home care program at Kaluku Bodoa Health Center does not have target achievements because home care patients are uncertain and depend on the patient's needs. Moreover, during the Covid-19 pandemic, patients who need health services at home are likely to increase, but because of concerns about being exposed to the Covid-19 virus, home care services will become less effective.

The influence of the implementer's attitude on the implementation of the home care program. One of the factors that influences the effectiveness of policy implementation is the implementer's attitude. The results of interviews conducted by both key informants and supporting informants stated that the home care program at Kaluku Bodoa health center was considered effective in helping people get health services. Although several informants stated that there were still obstacles, such as home care calls at night and searching for patients' home addresses. Homecare is a continuous and comprehensive health service provided to individuals and families (caregivers) in their place of residence with the aim of improving, maintaining or restoring health or maximizing the level of independence and minimizing the consequences of disease [14].

4.4 Bureaucratic structure

Bureaucratic structure is an influential factor in reviewing the implementation of a program. Even though the resources for implementation are sufficient, the implementer already knows what and how to do it, the implementation may not run effectively if it does not have a bureaucratic structure with a division of tasks and authority.

Standard Operating Procedures (SOP) are things that the implementer must understand well about the standards that have been created, prepared and will be achieved by the program or policy in the short, medium and long term so that at the end of the program the success or failure of the policy or program can be known. executed.

Based on the results of in-depth interviews conducted with all informants, it was stated that all actions taken were in accordance with the applicable SOP and referred to Makassar Mayor Regulation No. 63 of 2015 concerning 24-hour home visit services for home care programs in the city of Makassar. Then, the home care program team at Kaluku Bodoa Health Center has 4 teams consisting of doctors, nurses, midwives and drivers. The distribution of duty schedules and home care service staff changes every week and there are replacement staff if the home care staff is absent or busy at the health center because the home care staff are still carrying out duties in other health programs according to their respective fields [15]. Based on the results of the interview regarding the directions given to the home care staff when visiting the patient, the informant stated that there were no directions given and carried out discussions via the WhatsApp group. Division and responsibility for a program, all officers have implemented responsibilities in accordance with what has been given and are consistent in carrying out their respective duties and responsibilities.

Based on the results of the research, the bureaucratic structure of the home care program at Kaluku Bodoa Health Center, Makassar City, implementation is carried out in accordance with the SOP, the distribution of schedules to officers continues to run according to existing tasks at the Community Health Center.

5. CONCLUSION

Communication regarding home care at the Kalukubodoa Community Health Center is carried out through outreach activities by health workers and has been well conveyed to the community so that people are aware of the existence of the home care program. Resources regarding home care at Kaluku Bodoa Health Center are that there are no special criteria for selecting health workers for the home care program and there is no training for health workers in the home care program. finances and the facilities and infrastructure used are available even though PPE for health workers is still not

