

# Transformation of Indonesia's National Health System: A Literature Review on Policy Development and Implementation

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## Abstract

The national health system plays a crucial role in ensuring equitable, high-quality, and sustainable healthcare access for all citizens. The reform of Indonesia's health system continues to evolve, particularly with the introduction of the new Health Law and the optimization of the National Health Insurance (JKN) program. Major challenges include disparities in healthcare access, inefficiencies in the referral system, and the need for a stronger focus on promotive and preventive aspects in primary healthcare services. This study employs a qualitative method using policy analysis and literature review approaches. Data sources include policy documents, research reports, and scholarly publications discussing the transformation of the national health system. The analysis examines the effectiveness of implemented policies, challenges in execution, and the potential for strengthening the health system through digitalization and service innovation. Findings indicate that the digitalization of healthcare services, such as the implementation of electronic medical records and technology-based referral systems, has improved efficiency and accessibility. However, challenges remain in system integration, digital infrastructure gaps, and the readiness of healthcare professionals. Additionally, while promotive and preventive approaches are gaining greater attention in reducing the morbidity of non-communicable diseases, implementation at the primary healthcare level remains suboptimal. This study concludes that the success of the national health system depends on the synergy between policy, technology, and the capacity-building of healthcare professionals. Effective digital system integration and the strengthening of promotive and preventive primary healthcare services are key to achieving a more inclusive, efficient, and sustainable health system.

**Keywords:** National Health System; JKN; Health Transformation; Digitalization; Promotive-Preventive

## INTRODUCTION

The national health system plays a fundamental role in ensuring that all Indonesian citizens have access to quality healthcare services. One of the key initiatives supporting equitable healthcare access is the implementation of the National Health Insurance (JKN) program, managed by the Social Security Administering Body for Health (BPJS Kesehatan). This program aims to expand healthcare coverage and improve the overall health status of the population. Furthermore, JKN encourages healthcare facilities to continuously enhance their service quality (Lubis et al., 2023).

Through this insurance system, all societal groups, including informal sector workers, are expected to receive equal and inclusive healthcare services. However, JKN implementation still faces various challenges, particularly in the distribution of medical personnel and the availability of healthcare infrastructure across different regions, especially in rural areas (Syarifah et al., 2024). These disparities in healthcare access contribute to gaps in achieving Universal Health Coverage (UHC). Additionally, the limited public understanding of JKN's benefits and procedures remains a challenge in optimizing the existing healthcare system (Priambudi et al., 2022).

To address these challenges, the government plays a strategic role in evaluating and developing policies that enhance the effectiveness of the national health system. Several studies suggest the need for improved healthcare infrastructure, increased capacity of medical personnel, and stronger collaboration between the government and society in supporting health policies (Darsono, 2024). Consequently, transforming the national health system has become an urgent necessity to accelerate the provision of quality healthcare services across Indonesia.

Despite numerous policies designed to improve the national health system, several issues persist, particularly in financing, access, and service quality. One of the primary challenges is budget

constraints, which must be balanced against the growing demand for healthcare services (Redjeki, 2020). Additionally, public awareness of the importance of health protection through JKN remains suboptimal, leading to underutilization of government-funded healthcare services (Solechan, 2019).

Beyond financial challenges, disparities in healthcare access pose a significant problem. Geographic and economic inequalities result in limited facilities and healthcare professionals in remote areas (Putra & Hasana, 2020). This inequality prevents many rural communities from receiving the same healthcare services available in urban areas. Therefore, comprehensive policies are needed to ensure that all individuals, regardless of social and economic background, have equal access to quality healthcare services.

Service quality is another critical issue that requires further attention. Several studies indicate that many healthcare facilities, particularly Community Health Centers (Puskesmas), still face challenges in providing optimal services, whether in terms of infrastructure, human resources, or the quality of care delivered (Hartati et al., 2024). Thus, improving healthcare service standards through accreditation and compliance with minimum service requirements is essential to ensure a more effective national health system that meets public needs (Sugiarto & Budiarsih, 2023).

The transformation of the national health system is a strategic step necessary to enhance the effectiveness and efficiency of healthcare services. This reform is expected to address existing challenges while adapting the system to the evolving healthcare needs of the population. One key aspect of this transformation is the adoption of health information technology, such as the implementation of electronic medical records, which has been proven to improve healthcare efficiency and accuracy (Darsono, 2024). The integration of technology into the health system allows for faster administrative processes and easier access to medical information for both healthcare professionals and patients.

In addition to technology, reforms in healthcare financing systems are also crucial. A data-driven approach to health budget management can enhance resource allocation efficiency and minimize waste (Budaya et al., 2023). Moreover, transparency and accountability in the national health system must be strengthened, with greater public participation in health policy decision-making to create a more responsive and participatory system (Redjeki, 2020).

Furthermore, the transformation of the national health system must not only focus on technical and administrative aspects but also consider social and cultural factors that influence healthcare access patterns within communities. A more inclusive approach that respects local wisdom and social conditions should be integrated into health policy planning and implementation. Encouraging active public involvement in maintaining their own health will contribute to the development of a more sustainable, responsive, and adaptive national health system (Purwadianto et al., 2019).

Overall, a well-planned and structured transformation of the national health system will accelerate the expansion of healthcare access, enhance service quality, and establish a more efficient and competitive healthcare system in addressing global health challenges.

## **RESEARCH METHOD**

This study employs a Systematic Literature Review (SLR) approach to analyze the development of policies and the implementation of the national health system in Indonesia. This method is chosen as it enables the identification, evaluation, and synthesis of various relevant sources of information to obtain a comprehensive understanding of health system transformation.

The data sources for this study come from various credible scientific publications, including academic journals, reference books, health policy reports, and official documents published by the government and related health organizations. The literature selection process is conducted systematically by considering relevance, credibility, and publication year to ensure that the analyzed information is up-to-date and accountable.

The analytical approach used includes policy analysis and health program implementation evaluation, aiming to assess the effectiveness of existing regulations and identify challenges and opportunities in implementing health policies in Indonesia. The analysis is conducted by comparing various findings from the reviewed literature to obtain an in-depth synthesis of the direction of national health system transformation.

## **RESULTS AND DISCUSSION**

### **Development of National Health System Policies**

Health policies in Indonesia have undergone significant developments since the enactment of the Health Law No. 36 of 2009. This law serves as the foundation for the development of a national health system oriented towards equitable access to healthcare services for all citizens without discrimination. Additionally, this regulation establishes fundamental principles in the health sector, including accountability and public participation in the policymaking process (Basalamah et al., 2022). Through this regulation, the government seeks to create a more effective health system to enhance public welfare and support the achievement of optimal health status.

Health policy transformation became more evident with the launch of the National Health Insurance (JKN) program in 2014, a strategic step towards achieving Universal Health Coverage (UHC). JKN aims to expand the coverage of more inclusive healthcare services, particularly for underprivileged groups (Zebua et al., 2024). This program not only provides financial protection for participants but also establishes quality service standards and accreditation systems for healthcare facilities to ensure better and more efficient healthcare services (Primasa & Kosasih, 2024). Thus, JKN functions not only as a health insurance scheme but also as an instrument for health policy reform in Indonesia.

Furthermore, Presidential Regulation No. 72 of 2012 on the National Health System provides a more comprehensive legal framework for integrating various health policies in Indonesia. This regulation outlines the vision and mission of national health system development, including strategies for health resource development, preventive and curative measures for disease control, and research and innovation in the health sector (Syahadah et al., 2024). The implementation of these policies requires synergy between the central and regional governments and the involvement of various stakeholders to ensure the success of health system reform.

National health policies have had a significant impact on increasing access to and the quality of healthcare services for the public. The implementation of JKN, for instance, has contributed to the expansion of primary and secondary healthcare coverage in various regions, including areas previously with limited access to healthcare facilities (Prasetiyo & Safuan, 2022). With the ease of access provided, communities in remote areas now have greater opportunities to obtain adequate healthcare services, ultimately improving the overall population's health status (Megatsari et al., 2019).

However, the implementation of health policies in Indonesia still faces challenges, particularly in disparities in service quality across regions. Although JKN has expanded access to healthcare facilities, there remain disparities in the readiness of healthcare services, particularly in rural areas. These challenges include limited infrastructure, a shortage of healthcare professionals, and unequal resource allocation (Hariyoko et al., 2021; Salesika et al., 2021). Studies indicate that the quality of services in some healthcare facilities still does not meet established standards, as evidenced by long patient waiting times, inadequate attention from medical personnel, and limited available medical equipment, affecting public perception of the effectiveness of the national health system (Zebua et al., 2024).

To address these issues, healthcare service accreditation policies have been implemented and continue to be developed. The implementation of accreditation standards has proven to positively

impact service quality improvement and patient safety in hospitals and other healthcare facilities (Primasa & Kosasih, 2024). Accredited healthcare institutions show improvements in patient satisfaction and a reduction in adverse medical incidents. Thus, although challenges in equitable access remain a pressing issue, service quality improvement can be achieved through continuous reform policies, including strengthening the accreditation system. Consequently, public trust in the national health system can increase, ultimately supporting the achievement of more inclusive and sustainable health development goals (Syahadah et al., 2024).

### **Implementation of Policies in Health System Transformation**

The transformation of the health system in Indonesia continues to evolve with the adoption of healthcare digitalization. The concepts of e-health and telemedicine have become innovative solutions to improve the efficiency of healthcare service delivery. The implementation of digital-based management information systems, such as electronic medical records and online registration, has enabled clinics and hospitals to enhance productivity and service quality. Studies show that the utilization of digital technology contributes to increased operational efficiency and patient satisfaction, particularly through reduced waiting times and improved data accuracy (Daylami et al., 2024). Furthermore, during the COVID-19 pandemic, telemedicine services became a crucial instrument in maintaining healthcare service continuity, especially for patients who needed to avoid direct visits to medical facilities (Anggoro & Wahyuni, 2021).

In addition to digitalization, strengthening primary healthcare services and referral systems is also a crucial aspect of health system transformation. Community health centers (Puskesmas), as the frontline of healthcare services, need to enhance their capacity to handle various cases with improved service standards. Collaboration between primary healthcare facilities and referral systems at higher levels plays a role in improving referral efficiency and reducing the burden on referral hospitals (Naurah et al., 2024). However, the main challenges in implementing this policy are disparities in access and the skill levels of healthcare professionals in utilizing information technology (Sukmana et al., 2023). Therefore, training for medical personnel and increasing public awareness regarding proper referral procedures are strategic steps that need to be strengthened.

In the context of National Health Insurance (JKN), the role of BPJS Health is crucial in overcoming access barriers to healthcare services. Various innovations have been implemented, including the use of mobile applications and digital platforms to facilitate information and services for JKN participants. However, challenges remain, such as low digital literacy among participants, especially in rural areas (Kurniawati & Rachmayanti, 2018). Evaluations of the BPJS digital system indicate that public awareness of the benefits of the JKN mobile application remains limited, despite the significant potential of digitalization to reduce queues and improve service efficiency (Prasetyo & Safuan, 2022). Therefore, further education is needed to enable participants to optimally utilize this technology.

Moreover, a promotive and preventive approach in health policy is also a priority in reducing the burden of non-communicable diseases in Indonesia. Health education programs, vaccinations, and routine health screenings must be continuously strengthened to increase public awareness of the importance of prevention efforts (Budiyanti & Herlambang, 2021). To support the effectiveness of this policy, the government needs to integrate more comprehensive strategies, including cross-sectoral efforts to address health risk factors, such as the increasing prevalence of unhealthy lifestyles in society (Sesilia, 2020). Community-based approaches can also serve as an effective strategy in fostering a sustainable healthy lifestyle culture.

In implementing these various policies, protecting patient rights and privacy in digital health systems is an issue that needs attention. Ethical aspects of telemedicine and e-health services must be

clearly regulated to ensure public trust in digital health services (Naurah et al., 2024; Budiyantri & Herlambang, 2021). Therefore, comprehensive regulations are required to ensure that digitalization in the health system operates securely, effectively, and sustainably. By understanding the existing challenges and opportunities, Indonesia's health system transformation can be optimized to provide broader benefits for the entire population.

### **Challenges and Opportunities in the Transformation of the National Health System**

The transformation of the national health system faces various challenges, one of which relates to financing and the distribution of health resources. These constraints are generally due to uneven budget allocation and limited resources, both in terms of financial aspects and medical personnel. Currently, approximately 14% of the total government budget is allocated to the health sector. However, this amount is still considered insufficient to meet the needs of the entire population, especially in remote areas. The National Health Insurance (JKN) program, which has been implemented, still faces financing challenges, particularly in reaching people with low economic status (Soewondo et al., 2021). Research indicates that capital constraints and slow fund disbursement processes are the main obstacles to meeting health service needs in underserved areas (Widiyanto et al., 2018).

Apart from financing, disparities in access to healthcare services between urban and rural areas pose significant challenges in transforming the national health system. In many rural areas, the shortage of medical personnel remains a primary issue, with significantly fewer healthcare workers than in urban areas. This affects disparities in access to quality healthcare services. Studies have shown that the high incidence of diseases in rural areas is not balanced with adequate healthcare facilities (Sinaga, 2022). The uneven distribution of medical personnel contributes to high morbidity and mortality rates in various regions with limited access to healthcare services (Syhadah et al., 2024).

Additionally, the complexity of regulations and bureaucracy in policy implementation is another barrier to transforming the national health system. Challenges such as data inaccuracies, slow decision-making processes, and lack of integration between health institutions often hinder the effectiveness of responses to various health issues (Syhadah et al., 2024). The lack of public understanding and involvement in the policy formulation process also leads to policies that do not adequately address community needs (Nisa et al., 2022). Therefore, improvements in regulatory and bureaucratic mechanisms are needed to be more inclusive and transparent, ensuring more effective policy implementation (Syhadah et al., 2024).

On the other hand, despite various challenges, opportunities to improve the national health system remain open through technological innovations and community-based approaches. The digitalization of healthcare services can play a role in facilitating access to information and improving healthcare service efficiency. The use of telemedicine and electronic medical records can expand healthcare access while reducing patient waiting times for treatment. Other innovations, such as mobile health applications, can assist individuals in obtaining health information and reminding them of consultation and treatment schedules, ultimately enhancing adherence to medical care (Anggoro & Wahyuni, 2021; Putri, 2022).

Beyond technological innovations, community-based approaches have the potential to increase public participation in maintaining health. Health education programs and the strengthening of local health cadres can encourage active community participation in promotive and preventive efforts against various diseases (Amalia et al., 2023). By empowering communities and raising awareness of the importance of health, behavioral changes toward a healthier lifestyle at both individual and community levels are expected (Nurmandhani & Prasetyo, 2019). Leveraging these opportunities allows all community members to contribute to supporting the transformation of the health system so that services can be better tailored to local needs (Sarjito, 2023).

## CONCLUSION

The transformation of Indonesia's national health system has made progress through policies such as the National Health Insurance (JKN) and the digitalization of healthcare services. However, challenges such as disparities in healthcare services between urban and rural areas, limited financing, and bureaucratic obstacles still hinder policy effectiveness. Digitalization, including telemedicine and electronic medical records, has significant potential to improve efficiency, but its implementation still faces challenges such as digital literacy and infrastructure limitations. Therefore, sustainable strategies are necessary to optimize and ensure equitable transformation for all communities.

## RECOMMENDATIONS

1. Strengthening Regulations: Enhance accreditation standards for healthcare facilities, improve financial transparency, and enforce rules against maladministration.
2. Optimizing Digitalization: Expand digital infrastructure, provide training for healthcare workers and the public, and develop accessible health applications.
3. Enhancing Healthcare Workforce Capacity: Increase continuous training and redistribute medical personnel to underserved areas.
4. Active Community Participation: Raise awareness and public involvement in health maintenance through educational programs and feedback mechanisms on healthcare services.

With the implementation of these policies, the national health system is expected to become more inclusive, efficient, and responsive to the needs of the population.

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