

Policy Analysis of Used Capital Fund of National Health Insurance (JKN) To Increase Employee Performance on Primary Healthcare (FKTP) Puskesmas in Pacitan

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| ARTICLE INFO | ABSTRACT |
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| Published Online: 01 January 2021 | Under the ministerial regulation no 21/2016 the payment of JKN service to the FKTP used capitation payment system. The payment given to the primary care is in the form of health service payment (minimum 60%). The allocation is based on types of workforce (profession, administrative tasks, person in charge of programs, and years of service) and attendance. This study investigates the possibility of adding employee performance as a variable in giving health service point for employees at FKTP Puskesmas. This study is a qualitative study in nature using case study design. The data were collected through in-depth interviews, focus group discussion, and triangulation. Incentive payment increases the employee performance at work. The amount of incentives should line up with the employees performances. Incentives will not be effective if they are fixed and do not count the employees performances. In the ministerial regulation no 21/2016, healthcare service is not included as a variable in employee performance evaluation. The head of FKTP Puskesmas can use the results of employee performance evaluation to determine the amount of incentives received. One of the ways to improve employee performance is through reward and punishment system. Employee performance in Puskesmas can be increased by adding work performance evaluation as a variable capitation payment of BPJS Kesehatan to Puskesmas based on ministerial regulation (Permenkes) no 21/ 2016. |
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| KEYWORDS: National Health Insurance (JKN), capitation payment, primary health care, healthcare service, employee performance | |

I. INTRODUCTION

Indonesia has implemented National Health Service system since January 1st 2014 and it is hoped to reach Universal Health Coverage in 2019. This system will obligate all citizens to be registered BPJS Kesehatan (Social Insurance Administration Organization) to receive free healthcare services in all healthcare facilities. The primary facility visited by citizens is called Primary Health Care (FKTP). It is divided into two; Health Community Center (Puskesmas) and private health center.

The payment system adopted by BPJS Kesehatan to Puskesmas is called capitation system. Through this system, the government pays fixed amount of money to Puskesmas based on the number of participants listed. It means that the number of procedures done by Puskesmas will not affect the amount of payment paid by BPJS to Puskesmas.

The payment distribution from BPJS to Puskesmas is based on ministerial regulation (Permenkes) which includes

the distribution of capitation funds for services and operational costs in Puskesmas. This Permenkes regulates the provision of capitation funds to Puskesmas in the form of payment for health services that must be at least 60% of the total funds provided by BPJS and the rest is for health service operational costs (1)

Health service allocation are given for both medical and non-medical staffs in Puskesmas who meet the criteria. The payment variables are based on type of works/ position and attendance. The types of workforce include profession, concurrent administrative tasks, person in charge of programs, and years of service (1). This system does not add points for employees who excel (reward) and deduct points for employees who make mistakes (punishment).

A study conducted by Judge (2010) stated that there is a positive correlation between payment and job satisfaction (2). Based on Herzberg's theory of organizational factors to motivation, a doctor needs something to increase motivation

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and work performance. Herberg stated that motivation factor is divided into 2 categories namely satisfaction and dissatisfaction. Motivation factors are directly related to the doctor performance like achievement, work completion, self-development, and responsibility (3).

A number of studies showed that giving reward and punishment significantly increases the employee’s motivation and performance at work. There is a significant correlation between reward and motivation of the nurse performance (4). Furthermore, a study conducted at private hospital in Jordania revealed that there is a significant correlation between work motivation and work service improvement (5)

The previous study found deficiencies in the regulation of Permenkes 21/ 2016 so that it needs to be considered for a thorough revision (6). It is because there is a different interpretation from the head of puskesmas in determining authorized additional points. Additional point for each variable is also need to be evaluated to improve quality services.

Based on the cited studies, the researcher is interested in analyzing the possibility of adding employee performance as a variable in giving health service point for employees at Puskesmas. This study is expected to benefit the development of Puskesmas management especially for the utilization of JKN capitation fund.

II. METHODS

This used qualitative research with case study design to obtain detail information about the policy on the use of capitation funds in Puskesmas. The data were obtained through in-depth interviews and triangulation. The validity was ensured by observation and literature review. Interviews were conducted with informants who understand the problems well. They are the head of Puskesmas and health workers. The number of informants is according to the necessity and purposes. The interviews were conducted in a semi-structured manner by using interview guidelines. Documentation is also used as written and supportive data.

III. FINDING AND DISCUSSION

The research respondents were 6 people who receive JKN funds at Puskesmas Bandar and Nawangan. They speak up about the focuses of this study which are the big picture of health service payment of JKN funds, the impact of JKN fund to the employee performance, and fund formula of distribution.

Based on the employee status, these research respondents consist of 3 civil servants (PNS) at Puskesmas Bandar, 2 civil servants and 1 non-permanent employee (PTT) at Puskesmas Nawangan. The data is showed in Figure 1:

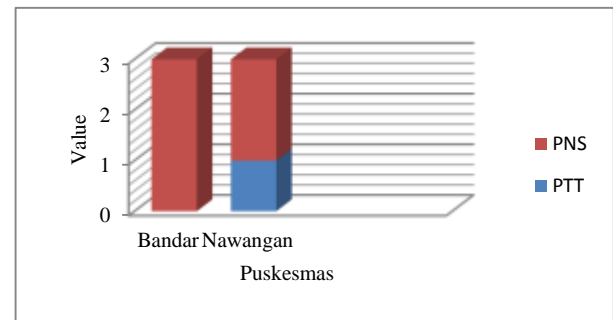


Figure 1. Research Respondents Based on The Employee Status

Based on the employee position, Puskesmas Bandar consist of head of puskesmas, head of administration, and nurse. Puskesmas Nawangan consist of head of puskesmas, nurse, and non-permanent doctor.

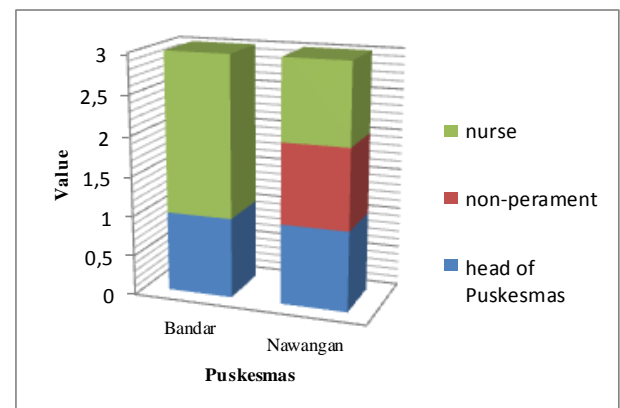


Figure 2. Research Respondents based on The Employee Position

Citing data from Word Frequency Query software QSR NVivo, the word “employee” is the most frequently used in the software. The percentage is 2.03% from the total. It followed by the words “performance” and “puskesmas” with 1.43% and 1.23% respectively. The following table shows 10 most frequently used words in interviews and FGD.

Table 1. Word Cloud of 10 most frequently used words in the research

| No | Words | Length | Total | Percentage (%) |
|----|-----------------------|--------|-------|----------------|
| 1 | Pegawai (Employee) | 7 | 54 | 2.03 |
| 2 | Kinerja (Performance) | 7 | 38 | 1.43 |
| 3 | Puskesmas (FKTP) | 9 | 34 | 1.28 |
| 4 | Pelayanan (Service) | 9 | 33 | 1.24 |
| 5 | Insentif (Incentives) | 8 | 30 | 1.13 |
| 6 | Layanan (Service) | 7 | 23 | 0.86 |

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|----|-----------------------|----|----|------|
| 7 | Motivasi (Motivation) | 8 | 22 | 0.83 |
| 8 | Pembayaran (Payment) | 10 | 22 | 0.83 |
| 9 | Pemberian (Gift) | 9 | 20 | 0.75 |
| 10 | Bekerja (Work) | 7 | 17 | 0.64 |

Payment capitation of JKN/BPJS health c funds is given to puskesmas in accordance with Ministerial Regulation number 21/ 2016, 60% for services and 40% for operational cost. Payments are made at the end of each month to all employees/staff in their personal account. Payments are given to employees with the status of civil servant (PNS), non-permanent employee (PTT), and healthy Nusantara (NS). The amount is based on attendance, education, and the responsibility in a program (1)

- “Payments of BPJS Kesehatan capitation funds have been carried out in accordance with the applicable regulation which is Ministerial Regulation...”
- “The distribution of service funds to the employees is based on education, years of service, program responsibility, and attendance.”
- “Service payments... Ministerial Regulation 2016”

Payments of BPJS Kesehatan service to medical staff can increase their work performance. According to Kingma, published in WHO website, incentives can develop strong motivation for doctors to give maximum service to their patients (7). It is called incentive because it is given apart from monthly salary.

- “Incentives affect employee motivation; they will be more passionate at work if receive incentives...”
- “Incentives will affect their motivation at work so it will affect their performance in serving...”
- “BPJS incentives are able to increase employee motivation... it is the most possible way”

One way to improve employee quality and performance is to establish a positive relationship between the amount of incentives and employee work performance. Their work performance is affected by internal factor (related to their personal character) and external factor (related to environment, salary system, and other (8). The right formula in giving salaries, in this case incentives, is that employees whose work performance is excellent should get more incentives than employees whose work performance is average or worse. This is in accordance with the previous study which stated that health workers/ medical staff will improve their work performance if it is included as an incentive-giving variable (9)

The provision of BPJS service incentive is still inadequate because it does not count work performance as a variable in determining the amount of incentives. This is in line with the economic principle which states that incentives

will not work optimally if they are fixed and does not take into account their performance (10).

- “... over time motivation is decreasing if it is not well maintained. Incentives become common things and include in monthly salary...”
- “Payments in the meantime... do not include work performance... being slack at work is not affecting their income”
- ”Employees who are attentive and lazy at work are not reflected in the service provision variable...”
- “performance-based income is very good so that the employees will take the work more seriously... salary or any incentive payment should be in accordance with their work performance...”

Puskesmas are required to improve their healthcare service in order to increase the health quality in Indonesia. The healthcare service is affected by both employee and staff. Human resource is demanded to be improved. According to Jacqueline (2011) in Putra (2020) work performance is a vital part in a human resource management (11). Human resource is a key factor to the organization purpose accomplishment.

- “...quality of service in health community centers (puskesmas) depends on the employees’ quality of service. If they possess good performance at work, it affects their service as well. Hence, it is interconnected...”
- “...it would be great if income were based on work performance, we would take the work more seriously...”
- “... in terms of quality of service, community service must be improved by increasing employee performance as well...”

Employee performance evaluation is carried out by direct leader, in this case is the head of puskesmas. However, in terms of incentives from BPJS Kesehatan service, the evaluation is not included in the service provision variable.

- “...the issue is that the head of health community center does not have an authority to assess the employee performance which will affect the variable point of Ministerial regulation...”
- “...The head of puskesmas should have the authority to assess the employee performance...”

A leader in a health facility is considerably influential to the employee performance and quality of service at the health facility (12). The implemented policy affects employees’ mindset and mental attitude at work because a leader is considered as a role model. A leader also should be an evaluator of all activities and people within the organization.

- “...the authority of the heads of puskesmas to add or reduce point. They have the authority yet should

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be objective in accordance with principle of justice...”

One way to improve employee performance it through reward and punishment. Based on the previous study, the use of reward and punishment brought positive effect on the driver performance (11). Employee performance could be increased by implementing reward and punishment system. This premise agrees with the previous study stating that incentives would give employees’ motivation and as a result would improve their work performance (5).

- “...if reward and punishment is included in separate sections as in the adding point in a program. For instance, someone might get 10 reward points and 10 punishment points. I believe it would be fairer...”
- “Someone with bright achievement should be rewarded with additional incentives...it would make the employee to work passionately and be motivated to work harder...”
- “...in theory, reward and punishment will make people more passionate. So additional performance evaluation is essential...”
- “...reward and punishment system is necessary, because it affects employee motivation...”
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IV. CONCLUSION

Employee performance in Puskesmas can be increased by adding work performance evaluation as a variable capitation payment of BPJS Kesehatan to puskesmas based on ministerial regulation (Permenkes) no 21/ 2016.

V. RECOMMENDATION

In light of overall findings, the following actions are recommended:

1. A certain scheme to put work performance evaluation as a variable of payment BPJS Kesehatan service payment is needed.
2. Permenkes no 21/2016 should set to be revised through comprehensive evaluation stages of the use of JKN capitation funds.

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