



The Impact of Integrity Zone Implementation in Improving the Performance of RSUD Dr. Soedono

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ABSTRACT

This study examines the impact of Zone of Integrity (ZI) implementation at RSUD Dr. Soedono in improving the performance and quality of public services. Using mixed methods, quantitative data were analyzed through indicators of patient satisfaction, service efficiency, and number of complaints, while qualitative insights were obtained from interviews with 20 respondents, including hospital leaders, staff, and service users. The analysis results revealed thematic patterns, challenges, and opportunities in ZI implementation, which were validated through source and method triangulation. Since 2014, RSUD Dr. Soedono has achieved significant progress, as evidenced by the acquisition of the WBK Predicate from the East Java Government in 2023. However, challenges such as low leadership commitment, weak supervision, and staff resistance are still obstacles. To overcome this, the study recommends increasing HR capacity, strengthening leadership commitment, and implementing a technology-based monitoring system to ensure service sustainability. This study provides insights for other government agencies in improving the performance and quality of public services through ZI implementation

INTRODUCTION

The Zone of Integrity (ZI) concept was established to create a bureaucratic environment free from corruption, so as to provide optimal public services. The initiative has been widely adopted by various government agencies in Indonesia as part of bureaucratic reform efforts aimed at improving transparency and accountability in public services. Several sources highlight the important role of this initiative in fostering a culture of integrity within public institutions, thereby increasing citizen trust. According to (Denhardt & Denhardt, 2015) emphasizes the importance of public services that serve the community rather than mere bureaucratic formalities, which is in line with the objectives of Integrity Zones. However, the implementation of Integrity Zones often faces various challenges that hinder the achievement of set targets. These challenges include low leadership commitment, inadequate supervision, and resistance to change among staff. The literature illustrates that without strong leadership support, initiatives such as Integrity Zones can struggle to gain traction within the bureaucracy. As discussed by (Yukl et al., 2019), effective leadership is critical in driving organizational change and ensuring that reforms such as ZI are embraced by all levels of the institution.

To overcome these challenges, it is recommended that the capacity of human resources be enhanced, and the commitment of the leadership be strengthened. Establishing a technology-based monitoring system can also ensure the sustainability and effectiveness of Integrity Zone implementation. Research by (Osborne, 2022) outlines strategies for creating public service value through innovative approaches, which can be critical in advancing the goals of Integrity Zones and ensuring that Integrity Zones result in desired improvements in public service delivery.

RSUD Dr. Soedono Madiun, as one of the hospitals owned by the East Java Provincial Government, has taken concrete steps in implementing the Integrity Zone since 2014. This study aims to identify the impact of Integrity Zone implementation obtained by RSUD Dr. Soedono and how the ZI implementation strategy can be applied by other government institutions to improve performance and public services. Thus, this article offers a new contribution in understanding the dynamics of ZI implementation through a case study on RSUD Dr. Soedono.

LITERATURE REVIEW

Definition of Impact

Impact can be defined as the changes or consequences that occur as a result of a particular policy, program, or action. According to (Thompson, 2021) defines impact not only as measurable outcomes immediately following an intervention, but also broader societal changes that may materialize over time, such as improved service delivery or increased public trust.

Impact refers to the significant changes or consequences arising from a particular policy, program, or action. In the context of public policy and organizations, evaluating impact involves observing the immediate outcomes and long-term effects on society and relevant stakeholders. In the context of the implementation of the Integrity Zone (ZI) at RSUD Dr. Soedono, impact can be

assessed from various aspects, such as improved performance, changes in work culture, and improved quality of health services to the community.

Impact Theory in the Context of Public Organizations

According to the public policy evaluation theory of (William N. Dunn, 2013), impacts can be categorized into several types:

- a. **Direct Impact:** Changes that occur directly as a result of the policy, for example increasing the efficiency of hospital services after implementing ZI.
- b. **Indirect Impact:** Changes that occur as a side effect of the policy, such as increased public trust in health services after the RSUD implemented a system of transparency and accountability.
- c. **Short-term Impact:** Changes that can be observed in a relatively short time, such as increased patient satisfaction due to improved administrative procedures at the hospital.
- d. **Long-term Impact:** Changes that are systemic and sustainable, such as a more professional work culture and integrity in the hospital environment.

Performance Theory and its Impact in Healthcare Organizations

The performance of public organizations, including hospitals, is often assessed using the Balanced Scorecard theory from (Kaplan & Norton, 2005). This theory divides organizational performance into four perspectives, which can be used to measure the impact of ZI implementation:

- a. **Financial Perspective:** The efficient use of the hospital budget and the reduction of potential budget leakage.
- b. **Customer Perspective:** Increased patient satisfaction due to improved service quality.
- c. **Internal Process Perspective:** Effectiveness and efficiency in health service procedures at the hospital.
- d. **Learning and Growth Perspective:** Increased competence of medical personnel and administrative staff through a work culture of greater integrity.

By adopting the Balanced Scorecard framework, the impact of ZI implementation in improving the performance of RSUD Dr. Soedono can be analyzed comprehensively.

Impact Logic Model

According to (McLaughlin & Jordan, 2015), the impact of a policy can be analyzed using a Logic Model, which consists of:

- a. **Inputs:** Resources used in ZI implementation, such as regulations, human resources, and infrastructure.
- b. **Process:** Implementation steps, such as employee training, service digitization, and increased supervision.
- c. **Output:** The direct results of the program, such as an increase in the number of timely services and a reduction in patient complaints.
- d. **Outcome:** Broader and sustainable changes, such as increased public trust and a more professional work culture.
- e. **Impact:** Long-term effects on the healthcare system, including improved service quality and better hospital governance.

Impact of Integrity Zone Implementation on the Performance of Dr. Soedono Hospital

Based on the theory above, the implementation of ZI can have various impacts on the performance of Dr. Soedono Hospital, among others:

a. Positive Impact

1. Increased service efficiency and reduction of bureaucratic red tape.
2. Transparency in hospital management that increases public trust.
3. A more professional work culture that is free from corrupt practices.
4. Increased patient satisfaction due to improved health care system.

b. Negative Impacts (Potential Obstacles)

1. Resistance from employees to changes in work systems.
2. Need for investment in digitization and HR training.
3. Challenges in implementing strict supervision to prevent irregularities.

Definition of Implementation

Implementation is the process of implementing policies, programs, or strategies that have been designed in order to produce the desired impact. This process involves actions taken by individuals or groups, both from the government and the private sector, which are directed at achieving the objectives set out in the policy. According to (Meter & Horn, 2019), policy implementation includes efforts to transform decisions into operational actions within a certain period of time and achieve major or minor changes in accordance with the policy. In the context of RSUD Dr. Soedono, the implementation of the Integrity Zone (ZI) includes strategic steps to create a clean, transparent, and accountable work environment to improve hospital performance.

Policy Implementation Theory

According to George C. Edward III 1980 in (Turhindayani, 2020), the success of policy implementation is influenced by four main factors:

- a. **Communication:** Clarity of information about the ZI policy to all parties involved. If communication is not effective, then understanding and implementing the policy will be hampered.
- b. **Resources:** The availability of resources, both in the form of budget, labor, technology, and infrastructure that support the successful implementation of ZI.
- c. **Disposition (Implementer Attitude):** The attitude and commitment of employees in carrying out policies, where resistance to change can be an obstacle to implementation.
- d. **Bureaucratic Structure:** The suitability of bureaucratic systems and procedures in hospital organizations to support the implementation of ZI without significant obstacles.

If these four factors work well, then the implementation of ZI at Dr. Soedono Hospital can take place effectively and produce real changes in improving hospital performance.

Mazmanian and Sabatier Implementation Model

(Sabatier & Mazmanian, 2014) developed an implementation model that emphasizes that the success of policy implementation is influenced by three main factors:

- a. **Policy Characteristics:** The complexity and clarity of the ZI policy implemented at Dr. Soedono Hospital.
- b. **Environmental Conditions:** External factors such as community support, applicable regulations, and existing organizational culture.
- c. **Implementor's Capability:** The ability of hospital management and staff to implement the policy effectively.

In the context of RSUD Dr. Soedono, ZI implementation will be more successful if the policies implemented are clear, supported by a conducive environment, and run by a competent workforce.

Stages of Implementation According to Van Meter and Van Horn

(Meter & Horn, 2019) state that implementation is a process consisting of several stages:

- a. **Policy Standards and Objectives:** Determination of the goals to be achieved through ZI implementation, such as increasing accountability and service efficiency.
- b. **Resources:** Provision of necessary resources, such as trained medical personnel and digital systems for service transparency.
- c. **Inter-Organizational Communication:** Coordination between the various parties involved, such as hospital management, medical personnel, and the community.
- d. **Executor Characteristics:** Competence and commitment of employees in implementing the ZI policy.
- e. **Social, Economic, and Political Conditions:** Support from the government and the community in creating a hospital environment free from corruption.
- f. **Implementation Response:** Evaluation of the implementation to ensure the policy goes according to plan and make improvements if needed.

These stages can be a reference in assessing the extent to which ZI has been effectively implemented at Dr. Soedono Hospital.

Implementation of Integrity Zone in Hospital Context

In the context of hospitals, the implementation of the Integrity Zone can be applied through six areas of bureaucratic reform change based on the policy of the Ministry of Administrative Reform and Bureaucratic Reform (Kemenpan-RB), namely:

- a. **Change Management:** Building a work culture that is oriented towards integrity and excellent service.
- b. **Governance:** Optimizing the use of information technology in hospital services.
- c. **HR Management Arrangement:** Improve the professionalism of health workers and administrative staff.
- d. **Strengthening Accountability:** Increase transparency and responsibility in hospital management.

- e. **Strengthening Supervision:** Ensure that there is an effective internal control mechanism to prevent irregularities.
- f. **Improving the Quality of Public Services:** Improving patient satisfaction through faster, easier, and more transparent services.

The success of ZI implementation at RSUD Dr. Soedono can be assessed from the extent to which the six areas of change can be applied consistently.

Zone of Integrity (ZI) in Bureaucratic Reform

Integrity Zone (ZI) is part of the Bureaucratic Reform strategy that aims to create a clean, transparent, and accountable work environment. According to the Regulation of the Minister of Administrative Reform and Bureaucratic Reform (Permenpan-RB) Number 10 of 2019, ZI consists of a Free from Corruption Area (WBK) and a Clean and Serving Bureaucratic Area (WBBM), which emphasizes organizational commitment in improving good governance.

ZI implementation in the public service sector, including hospitals, focuses on improving service quality, transparency in budget management, and strengthening internal control systems. Thus, the successful implementation of ZI plays an important role in improving the efficiency and effectiveness of organizational performance.

Effect of Integrity Zone on Organizational Performance

Organizational performance in the context of public agencies is often associated with service effectiveness, public satisfaction, and operational efficiency. According to the theory of organizational performance from (Richard et al., 2009), performance can be measured from three main aspects:

- a. Financial Performance - related to the efficiency of budget utilization and transparency of financial management.
- b. Operational Performance - includes the effectiveness of the service process timeliness, and improvement of service quality.
- c. Public Performance - reflects the level of public satisfaction with the services provided.

ZI implementation can have a positive impact on these three aspects through the application of good governance principles, strengthening accountability, and a work culture that is oriented towards excellent service.

Improving Hospital Performance Through the Integrity Zone

Hospitals as public health service providers have the responsibility to provide professional and quality services. Based on public service theory from (Parasuraman, 1992), there are five main dimensions in service quality, namely:

- a. **Reliability:** Consistency and accuracy in providing services.
- b. **Responsiveness:** The hospital's ability to respond quickly to patient needs.
- c. **Assurance:** Assurance of the safety and competence of health personnel in providing services.
- d. **Empathy:** Attention and concern for patient needs.
- e. **Tangibles (Physical Evidence):** Facilities and infrastructure that support services.

With the existence of ZI, RSUD Dr. Soedono is expected to be able to improve these five aspects through a more professional work system, free from corrupt practices, and oriented towards patient satisfaction.

Implementation of Integrity Zone in Hospital Context

The implementation of ZI in Dr. Soedono Hospital can be realized through several main aspects that are in line with the principles of bureaucratic reform, namely:

- a. **Change Management:** Improving work culture and employee commitment to integrity and public service.
- b. **Governance:** Developing a digitalization system to improve service efficiency and transparency.
- c. **Human Resource Management:** Improve the competence of health workers and meritocracy-based recruitment system.
- d. **Strengthening Accountability:** Improve transparency in budget management and public services.
- e. **Strengthening Supervision:** Preventing corruption, collusion and nepotism through strict monitoring mechanisms.
- f. **Improving the Quality of Public Services:** Improving health service standards and strengthening the public complaints system.

Good Governance Theory as a Framework for ZI Implementation

The Integrity Zone in Dr. Soedono Hospital can be studied through the perspective of Good Governance, which includes three main pillars:

- a. **Transparency:** Openness in the management of hospital services and finances.
- b. **Accountability:** Responsibility for every decision and action in the organization.
- c. **Public Participation:** Community involvement in monitoring and providing input on hospital services.

By applying the principles of Good Governance, the implementation of ZI at RSUD Dr. Soedono is expected to increase public trust and encourage continuous improvement in health service performance.

METHODOLOGY

Research Type

This research uses a mixed method approach with a case study method. The Quantitative approach is used to measure the impact of ZI on hospital performance with statistical data, such as patient satisfaction levels, service efficiency, and the number of complaints. While the Qualitative approach was used to dig deeper into the experiences of employees and patients towards the changes that occurred after the implementation of ZI, through interviews or case studies.

Data was collected through in-depth interviews with 20 respondents consisting of leaders, employees, and service users. Observation was conducted to directly observe the implementation of ZI in the field, while official documents such as ZI implementation reports were analyzed to strengthen the findings. Data analysis was done thematically to identify patterns, challenges and opportunities in ZI implementation. Data validation was conducted through source and method triangulation.

Research Focus

The focus of research is a limitation or scope that becomes the center of attention in a study, which aims to make the research more focused and not widen to irrelevant matters. The focus of this research includes several main aspects related to the implementation of the Integrity Zone (ZI) and its effect on hospital performance.

Research Location

The location of this research is Dr. Soedono Madiun Hospital. The selection of this location is based on the acquisition of the latest WBK Predicate within the East Java Provincial Government in 2023. Given the requirements to get the WBK / WBBM Predicate every year becomes increasingly stringent.

RESULTS AND DISCUSSION

Regional General Hospital dr. Soedono Madiun carried out the Integrity Zone Development in 2014 and succeeded in obtaining the Predicate of a Free Zone from Corruption (WBK) in 2023. The impact of the implementation of the Integrity Zone at RSUD dr. Soedono are:

1. There is a change in employee mindset towards ZI commitment which is an effort to improve services as a whole and has a real impact on both employees and the community;
2. The facilities provided are better and the service system is fast and transparent as well as the spirit of hospitality for public satisfaction. For example, public complaints about poor service will be followed up thoroughly if necessary to the patient's home to resolve the complaint. RSUD Dr. Soedono also has innovations in Fast Track TB and Vulnerable Groups;
3. Building service innovations that make RSUD dr. Soedono Madiun closer to the community, namely:
 - a. **PUTAR PANJI:** Hospitalization pick-up and drop-off of mental patients at no cost.
 - b. **WHO:** Free delivery of medication
4. There is ongoing monitoring and evaluation to ensure that the program remains on track and feedback improvements. Improvement feedback in the form of community satisfaction survey results is conducted regularly as one of the tools for service evaluation.
5. Every activity and innovation change that has been carried out is known by the community both online and offline. So that the wider community can find out the SOPs in the hospital and what innovations can be used by the community.

Another positive impact that affects the performance of RSUD dr. Soedono which is due to the services at the hospital is felt to be comfortable and more organized by the community is the increase:

Fig 1. Total Number of Outpatient Visits

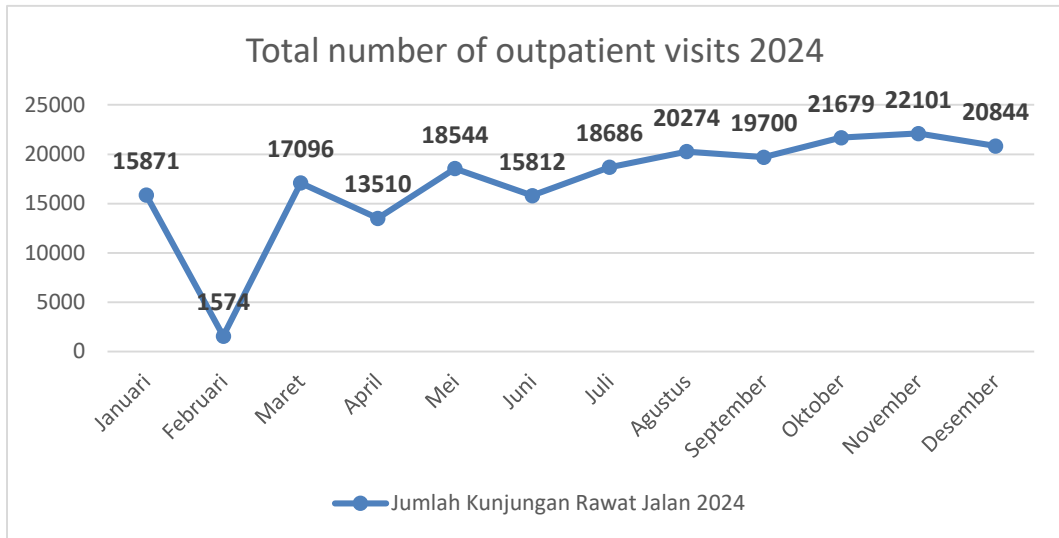


Fig 2. Community Satisfaction Index Survey Score

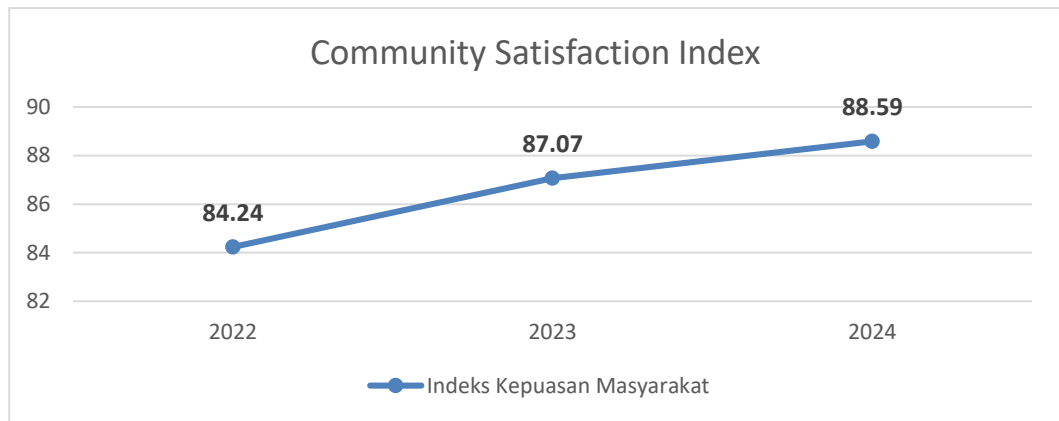


Fig 3. Google Review Rating

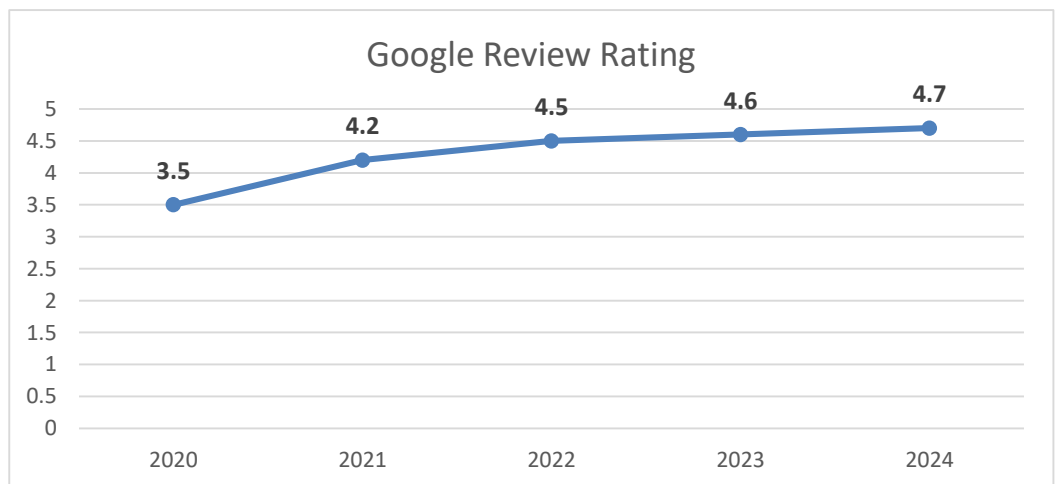
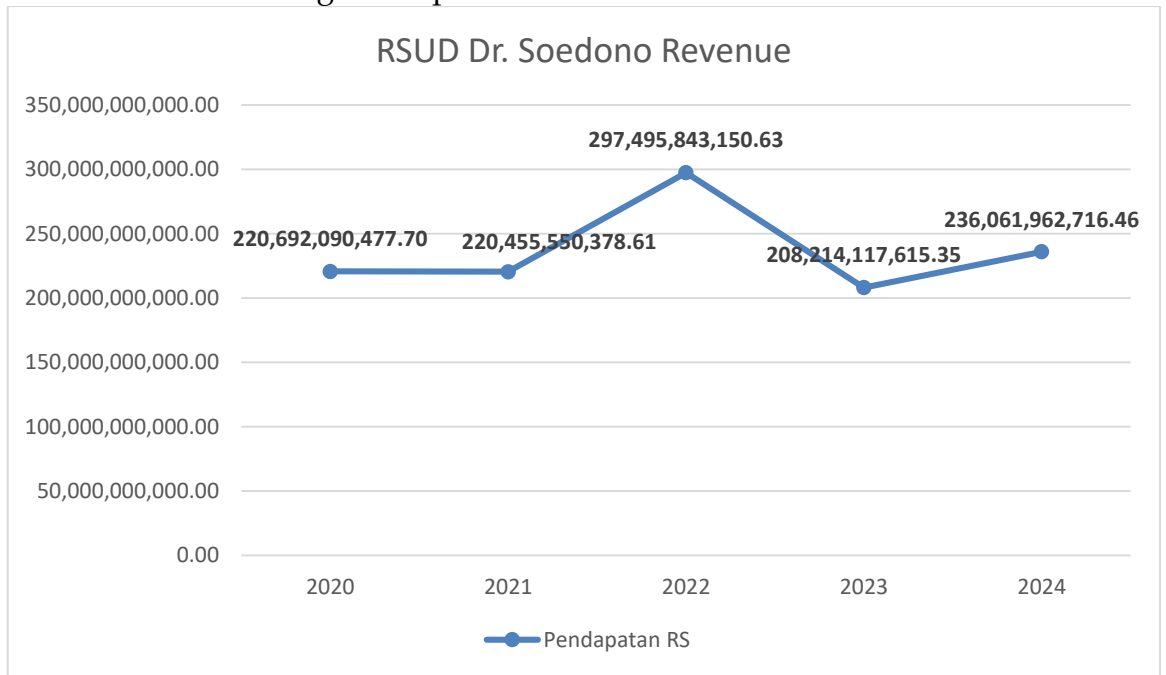


Fig 4. Hospital Revenue Realization



At RSUD dr. Soedono Madiun, there are no patient families waiting in the hospital hallways, this is because a place has been allocated for the patient's waiting family so that the hospital looks neater and cleaner.

The ZI implementation strategy of RSUD dr. Soedono which can be applied to other government institutions to improve performance and public services includes:

1. **Leadership Commitment:** Institutional leaders play a key role in driving organizational culture change and ensuring ZI implementation goes according to plan.
2. **Mindset Change:** Changing the ZI mindset becomes a comprehensive service improvement effort and has a real impact, both for employees and the community.
3. **Ease, Speed and Transparency of Service:** Providing better facilities and a fast and transparent service system and hospitality spirit for public satisfaction.
4. **Innovation:** Make service innovations that make work units closer to the community or services needed by the community.
5. **Monitoring and Evaluation:** Conduct continuous monitoring and evaluation to ensure that the programs being run stay on track and feedback improvements.
6. **Media Management:** Ensure that every activity and innovation change that has been carried out is known by the public both online and offline. Because public participation in supervision puts positive pressure on institutions to continue improving services.

However, challenges are still found, such as resistance from senior employees, budget limitations, and lack of public understanding of ZI. The case

study at RSUD dr. Soedono shows that a combination of top-down and bottom-up strategies can overcome most of these challenges.

CONCLUSION AND RECOMMENDATION

The implementation of the Integrity Zone (ZI) at Dr. Soedono Hospital has shown significant potential to improve the quality of public services and organizational performance, depending on strong leadership commitment, human resource capacity building, and effective community engagement. This study revealed that while the hospital has made significant progress, evidenced by its recognition as a WBK Predicate, challenges such as inadequate leadership support, inadequate supervision, and staff resistance to change remain barriers to fully realizing the ZI goals. To overcome these barriers, it is imperative to develop a technology-based monitoring system, provide intensive training for employees, and conduct educational campaigns to raise public awareness of the importance of ZI. These recommendations aim to foster a culture of integrity and accountability within the hospital, ultimately leading to improved service delivery and increased public trust in the institution.

FUTHER STUDY

This research still has delays, so further research is needed on the topic The Impact of Integrity Zone Implementation in Improving the Performance of RSUD Dr. Soedono in order to enhance this research and broaden the readers' understanding.

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