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# BPJS Health Bureaucracy in Providing Public Services

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**ABSTRACT**

This research discusses how the BPJS Health bureaucracy provides public services. BPJS Health which includes aspects of clarity, security, openness, fairness and timeliness. Can explain public services well. This research uses a qualitative approach. The data analysis techniques used are data reduction, data display (data presentation) and conclusion drawing/verification (summarizing). This research shows that since the implementation of the BPJS policy, people's interest in having a health card has increased significantly, especially among the lower middle class who previously had difficulty accessing health services. This shows that the BPJS policy has succeeded in increasing the accessibility and availability of health services for the Indonesian people. Bureaucracy or procedures in public services at BPJS offices using a qualitative method approach, the results of which show that bureaucracy or public service procedures at BPJS offices are generally in accordance with established regulations and are easily accessible.



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## 1. INTRODUCTION

To respond to too many public demands, the government creates a reliable instrument to meet the needs of the community which can be interpreted as bureaucracy, the goal is to ensure the smooth running of the wheels of good government. This is in line with the opinion of Peter (1984) in Endah & Vestikowati (2021) that every country must have a bureaucracy where this bureaucratic state will later prosper the community (social welfare). One form of bureaucracy produced by the government is to create a public service bureaucracy(Pollitt, 2009; Raadschelders, 2022).

Bureaucracy is often described as a convoluted process that takes a long time. Therefore, the bureaucracy is inseparable from the assumption that it is inefficient and unfair, and threatens social freedom(Masoumi, 2019). Bureaucracy is reviewed from the origin of the word or language derived from the word "Bureaucratie" from French where "Bureau" means writing desk and "Cratein" means power. In the world of government, bureaucracy can be practiced as a system or process created to ensure mechanisms and regularity in work(Knill et al., 2019; Størkersen et al., 2020).

According to Rouke (1978) in Permatasari (2020:87) Bureaucracy is an administrative system that has been structured in a clear hierarchical system, then carried out with certain rules by people who are selected because of their abilities and expertise in their fields(Kallio et al., 2020; Mubin & Roziqin, 2018). Max Weber in the same source also explained that bureaucracy should be run in a strict vertical hierarchy system and limited communication between workers(Martela, 2019; Monteiro &

Adler, 2022). Like machines that have spare parts with different functions, the bureaucratic system must be designed based on the division of labor with their respective work specifications(Bullock et al., 2022; Kelkar, 2018). Bureaucratic activities are inseparable from services, especially related to public rights(Vike, 2018).

During the time of President Jokowi, starting January 1, 2014, the Health Social Security system for the community has been implemented under the name BPJS (Social Security Administration Agency) Health. And based on information, it shows that currently more than 80 percent of Indonesian people are unable to get health insurance from institutions or companies in the field of health maintenance BPJS Kesehatan. The BPJS Kesehatan program policy that enforces a financing system from the community and from the Regional Government Budget is managed by BPJS Kesehatan, the Ministry of Health which works in collaboration with government hospitals and private hospitals. This is proof of the government's seriousness in improving health services for the community. The right to health services is a basic thing that is a right for every citizen. It is reflected in the 1945 Constitution article 28 H paragraph (1) which states the right to obtain health services. So the most important thing in the process of fulfilling the right to health services should be planned and regulated as well as possible so that it can really be felt by all groups of society.

However, the reality is that this policy in its implementation has not been optimal. There are several things that underlie public services that are achieved according to the opinion of Zeithamal (1990) in (Hardiyansyah, 2011; Hill & Hupe, 2021; Rosenbloom et al., 2022) Namely the tangible dimension (tangible), reliability dimension (reabilyty), responsiveness dimension (responsiviness), assurance dimension (assurance), emphaty dimension (emphaty)(Setiono & Hidayat, 2022; Susanto, 2023). And if one of these dimensions does not meet the public service bureaucracy, it can be ensured that the service is difficult to carry out properly(Eneanya, 2018; Grönroos, 2019; Sønderskov & Rønning, 2021). Then it is also mentioned by Sahhar et al., (2023) In his research, the company in satisfying customers has approximately 5 (five) supporting dimensions, including urgent patchwork, restoring, activating and stimulating desire, bolstering and safeguarding appreciation. Based on this research, it is continued that good service will provide a good experience also for customers and one of the realization of this experience must be equipped with new technology(Barbu et al., 2021; Hoyer et al., 2020; Yu & Sangiorgi, 2018).

One of the government's good breakthroughs in public services, especially health services, is the establishment of a health service provider institution called BPJS Kesehatan(Syah et al., 2019). The bureaucracy of services at the BPJS Kesehatan office is still not as expected. There are still many complaints and complaints from BPJS Kesehatan participants, including the BPJS card management service, which is not satisfactory, the provision of different services, the administrative system is not organized, the lack of personnel who serve the community, so that the queue is very long and takes hours. This illustrates that the public service bureaucracy is still unprofessional. Based on the results of the study Solechan (2019) stated that how to improve the quality of public services consists of 2 (two) things, namely improving the public service system and improving the performance of the service(Grönroos, 2019). The improvement reaction in question is to make improvements to the service mechanism or how to access the service, then in terms of improving service performance, the bureaucracy is able to implement service rewards and punishments(Rasul et al., 2018). With the success of these 2 (two) things, it will directly provide good service to the public and the effect will cause a sense of satisfaction with the public.

While in Decree of the Minister of State Apparatus Empowerment No. 63 (2003) emphasizes that Government Agencies as a collective designation which includes Work Units/organizational units of Ministries, Departments, Non-Departmental Government Institutions, Secretariat of the State Supreme and High Institutions, and other Government Agencies, both central and regional including State-Owned Enterprises, Regional-Owned Enterprises, become public service providers. Meanwhile, users of public service services are people, communities, government agencies and legal entities that receive services from government agencies.

Ratminto (2005) stated in Irawan & Laksono (2019) the meaning of public service is that public service is all forms of service services, both in the form of public goods and public services which in principle are the responsibility and implemented by central government agencies, regions, and within State-Owned Enterprises or Regional-Owned Enterprises, in the context of efforts to meet the needs of the community and in the context of implementing provisions Related Laws and Regulations.

Based on the results of previous research , Putra et al., (2021) said that a good bureaucracy not only provides listed or structured needs to service recipients, but various other needs can also be demands for the success of public services. These needs include convenience, innovation and fast access, and one of the courage of the Social Security Administration Agency (BPJS) Kesehatan to provide 3 (three) things is to create information and communication technology, namely Mobile JKN so that services to BPJS participants become more effective. Then continued by Wibowo & Kertati (2022) in their research that the implementation of a good bureaucracy has a big impact on improving organizational performance, one of the implementation of the bureaucracy is to create good public service products so that the community as users can feel served and produce their own satisfaction, then the bureaucracy will live if its existence can adjust to the development of interrelated realities to public needs.

The two findings above are interrelated that the bureaucracy will not be silent about any situation or always improve what it has to improve the good quality of the public, where later the people who are the target or target of services will feel served by the service indicators available in the organization. Of course, the ugliness of public services cannot be separated from the bureaucracy itself, and this ugliness is a reference for bureaucratic reform.

Public services in the health sector are the function of the government in carrying out and providing basic rights that are understood by all components of society as the right to be able to enjoy a dignified life and rights recognized in laws and regulations, in its role the government as a public service provider must be professional in carrying out its service activities, not only running just like that but it is required to be based on principles Good Governance.

Widiastuti (2017) mentioned several reasons for the poor public services provided by BPJS Kesehatan to the public, namely the lack of implementing public service standards to the target targets. Where the public service standards that deteriorate BPJS Kesehatan services include; 1) There are many service flows that must be taken or tiered referrals, 2) The health center is the first health service center for patients, so the problem is the limited service time because the health center is closed on weekdays and Sundays, 3) BPJS Kesehatan participants cannot access other health centers even if there is a collaboration with BPJS Kesehatan, 4) BPJS Kesehatan participants can only access hospital services that have collaborated with BPJS Kesehatan, 5) Hospitals that collaborate with BPJS Kesehatan do not provide comfortable rooms to patients or it is difficult to get an inpatient room, 6) The queue is too long, 7) The limited drugs given to patients so that patients take out the contents of their own pockets to bear it.

Based on the results of the above research which gives an overview of the poor public service, there are also several principles that support the implementation of a comprehensive service to the community, including clarity and certainty, security, openness, efficiency, economy, justice and timeliness. Therefore, this study is a novelty of the previous research where the purpose of this study is to describe how the Bureaucracy of the Health Social Security Administration Agency (BPJS) in implementing Public Services.

## 2. RESEARCH METHOD

The methods used in problem solving include research using qualitative methods. The qualitative method is a method that focuses on in-depth observation. Therefore, the use of qualitative methods in research can produce a more comprehensive study of a phenomenon.

The qualitative methods used include the ethnographic method which is an in-depth study of behavior that occurs naturally in a culture or a certain social group. Then the technique in data collection is in the form of documents that are based on written documents to be analyzed and

interpreted. The documents in question are in the form of textbooks, newspapers, magazines, Journal articles, and the like. As well as the natural observation method which is a type of qualitative research by making thorough observations on certain objects without changing them in the slightest. Natural observation aims to observe and understand human behavior in different situations.
Meanwhile, the results of the collected data need to be re-analyzed with the aim that the data really provides real information. As stated by Miles and Huberman (1984) in Abdussamad (2021:160), the purpose of data analysis is to explore the deep meaning and understand the context, process, and meaning of the phenomenon carefully. The data analysis techniques used are in the form of Data reduction, Data display and Conclusion Drawing/Verification

## 3. RESULTS AND DISCUSSIONS

### Characteristics Responden

In this study, there were 50 informants, they consisted of 30 general public people who were in the hospital in an effort to get health services, and 20 people with employee status. both private and civil servants who are not getting health services The results of the interviews include:

1) The age of respondents is in the range of 25 to more than 50 years. Based on the results of the interview, it is known that the most age is in the range of 41 to 50 years old (53.3%) with the age of 30-40 years (33.3%);
2) Respondents' education in the age community varies from junior high school to college and the largest is high school education (66.6%), while the most interviewed employees/employees respondents are university students (46.66%) and high school (40%)

### BPJS Kesehatan public service mechanism

### Clarity and Certainty

This clarity and certainty is the principle of public service that underlies the realization of good service. The relationship to public services is to ensure that everyone who is a BPJS Kesehatan participant gets quality health services. Therefore, one of the evidences that is clear about the bureaucracy of BPJS Kesehatan services to participants is to provide service guarantees to participants if the participant's obligations are fulfilled, there is a tiered liability if there are complaints about services that are not in accordance with the public's wishes and can access health services without discrimination. As explained by Yuliono & Ngumar (2019), clarity needs to be applied in order to be accountable.

### Security

In the process of public services, security is very necessary, both from outside security and in the service. Based on the Decree of the Minister of State for the Empowerment of the State Apparatus Number 81 of 1993 concerning Guidelines for the Administration of Public Services, it states that security in public services is a process that provides security and comfort both physically and non-physically to the public. And security in another sense is to guarantee the service provider unit or the facilities used, so that the community still feels calm to get services even though there are risks resulting from the implementation of these services. This means that BPJS Kesehatan provides and guarantees the security of membership data so that it is not misused by other parties through NIK registration, so that membership data cannot be manipulated and misused.

### Openness

BPJS Kesehatan from the respondent's answers provided several information that may be used by participants, including; starting from service schedules, information on new registration requirements, and information on health centers or hospitals that collaborate with BPJS Kesehatan. This form of transparency is the right of the public to obtain information and part of the supervision of the performance of the government bureaucracy. This is the same as the opinion of Sinambela (2010) in Sany (2018) that the service bureaucracy needs to implement transparency, so that it is easily accessible to all elements of society in need.

**Justice**

Based on the results of the interview, we received a response from the informant that the equitable distribution in the service process using BPJS Kesehatan has been evenly distributed where, inpatient services at the hospital always provide room for patients who do not share an inpatient room. And there have been no discriminatory actions felt by the participants. From the results of the analysis of the participants' answers, the fairness felt by the participants has been applied, starting from the ease of accessing the BPJS Kesehatan card, even the fulfillment of participants' rights if there is a type that disqualifies participants from services.

**On time**

The timeliness of the implementation of health services needs to be monitored, because many bureaucratic services ignore service time. From the results of interviews with informants, the time used in the implementation of BPJS Kesehatan health services has been effective, because of several innovations provided by BPJS Kesehatan, the application provided has provided early queue taking to participants who want to be served. So that the waiting time for participants will also be cut, in other words, people who have interests outside can do it without having anxiety because of the queue that is overdue. This is in accordance with Rahmawati's (2018) answer in S et al., (2023) that the reliability of health service workers, in this case the health center as the spearhead of BPJS Kesehatan services, must provide timely action and information that is easy for patients to understand, so that the impact can be realized in public services properly.

**BPJS Kesehatan Provisions**

The general provisions that apply to prospective BPJS participants are participants, namely everyone, including foreigners who have worked for at least 6 (six) months in Indonesia, who have paid contributions.

1) Furthermore, benefits are social security benefits that are the rights of participants and their family members. Each participant is entitled to obtain comprehensive Health Insurance consisting of: First Level Outpatient (RJTP) and First Level Inpatient (RITP); Advanced referral health services, namely Advanced Outpatient (RJTL) and Advanced Level Inpatient (RITL); Childbirth services; Emergency services, ambulance services for referral patients with certain conditions between health facilities; as well as the provision of special compensation for participants in areas where there are no eligible health facilities.
2) The next provision is the guarantee benefits provided to participants in the form of comprehensive health services based on medical needs in accordance with medical service standards and health facilities (Faskes) are health facilities used in organizing individual health service efforts, both promotive, preventive, curative and rehabilitative carried out by the Government, Regional Governments and/or the Community;

**BPJS card management requirements**

1) Covering management procedures, the management of BPJS cards has been socialized to the community with the aim of making it easier for the community when they will become members, the requirements for managing BPJS documents to get a BPJS card, the community must meet several requirements.
2) The documents required are; Identity Card (KTP), Family Card (KK), NPWP Card (for Employees) and 3x4 Size Photo;

Based on the results of interviews and observations, it is known that since the rollout of the BPJS policy in Indonesia, it has shown great interest for the general public who have not been able to have a health card. Although previously there was a free health card given to poor families and financed by the local government. However, most of the lower middle class people have not had access to the BPJS card because so far there is not enough place to work or knowledge. For example, private employees in companies or small traders who cannot access the poor family card because they have a job. This group takes care of BPJS which is independent or pays for itself the most.

## 4. CONCLUSION

The bureaucracy or public service procedures at the BPJS office are in accordance with the established regulations, and are easily accessible both in writing and through TV media. The community's response to the bureaucracy can be concluded based on the following variables: the procedure is easily accessible to the public and it is not difficult to fill out the registration form, the length of service management has also been considered quite good because the waiting period after entering the queue is about a maximum of 1 week and a minimum of 4 working days, the length of the queue is considered quite long because generally people come earlier before the canto opens. The length of the queue is also caused because there are people who do not complete the format filling so that the counter staff must take the time to provide an explanation which results in the delay in the queue of other participants and the comfort of the environment is considered good because the facilities of the seating room, comfort with good air conditioning and toilet facilities support the calmness of the community waiting for the queue which is considered to be quite long.

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