

Implementation of the Labuan Hospital Revitalization Policy as a Public Service Facility

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Abstract

The Regional Public Hospital (RSUD) plays a crucial role in providing essential healthcare services to the community. However, in several regions, its performance remains suboptimal, necessitating revitalization policies to enhance service effectiveness and equity. This study aims to analyze the implementation of the revitalization policy of RSUD Labuan conducted by the Banten Provincial Government as an effort to improve public service quality in the health sector. The research employs a qualitative descriptive approach using data collection techniques such as observation, interviews, and document study, with informants selected through purposive sampling. Data analysis was carried out using an interactive model consisting of data reduction, data display, and conclusion drawing. The results indicate that the implementation of the RSUD Labuan revitalization policy has not been fully optimal. The main obstacles are found in the aspects of communication, resources, disposition, and bureaucratic structure, as described by Edward III's policy implementation theory. It is suggested that better inter-agency coordination, sufficient resource allocation, and institutional governance strengthening are needed to achieve sustainable revitalization outcomes.

Keywords: Policy Implementation, Revitalization, Public Service

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INTRODUCTION

The Regional General Hospital (RSUD) is one of the public service facilities that has a strategic role in improving the degree of public health. As an advanced health service provider, RSUD is expected to be able to provide fast, precise, and equitable services to all levels of society. However, in reality, most regions in Indonesia, including Banten Province, still face challenges in providing adequate health facilities. One of the areas that experienced this condition was Pandeglang Regency, especially in the Labuan area and its surroundings, where the need for quality health services was increasingly urgent due to the limited facilities and medical personnel at the first level.

The revitalization of Labuan Hospital is a form of implementation of the Banten Provincial Government's policy in expanding access and equitable distribution of health services. The southern region of Banten is known to have complex geographical conditions, vulnerable to natural disasters such as earthquakes, landslides, and tsunamis. This condition requires the presence of health facilities that are ready to be on standby and easily accessible to the surrounding community. Previously, people in the Labuan area had to travel long distances to get follow-up medical services to Berkah Pandeglang Hospital or Aulia Menes Hospital. Therefore, the construction and revitalization of Labuan Hospital is a strategic priority for the local government to accelerate medical treatment and improve the welfare of the people of the southern coast.

This revitalization policy is motivated by the vision and mission of the Governor of Banten for the 2017-2022 period, which emphasizes increasing access to quality health services. The Banten Provincial Government allocates a large budget to build the Labuan Hospital with the concept of a tourist hospital because it is located close to the tourism area. Although classified as a type C hospital, Labuan Hospital is equipped with modern facilities and a capacity of up to 120 beds, with the hope of becoming the main referral center for health centers in the Cibaliung, Panimbang, Carita, and surrounding areas.

However, in practice, the implementation of the Labuan Hospital revitalization policy still faces various obstacles. Several problems arise, including the development location that is less strategic because it is close to the access in and out of the Labuan Market which is often jammed, limited health human resources, and less than optimal coordination between agencies in the development and management process. These factors show that the implementation of public policies does not only depend on written policies, but also on the effectiveness of their implementation in the field.

This research is focused on analyzing the implementation of the policy of revitalizing Labuan Hospital as a public service facility by the Banten Provincial Government, with reference to the theory of the implementation of Edward III's policy which highlights four main aspects: communication, resources, implementing disposition, and bureaucratic structure. Through a qualitative descriptive approach, this study seeks to describe how the policy is implemented, the factors that support and inhibit it, and the extent to which this policy has an impact on improving public health services.

The results of this research are expected to contribute to local governments in evaluating the effectiveness of revitalization policies, as well as being an input for the development of a public service system in the health sector that is more adaptive and responsive to community needs. Thus, the revitalization of Labuan Hospital is expected to be not only a physical project, but also a real step in realizing the equitable distribution of health services in Banten Province, especially in the southern region which has been underserved.

LITERATURE REVIEW

Public Policy Implementation

Policy implementation is an important stage in the public policy cycle that determines the extent to which policy objectives can be achieved. According to George C. Edward III, policy implementation is a dynamic process that involves the interaction of various factors, such as communication, resources, the disposition of implementers, and the bureaucratic structure. These four factors must run simultaneously so that policies can be implemented effectively.

First, communication plays an important role in ensuring that policy information is clearly conveyed to implementers and target communities. Without effective communication, policy implementation often experiences misunderstandings and inconsistencies on the ground. Second, resources include human, financial, infrastructure, and authority aspects that support implementation. Without sufficient resources, policies cannot be implemented optimally. Third, the disposition or attitude of the implementer is related to the commitment, motivation, and responsibility of the apparatus in implementing policies. Fourth, the bureaucratic structure concerns the division of authority, work procedures, and coordination between agencies that play a role in overseeing the course of policies.

Thus, the success of public policy implementation does not only depend on the quality of the policy itself, but also on the synergy between implementing elements at various levels. In the context of the revitalization of Labuan Hospital, coordination between the Banten Provincial Government, the Health Office, and the Pandeglang Regency Government is a key factor in the success of the program.

Public Policy in Health Services

Public policy is all forms of decisions and actions taken by the government to solve community problems. Dye (1992) defines public policy as "whatever the government chooses to do or not to do." In the health sector, public policy plays a role in ensuring access, equity, and quality of health services received by the public.

Health services are part of public services regulated in Law Number 25 of 2009 concerning Public Services, which states that every citizen has the right to receive quality and fair health services. In the context of regional autonomy, local governments have a great responsibility in providing adequate and affordable health facilities.

The revitalization of Labuan Hospital is a manifestation of regional public policy that is oriented towards improving the quality of health services. This policy not only focuses on the physical development of hospitals, but also increases the capacity of health human resources, service management systems, and strengthens the function of hospitals as referral centers.

Public Service Theory

Public services are a tangible manifestation of the state's presence in meeting the basic needs of its citizens. According to Dwiyanto (2011), good public services must contain the principles of transparency, accountability, responsiveness, and efficiency. This means that every form of service provided by the government must be open, accountable, responsive to the needs of the community, and use resources effectively.

However, in practice, public services often still face obstacles, such as low quality of human resources, lack of facilities, and long and convoluted bureaucracy. In the context of health services in Banten, classic problems such as the inequality of the distribution of medical personnel, the lack of laboratory facilities, and the high number of patient referrals are still a big challenge.

Labuan Hospital is expected to be a solution to this problem. With the revitalization carried out, public services in the health sector are expected to be closer and more equitable for the

people of the southern coast of Banten. In addition, good management at Labuan Hospital can reflect the application of good governance principles in regional public services.

Revitalization Concept

Revitalization comes from the word revitalization which means reviving something that had experienced a decline in function. In the context of public policy, revitalization means the government's efforts to renew, strengthen, and re-optimize the role of an institution or facility to be effective. According to the Regulation of the Minister of Public Works Number 18 of 2010, revitalization is the process of improving the function of an area or facility through redevelopment to increase its value and usefulness.

The revitalization of Labuan Hospital is not just a physical development project, but also includes strengthening the service system, improving governance, and increasing public trust in regional health institutions. The Banten Provincial Government through the Health Office seeks to create a hospital that is not only representative in terms of infrastructure, but also able to provide excellent service with professional human resources.

Within the framework of policy implementation theory, the revitalization of Labuan Hospital can be categorized as a policy execution process that requires support from various aspects, including inter-agency coordination, budget supervision, and community involvement in social supervision.

Linkages Between Concepts

From the above theoretical description, it can be concluded that the implementation of the Labuan Hospital revitalization policy is the result of integration between the concept of public policy, public services, and the revitalization of health facilities. Policy implementation is a crucial aspect because it determines whether the policy objectives—namely improving public health services—can be achieved effectively.

The success of the revitalization of Labuan Hospital is largely determined by the effectiveness of communication between implementing actors, the availability of resources, bureaucratic commitment, and community support. Thus, this research is based on the understanding that the success of a public policy is not only measured by the physical results of development, but also by how much benefit the community feels in the long term.

RESEARCH METHODS

Approaches and Types of Research

This study uses a qualitative descriptive approach, which aims to describe in depth the phenomenon of the implementation of the Labuan Hospital revitalization policy as a public service facility. This approach was chosen because it is in accordance with the characteristics of public policy research, where the focus is on understanding the process, actors, and dynamics of policy implementation in the field. According to Moleong (2002), qualitative research produces descriptive data in the form of written or spoken words from people and observed behaviors, with the aim of understanding the meaning behind social actions contextually.

Through this approach, the researcher seeks to gain a complete understanding of how the revitalization policy of Labuan Hospital is implemented by the Banten Provincial Government, the obstacles faced, and its impact on public health services in the southern Pandeglang area.

Research Location and Time

The research was conducted at the Labuan Regional Hospital, Pandeglang Regency, Banten Province, which is the main object of revitalization by the Banten Provincial Government. This location was chosen because it strategically represents coastal areas that have high health

service needs, as well as being a priority project for local governments in improving health infrastructure.

The research took place during 2022, which included the stages of data collection through field observations, in-depth interviews, and document tracing related to the hospital's revitalization policy.

Data Sources and Types

The data in this study is divided into two types, namely primary data and secondary data.

1. Primary data was obtained directly from informants through interviews, observations, and field documentation. This data includes the views, experiences, and perceptions of policy implementers and the community who are directly involved in the revitalization process of Labuan Hospital.
2. Secondary data is obtained through literature studies, policy reports, official archives, government publications, and previous research relevant to the research topic.

The triangulation approach is carried out to ensure the validity of the data by comparing information obtained from various sources.

Research Informant

The selection of informants is carried out by *purposive sampling*, which is the determination of research subjects based on certain considerations that are relevant to the purpose of the research. According to Sugiyono (2014), *purposive sampling* is used when researchers want to get rich and in-depth data from sources that are considered to know the most about the phenomenon being studied.

The informants in this study include:

1. drg. Astri Anindita, MARS – Inspector of Facilities and Infrastructure of Health Service Facilities of Banten Province as well as a member of the construction team of Labuan Hospital.
2. Galuh – Head of the General Subdivision of the Banten Provincial Health Office.
3. Aal – Labuan Hospital Staff.
4. Midwife Dian – Health workers in the Labuan area.
5. Several people around Labuan Hospital are users of health services.

This diversity of informants allows researchers to obtain a comprehensive view, both in terms of policy implementers and beneficiaries.

Data Collection Techniques

To obtain valid and in-depth data, researchers used three main techniques, namely:

1. Observation – carried out by directly observing the condition of the Labuan Hospital, the physical revitalization process, and health service activities in the field.
2. In-depth interview – conducted in a semi-structured manner to explore information related to policy implementation, bureaucratic obstacles, interagency coordination, and public perception.
3. Documentation – used to complete primary data through the review of various documents such as regional regulations, reports from the Banten Provincial Health Office, and archives for the construction of the Labuan Hospital.

All three techniques are used simultaneously to improve data reliability and avoid information bias.

Data Analysis Techniques

Data analysis was carried out using an interactive analysis model developed by Miles and Huberman (1992), which includes three main components:

1. Data Reduction – the process of selecting, simplifying, and transforming raw data into relevant information according to the focus of the research.
2. Data Presentation – compilation of data in the form of a descriptive narrative so that the relationship between variables and field findings is easy to understand.
3. Conclusion Drawing and Verification – is carried out continuously throughout the study to obtain a valid and consistent understanding.

This model is cyclical, meaning that the three stages can be repeated until a strong final conclusion is reached.

Data Validity

To ensure the credibility of the research results, a data validity test was carried out through the triangulation technique of sources, methods, and time. Source triangulation is carried out by comparing information between informants. The triangulation method was carried out by combining the results of interviews, observations, and documentation. Meanwhile, time triangulation is carried out by collecting data at different times to see the consistency of informant answers.

In addition, validity is also strengthened through *member check*, which is the process of reconfirming findings to informants to ensure that the researcher's interpretation is in accordance with the reality in the field.

Research Limitations

This research has limitations, especially in terms of access to internal data on the construction project of the hospital which is administrative and technical. In addition, time constraints and pandemic conditions also limit the intensity of interviews with certain parties. Nevertheless, the researchers still strive to maximize the accuracy of the data through a combination of methods and cross-validation.

With this methodological approach, the research is expected to be able to provide a complete picture of the implementation of the Labuan Hospital revitalization policy, as well as a reference for policy makers in formulating strategies to improve public services in the regional health sector.

RESULTS AND DISCUSSION

Overview of the Implementation of Labuan Hospital Revitalization

The revitalization of Labuan Hospital is a policy of the Banten Provincial Government through the Health Office to expand access to public health services in the southern region of Banten, especially Pandeglang Regency. The construction of this hospital is motivated by the increasing need for health services and the limited facilities at the health center level. Labuan Hospital was built on an area of 1.5 hectares which was previously the Labuan Health Center area, with a target capacity of 120 beds and complete supporting facilities.

This revitalization program not only aims to improve physical infrastructure, but also to increase service capacity, human resources, and hospital management governance. However, the results of the study show that the implementation of the policy has not been fully optimal. Several aspects, especially in cross-agency coordination and resource readiness, are still the main obstacles in its implementation.

Implementation Analysis Based on the Edward III Model

This study uses George C. Edward III's theory which emphasizes four main factors in the success of policy implementation: communication, resources, disposition, and bureaucratic structure.

a. Communication

Communication between policy actors plays an important role in the successful revitalization of Labuan Hospital. The results of interviews with the Health Office show that coordination between the Banten Provincial Government and the Pandeglang Regency Government is still not optimal. The socialization of policies to the community and health workers is also uneven. As a result, there is a gap in understanding related to post-vitalization development and management procedures.

Lack of communication across sectors has led to delays in technical decision-making, such as additional land acquisitions, budget adjustments, and distribution of medical devices. Edward III asserted that unclear and inconsistent communication can hinder the implementation of public policy, as was the case in this case.

b. Resources

The availability of resources is a crucial factor. The revitalization of Labuan Hospital costs around IDR 66 billion for physical development and IDR 100 billion for the procurement of medical devices. Although the budget provided is quite large, the use of human resources is still limited. Some medical personnel such as specialists, laboratory experts, and pharmacists have not been met according to type C hospital standards.

In addition, logistical support and infrastructure facilities such as laboratories and emergency rooms are still not fully functioning optimally. This condition shows that despite adequate budget allocation, resource management has not been well coordinated.

c. Disposition (Attitude of the Executive)

The disposition factor is related to the commitment and attitude of policy implementers. Based on the results of interviews with officials of the Banten Provincial Health Office and the Labuan Regional Hospital, it is known that the implementers basically have high enthusiasm to realize the revitalization of the hospital. However, the existence of bureaucratic obstacles and limited authority make some implementers less active in taking initiatives.

Some health workers in the field also complained about the lack of training and coaching that supports the operational readiness of the new hospital. This shows that policy implementers need to strengthen capacity and motivation so that implementation runs according to the objectives.

d. Bureaucratic Structure

The bureaucratic structure in the implementation of the Labuan Hospital revitalization policy is considered to be still complex. The involvement of several agencies — ranging from the Banten Provincial Government, the Health Office, to the Pandeglang Regency Government — often leads to overlapping authorities. For example, in the procurement of medical devices and operational management arrangements, there is a difference in interpretation between the provincial government as the person in charge of development and the district government as the beneficiary.

This condition causes coordination to run slowly and has an impact on the delay in completing several stages of revitalization. According to Edward III, an inefficient bureaucratic structure will have a direct effect on the effectiveness of policy implementation, as the decision-making process becomes slow and inflexible.

Supporting and Inhibiting Factors

In general, supporting factors for the implementation of the Labuan Hospital revitalization policy include:

1. Political support and commitment from local governments, especially from the Governor of Banten and the Regent of Pandeglang.
2. Adequate budget allocation for infrastructure development and procurement of medical equipment.
3. The high public need for health facilities, which is a strong encouragement for the government to accelerate the revitalization process.

The inhibiting factors include:

1. Lack of coordination between agencies in planning and implementation.
2. Limited health professionals and uneven distribution of human resources.
3. Geographical barriers and location accessibility, due to the proximity of the market area and congested traffic routes, which complicate the medical evacuation process.
4. Long bureaucratic process, especially in the procurement of goods and services and budget distribution.

Discussion: Policy Effectiveness and Implications

The results of the study show that the revitalization of Labuan Hospital is conceptually a positive step in strengthening public services in the health sector. However, the effectiveness of its implementation has not been fully achieved because there are still technical and administrative obstacles.

If viewed from the theory of policy implementation of Edward III, it can be concluded that the communication aspect and the bureaucratic structure are the two most decisive factors. Coordination between actors needs to be strengthened through formal and informal communication mechanisms so that there are no misunderstandings between policy implementers. On the other hand, bureaucratic restructuring in hospital management needs to be carried out so that decision-making is faster and responsive to the needs of the community.

Socially, the existence of Labuan Hospital has a positive impact on increasing public access to health services. Coastal communities who previously had to travel long distances now have alternative services that are closer. In addition, the existence of this hospital also has the potential to encourage local economic growth through the provision of new jobs and increased economic activities around the hospital.

However, the long-term success of the revitalization of Labuan Hospital is highly dependent on policy sustainability, periodic evaluations, and capacity building of human resources in the health sector. The Banten Provincial Government needs to ensure that physical development is accompanied by managerial reform and improvement of service quality so that Labuan Hospital really functions optimally as the main referral center in the southern region of Banten.

CONCLUSIONS AND SUGGESTIONS

Conclusion

Based on the results of research and analysis on the implementation of the Labuan Hospital revitalization policy by the Banten Provincial Government, it can be concluded that this policy is a strategic step in strengthening public services in the health sector, especially in the southern region of Banten. The revitalization of Labuan Hospital is expected to be able to answer the limited access and public health facilities of Pandeglang which have not been optimal so far.

However, the implementation of the policy has not been fully effective. Based on George C. Edward III's policy implementation model, there are four main factors that affect its implementation. First, from the aspect of communication, coordination between the Banten

Provincial Government, the Health Office, and the Pandeglang Regency Government has not been carried out in an integrated manner, so there are often differences in perception in technical implementation. Second, in terms of resources, even though the budget allocation is quite large, there are still limitations in medical personnel and supporting facilities that hinder the optimization of services. Third, the implementation disposition factor shows the commitment and enthusiasm of the implementing apparatus, but is still constrained by limited authority and lack of coaching. Fourth, the long bureaucratic structure and overlap between agencies also slows down the policy implementation process.

Overall, the revitalization of Labuan Hospital has had a positive impact on increasing access to health services and community welfare. However, its effectiveness still needs to be improved through simplification of bureaucracy, improving the quality of human resources, and strengthening coordination between implementing agencies.

Suggestions

First, the local government needs to strengthen cross-sector coordination between the Provincial Health Office, the Pandeglang Regency Government, and the management of the Labuan Hospital so that the revitalization policy runs more integrated. Clear and continuous communication will prevent policy overlap and speed up decision-making.

Second, increasing the capacity of health human resources is a top priority. The government needs to increase the number of specialist doctors, nurses, and laboratory personnel, as well as provide technical training on an ongoing basis so that hospital services are in accordance with national standards.

Third, optimizing bureaucratic governance and hospital management must be carried out by clarifying the division of roles between agencies, shortening administrative channels, and increasing budget transparency. Thus, the revitalization process can run efficiently and accountably.

Fourth, periodic supervision and evaluation are needed to ensure the sustainability of the revitalization program, both in terms of infrastructure and the quality of public services. Evaluations involving service users will provide valuable input for future policy improvements.

With consistent and integrated implementation, the revitalization of Labuan Hospital is expected to become a model of effective public service policies, oriented to the needs of the community, and make a real contribution to improving the welfare of the people of Banten.

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