



**LOCAL GOVERNMENT RESPONSIBILITY FOR *HOME CARE* SERVICES AT  
PRIMARY HEALTH CARE**

**Katmini, Tauchid Noor, Mohammad Zamroni**

Department of Master of Laws, Faculty of Law, Universitas Hang Tuah Surabaya, Jl. Arief  
Rahman Hakim No.150, Keputih, Sukolilo, Surabaya, Jawa Timur 60117, Indonesia

\*[drkatmini87@gmail.com](mailto:drkatmini87@gmail.com)

**ABSTRACT**

Health has a major role in improving the degree of community life, therefore all countries strive to organize the best possible health services. The purpose of the study was to analyze the responsibility of local governments for home care services at primary health care center. This research uses normative legal research methods with a conceptual approach. Reference primary legal materials and secondary legal materials. The article was retrieved from a scientific journal database. The development of home care among the community is better if balanced with the quality of service. Apart from various obstacles in its implementation, the existence of home care is very important for today's society. Because the fundamental problem that is often experienced is the number of referrals to clinics from the local area that require clinical care. Before the existence of home care, individuals with health complaints needed to meet face-to-face at hospitals, polyclinics, and other welfare administration units. After home care was established, individuals who wanted to initiate medical services could simply call the hotline provided, making it more useful for the local area to gain access to healthcare. It is believed that home care will be the first stage of administrative data collection before referral to hospitals and clinics.

Keywords: home care; local government; primary health care; responsibility

**How to cite (in APA style)**

Katmini, K., Noor, T., & Zamroni, M. (2024). Local Government Responsibility for Home Care Services at Primary Health Care. *Indonesian Journal of Global Health Research*, 6(6), 4303-4308. <https://doi.org/10.37287/ijghr.v6i6.5354>.

**INTRODUCTION**

Health has a major role in improving the degree of community life, therefore all countries strive to organize the best possible health services (Ministry of Health Indonesia, 2020). This health service means any effort organized alone or together in an organization to maintain and improve health, prevent and treat disease, and restore the health of individuals, groups or communities. To improve health services in a hospital itself requires a leader to organize everything that will be achieved (Fransiska & Innocentius, 2021). Based on the national health development program, it is stated that improving the degree of public health is a top priority that must be taken seriously and continuously. Therefore, various health programs began to be promoted through promotive efforts, preventive efforts, curative efforts, and also through rehabilitative efforts (Ministry of Health Indonesia, 2016). In order to support and achieve the objectives of the program, each sub-district must have a health service facility in the form of a Community Health Center or known as Primary health care center

The concept of home care is the most appropriate solution to anticipate the number of patients who are not accommodated at the Primary health care center (Lin et al., 2024). The concept of home care should be the first option in health development. With the concept of home care, patients who are sick with certain criteria no longer have to go to the Primary health care center, but health workers who come to the patient's home with the main focus on the independence of patients and their families (Kadar et al., 2023).

The regulation on home care is still a brief statement, not yet discussing the implementation and regulations as a whole (Mahadin & Firman, 2018). Home care services in Indonesia are actually not a new thing because caring for patients at home has been done by family members and by nurses since ancient times through home visits. However, there are complaints from the community about the difficulty of accessing fast health services, the high costs incurred to visit health facilities, many cases that are not handled quickly and the existence of health problems that are sometimes undetected, and only known after the media reports it (Pratiwi, Andayanie, & Rusydi, 2020).

Based on the observations of researchers in various journals there are those who discuss that there are still problems that cause a decrease in the performance of home care workers. In terms of input, namely health workers in home care services, officer competence in home care services, communication in explaining diagnoses in home care services and limited health equipment in home care services in the Primary health care center work area (Lalla, 2022). One of the most prominent obstacles is security issues, because health workers are required to stand by 24 hours to the community. For example, home care services that must be provided during an urgent situation at night must be carried out by the nurse. This is one of the causes of home care service constraints. Another obstacle is that the patient's family does not provide clear information related to the patient's condition, so that the home care nurse gets the wrong information, and the tools and drugs brought are not complete (Juwita & Cut, 2022; Widiyanto, 2014).

Despite various obstacles in its implementation, the existence of home care is very important for today's society. The home care system is recognized to provide benefits, such as relatively more affordable costs and convenience for patients as they remain at home. In addition, it also helps to reduce hospital overcrowding and allows patients to recover more effectively in a more comfortable environment. However, due to the underlying problem that is often experienced, there are many referrals to clinics from the local area that require clinical care. Before the existence of home care, individuals who had health complaints needed to meet face-to-face at the health service. After home care was established, individuals who wanted to initiate medical services could simply call the health center, making it more useful for the local area to gain access to healthcare. It is believed that home care will be the first stage of administrative data collection before getting a referral to the health center or other health services (Fhernanda, 2021).

Home care programs in Indonesia have shown positive results. However, to achieve greater goals, more systematic and sustainable efforts are needed. With support from the government, the community, and various related parties, home care services in Indonesia can be an effective solution to improve access and quality of health services. However, the legal basis in Indonesia related to home care still needs to be studied and then developed, this is currently there is no specific law that explicitly regulates all aspects of home care services in Indonesia. However, various health-related laws and regulations generally provide a foundation for the implementation of this service. Based on this, The researcher's purpose is to raise the topic of discussion in preparing a thesis proposal by conducting research with the title "Local Government Responsibility for Home Care Services at Primary health care center".

## **METHOD**

This research uses normative legal research methods, which have prescriptive characteristics in accordance with the characteristics of *sui generis* legal science. The conceptual approach departs from the views and doctrines that develop in legal science. Researchers will find ideas

that give birth to legal notions, legal concepts, and legal principles that are relevant to the issue at hand. This understanding is the basis for researchers in building a legal argument in solving the issue at hand. The approaches used are statute approach and conceptual approach. The statutory approach is used to analyze legislation, jurisprudence, constitutional conventions, treaties and or doctrines relating to the duties and responsibilities of the head of the primary health care center with the adjustment of the law. This approach is expected to open up opportunities for researchers to study whether there is consistency and compatibility between a law and other laws, as well as between laws and their implementation or implementation of the law. The result of the review is an argument to solve existing legal issues (Soerjono & Sri, 2021).

To solve legal issues and at the same time provide prescriptions regarding what should be, this research uses primary legal references and secondary legal materials. Primary legal materials consist of laws and regulations, official records or minutes in the making of laws and judicial decisions. Secondary legal materials include all publications on law that are not official documents, including textbooks, legal dictionaries, legal journals, and comments on court decisions. The legal materials obtained will be inventoried and identified for further use in analyzing legal issues related to this research (Peter, 2021).

Scientific research is a systematic and inseparable logical thinking process, so it needs to be carried out through coherent and orderly stages, including: inventory of legal materials, identification of legal materials, systematization of legal materials, analysis of legal materials, and drafting and reporting. The series of stages begins with the inventory and identification of relevant legal sources. The next step is to systematize all existing legal materials, including legal principles, theories, concepts, and other reference materials. This series of stages is expected to be able to provide recommendations that support decision-making regarding the roles and responsibilities of the head of the primary health care center (Meuwissen, 2018).

## **RESULT**

In an effort to improve health services, local governments in Indonesia have a great responsibility in providing home care services through Primary health care center, especially in remote areas. This service is part of the government's mandate to ensure equitable and affordable access to health in accordance with Government Regulation No. 47/2016 on Public Services. This responsibility includes the provision of infrastructure, human resources, supportive regulations, collaboration with various parties, and the use of innovative technology to improve service quality

Local governments should ensure adequate health facilities, including the development of primary health care center and mobile clinic services to reach hard-to-access areas. Properly trained and incentivized health workers are important pillars for the success of these services. The provision of medical equipment and essential medicines is also a priority so that treatment can be carried out directly at the patient's home. In addition, local governments need to develop supportive policies, such as local action plans, special budget allocations, and integration of home care services with the National Health Insurance scheme. Collaboration with communities, social organizations, and educational institutions can strengthen these services through education, training, and technical support.

Regular monitoring and evaluation should be conducted to ensure the effectiveness and efficiency of home care services. This service data can be the basis for future policy improvements. The utilization of digital technology such as communication applications and

online referral systems can facilitate access and accelerate the handling of critical cases. This holistic approach allows local governments to meet the overall health needs of the community, especially for patients with chronic diseases that require long-term care. With home care services, patients do not always have to go to the hospital, but instead receive care directly at home with the support of health professionals, focusing on increasing the independence of patients and their families (Sudirman, 2011).

The current condition of health services, including in Indonesia, has shifted the focus and center of all health service activities that previously existed in the figure of the doctor profession which is considered the main figure in healing and treating patients (doctor centered), now has changed the paradigm to health services that focus on patients (patient centered care) (Siregar, Manurung, & Sihombing, 2020). In doctor-centered patient care, all personnel or professions other than doctors only follow what the doctor plans to do to their patients. Patients and families can only obey the orders, recommendations and advice of doctors without being given the freedom to express their opinions and wishes (Alfajri, Sugiarsih, & Nurmastuti, 2017).

Home care is a comprehensive and continuous service program provided to people and families in their homes, with the aim of limiting the effects of illness, and expanding the freedom of patients and families to consider and care for relatives with medical problems (Suswati et al., 2018). Despite various obstacles in its implementation, the existence of home care is very important for today's society. Prior to home care, individuals with health complaints needed to meet face-to-face at health centers, polyclinics, and other welfare administrative units. After home care is established, individuals who want to initiate medical services can simply call the hotline that has been provided, making it more useful for local areas to gain access to healthcare. It is believed that home care will be the first stage of administrative data collection before getting referrals to health centers and clinics.

## **DISCUSSION**

The implementation of home care is inseparable from the problems and obstacles that arise. Home care barriers found are in terms of time, namely due to the workload and time management of a nurse. In terms of family, the obstacles that arise are due to the family's lack of concern for the information provided by the nurse and the uncooperative nature shown by the family when the nurse visits. In terms of policy, the obstacles that arise are nurses having to re-adapt to the new environment after workplace rotation, as well as the lack of communication between old nurses and new nurses so that there is no clarity in the delegation of tasks (Ratnawati, 2017).

In organizing home care services, local governments have responsibilities that are regulated by various regulations. Although there are currently no specific sanctions related to failure to implement home care services at Primary health care center, a number of laws and regulations can be used as a legal basis to take action against negligent local governments. Law No. 25/2009 on Public Services requires local governments to provide quality health services. Failure to implement home care services can be considered a form of maladministration, potentially subject to administrative sanctions such as written warnings, suspension of authority, and dismissal from office. The Minister of Health Regulation also provides the authority to set health service standards, including home care, with the threat of administrative sanctions for violations.

Professional codes of conduct require government officials to act according to ethical standards, so violations can lead to disciplinary action. In serious cases, officials can be held criminally liable if there is evidence of negligence that causes public harm. Several factors influence the level of sanction, such as the severity of the offense, the impact on society, and the remedial efforts made. Although home care is not a new concept, its implementation in Indonesia is still fragmented. International accreditation standards that prioritize patient safety, medication management, and continuity of care need to be adopted to improve service quality. With well-organized services, home care can be a major solution in responding to the health needs of the community, reducing the burden on hospitals, and ensuring greater access for patients in remote areas.

## CONCLUSION

Local governments in Indonesia have an important responsibility in providing accessible health services, including home care services through Primary health care center. Government Regulation No. 47/2016 on Public Services requires local governments to develop equitable and affordable health services. Some local regulations even stipulate home care services as the responsibility of Primary health care center to support vulnerable groups such as the elderly and patients with chronic diseases. The absence of home care services can be considered as a negligence of the local government in fulfilling the health rights of citizens. This not only hampers people's access to the care they need but also violates basic service provisions and has potential legal and social consequences. Further research could analyze the regulatory implementation of home care services by comparing local and national policies and case studies from successful regions. Comparing regions that have successfully developed home care services can provide insights into best practices that can be adopted. Recommendations include training health workers, strengthening inter-agency collaboration, and improving patient satisfaction surveys to optimize home care services in Indonesia.

## REFERENCES

- Alfajri, N. Z., Sugiarsih, & Nurmastuti, H. (2017). *Implementation of case management system in hospitals*. Yogyakarta: Gadjah Mada University Press.
- Fransiska, C., & Innocentius, B. (2021). The effect of service quality on customer satisfaction and continued use among health app users. *Journal Administrasi Bisnis (JAB)*, 2(2), 1–11.
- Fhernanda, Y. A. (2020). The role of the Puskesmas head's leadership in improving the performance of civil servants (Case study of Puskesmas Kuin Raya Banjarmasin) [Master's thesis, Universitas Islam Kalimantan MAB].
- Juwita, E. I., & Cut, O. (2022). Relationship between the quality of home care services and family satisfaction levels in the Mesjid Raya Health Center area. *Journal of Healthcare Technology and Medicine*, 8(1), 1–5.
- Kadar, K. S., Fitrah, A., Arnis, P., & Erfina. (2023). Implementation of home care services by community health centers (Puskesmas) in Makassar City, Indonesia. *Journal Keperawatan Indonesia*, 25(1), 32–41. <https://doi.org/10.7454/jki.v25i1.1695>
- Lalla, N. S. N. (2022). Home care services as an effort to improve health status. *Abdimas Polsaka: Journal Pengabdian Masyarakat*, 1(2), 1–5.
- Lin, L., Mengyuan, C., Yawei, G., Xiaowen, C., Weiming, T., Xin, X., ... & Zhingzhi, X.

- (2024). Early discharge hospital at home as an alternative to routine hospital care for older people: A systematic review and meta-analysis. *BMC Medicine*, 22(250), 1–15. <https://doi.org/10.1186/s12916-024-03463-3>
- Mahadin, N. B., & Firman, N. (2018). *Organizational commitment to employee performance*. Aksara Timur.
- Meuwissen. (2018). *Legal development, legal studies, and legal philosophy* (Sidharta, B. Arief, Ed.). 5th ed. Bandung: Refika Aditama.
- Ministry of Health Indonesia. (2016). *Indonesia Health Profile 2016*. Retrieved from <https://kemenkes.go.id/id/>, accessed on August 30, 2024, at 18:00 WIB.
- Ministry of Health Indonesia. (2020). *Indonesia Health Profile 2020*. Retrieved from <https://kemenkes.go.id/id/>, accessed on August 26, 2024, at 08:15 WIB.
- Peter, M. M. (2021). *Legal research*. 15th ed. Jakarta: Kencana.
- Pratiwi, U. D., Andayanie, E., & Rusydi, A. R. (2020). Evaluation of home care services at Antang Perumnas Health Center, Makassar City. *Window of Public Health Journal*, 1, 835–843.
- Ratnawati. (2017). *Geriatric nursing care*. Yogyakarta: Pustaka Pelajar.
- Shaleh, M., & Firman, N. B. (2018). *Organizational commitment to employee performance*. Aksara Timur.
- Soerjono, S., & Sri, M. (2021). *Normative legal research: A brief review*. 20th ed. Rajawali Press.
- Suardiman, S. (2011). *Psychology of the elderly*. Yogyakarta: Gadjah Mada University Press.
- Suswati, I., Setiawan, F. E. B., Bekti, Y., Prasetyo, & Tilaqsa, A. (2018). *Interprofessional education (IPE): Family health tutorial and home visit guide*. 2nd ed. Malang: UMM Press.
- Siregar, D., Manurung, E. I., Sihombing, R. M., Pakpahan, M., & Sitanggang, Y. F. (2020). *Family nursing*. Jakarta: Yayasan Kita Menulis.
- Widiyanto, A. (2024). Comparing the Effectiveness of Water Sponging Combined with Antipyretics Versus Antipyretics Alone in Lowering Fever in Children: A Systematic Review. *The Malaysian Journal of Nursing (MJN)*, 16(1), 310-317.