

# SYSTEMATIC REVIEW ANALYSIS OF GOVERNMENT POLICY IMPLEMENTATION OF COVID 19 PROVISION INCENTIVES IN INDONESIA

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## Article Information

Received: December 12, 2022

Revised: December 25, 2022

Approved: January 03, 2023

Online: January 07, 2023

## Keywords

Policy Evaluation, COVID-19,  
Incentives, Health Workers

## ABSTRACT

The emergence of the COVID-19 pandemic has had a significant impact on health workers, who are on the front lines of the COVID-19 fight. The issue of health worker incentives persists to this day. The occurrence of the COVID-19 pandemic has greatly impacted health workers as the front line in the fight against COVID-19. The problem of incentives for health workers continues to this day. Many factors must be considered by regulators and executors at the national and regional levels, as coordination of providing incentives for health workers is deemed ineffective. These include a failure to absorb the budget allocated for health worker incentives, particularly at the regional level, a large number of health workers complaining that incentives have not been distributed, and a reduction in incentives for those at the forefront of dealing with the COVID-19 pandemic. Furthermore, changing regulatory issues in accelerating the provision of COVID-19 health worker incentives are one of the factors that cause delays in paying health worker incentives. Even though the COVID-19 pandemic is over, it is critical to pay attention to the evaluation of policies for providing health workers incentives for COVID-19 that are not only focused on the time of the COVID-19 pandemic but also on the agenda for providing health workers incentives in general. Google Scholar was used to conduct a systematic review. Articles are then found in the search results that meet the criteria. A systematic search turned up eight articles that best matched the study objectives. The study design, perspective, and results of the evaluation of the COVID-19 health worker incentive policy vary greatly. The COVID-19 incentive program for health workers may be a solution to improving health workers' performance in health services. Delays, regulatory issues, and the availability of funds are all issues that must be addressed at a later date. So that the program's success can reflect the government's success in dealing with COVID-19.

## INTRODUCTION

In early January 2020, the world was shocked by a serious outbreak caused by a virus called Coronavirus Disease (COVID-19) (Hadi et al., 2020). This virus is believed to have first appeared on November 31, 2019 in the city of Wuhan, China. This epidemic has spread to several countries so that it becomes a global pandemic. (COVID-19) entered Indonesian territory in early 2020 which resulted in many people being infected with the virus. In Indonesia, the government declared the COVID-19 pandemic as a national disaster on Saturday, March 14, 2020 (RI, 2020).

Circumstances beyond the predictions of the COVID-19 disease outbreak have brought urgent changes to various sectors. The development of the virus quickly spread throughout the world. Every day data in the world reports the increasing coverage and impact of COVID-19 (Junaedi & Salistia, 2020). Indonesia is also in a state of national emergency. The number of deaths due to Corona has continued to increase since it was first announced that there were people who were positive for the COVID-19 virus.

With the outbreak of this virus, the demand for health services has increased. The impact is that many people infected with the virus died, not only the community as patients but also health workers (health workers) who were affected by this virus also died due to this pandemic due to the Covid-19 virus infection factor and the fatigue factor due to the booming number of patients.

Health development is inseparable from the participation of health workers. Health workers are the main key to success, where the achievement of health development goals and contributions is up to 80% (Sjafari et al., 2020). Health workers are the group most instrumental in the examination and treatment of suspected and confirmed positive patients Coronavirus Disease 2019 (COVID-19).

Since the beginning of the pandemic, the President of the Republic of Indonesia has expressed his commitment to provide protection in the form of incentives to health workers who provide services for Covid-19 cases. This is stated in the Decree of the Minister of Health (KMK) RI No. HK. 01. 07/Menkes/2539/2020 which states that all health workers who provide services to Covid-19 patients are entitled to incentive funds and if they die are entitled to death compensation.

The provision of incentives seems to be one of the attractions for health workers to continue to work during this COVID-19 pandemic, this is in line with the purpose of providing incentives, one of which is to retain employees so that there is no employee turnover that is too frequent. Incentives are a form of compensation in the form of direct rewards paid to employees because their performance exceeds the specified standard (Rivai & Sagala, 2009). Incentives from the government to health workers can provide moral encouragement to health workers to work harder in serving patients exposed to the corona virus, as well as a motivational tool that is expected to improve the performance of health workers (Ministry of Health, 2018)

Previous research related to the effect of incentives on retention of health workers on special assignments at DTPK in Papua province in 2011 is obtained an illustration that incentives are not the main factor affecting retention of health workers on special assignments in DTPK where government policy factors are more decisive retention of health workers in DTPK (Fitriani et al., 2020).

The Effect of the Provision of Covid-19 Incentives on the Performance of Healthcare Workers at Hospital X which was researched by Rosita and Simamora (2021) showed that the provision of incentives had a positive and significant effect on the performance of health workers. Therefore, the provision of incentives for COVID-19 health workers is very important and needs special attention to the COVID-19 pandemic is over

Based on the problems and some of the conditions above, it is very necessary to evaluate policies related to the provision of incentives for health workers for COVID 19 which will be used as the basis for government preparedness and as a reference for the success of the program, both during the pandemic and the continuation of similar programs in the future.

## METHODS

The study used qualitative approach with systematic review using database: Google Scholar.

There are Inclusion Criteria and Exclusion Criteria in examining the data source (Creswell & Poth, 2016).

Article inclusion criteria used:

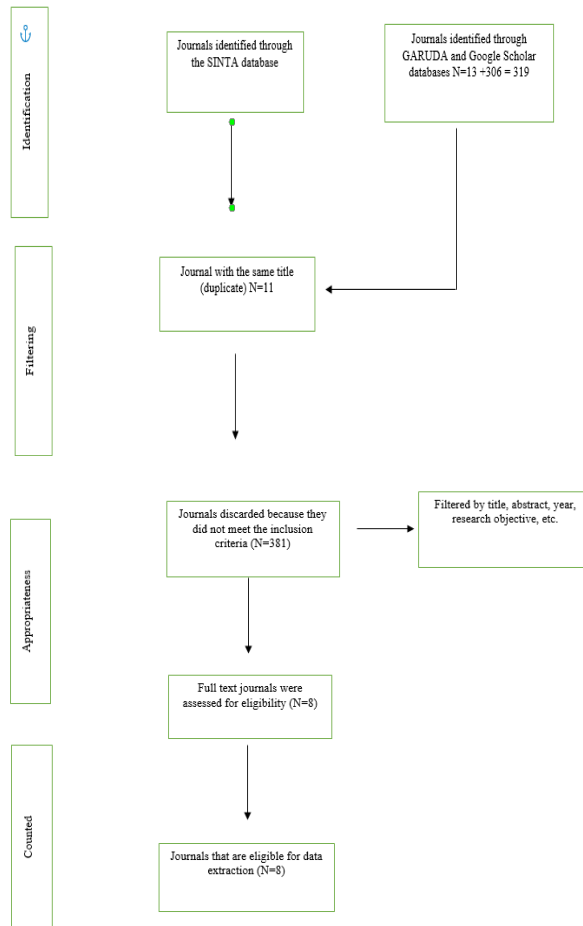
- 1) an article that describes the Evaluation of Health Worker Incentive Policies;
- 2) the article is written in Indonesian;
- 3) published articles have complete sections;
- 4) published in 2020

Article exclusion criteria include:

- 1) do not use Indonesian.
- 2) the composition of the articles is not complete.

**RESULTS**

Search results using the keyword "COVID 19 Incentive Evaluation of Health Workers" using the electronic Google Scholar database. Search results using these three keywords yielded 263 articles. Then filtered articles with inclusion and exclusion criteria obtained 127 articles. Selection of the next article by eliminating duplication of articles with the results of 16 articles. Furthermore, the elimination of articles based on a complete arrangement of 8 articles was carried out.



**Figure 1. Prism Diagram**

**Table 1  
Article Extraction Results**

Author(s), year	Number of Subjects Study	Results
(Silalahi & Kurniawan, 2021)	Library search techniques (literature study)	The resulting policy alternatives include: a) Clarify the time limit for disbursement of incentives through joint circulars with the Minister of Health, Minister of Home Affairs & Minister of Finance, b) Provide routine assistance from the Ministry of Health's Human Resources Development and Empowerment Agency (BPPSDM) for Hospitals/Health Service Facilities in inputting COVID-19 incentive data 19 c) c) Increase the number of officers who enter data into the application and provide appropriate rewards
(Rositoh et al., 2021)	76 Health workers as research sample	Based on the validation test, reliability test, simple linear regression test, correlation coefficient test, coefficient of determination test and t test, it can be concluded that there is a significant influence between Covid-

Author(s), year	Number of Subjects Study	Results
		19 incentives on the performance of health workers at Hospital X by 34.7% which has been tested
(Suwandi et al., 2021)	Object of research are 55 people	The results of this study found that there was a significant influence between training on employee performance in medical personnel, there was a significant effect between giving incentives to employee performance in medical personnel, there was a simultaneous effect between training and providing incentives on the performance of home medical personnel.
(Dewi, 2021)	Head of UPTD Blahbatuh Health Center I, Covid-19 Sensitive Verification Team I UPTD Health Center Blahbatuh I, doctors and nurses who treat Covid-19 patients	The results of this study indicate that there are several benefits obtained by health workers with this incentive, namely health workers feel appreciated for the work they do. Covid-19 Health Workers are more enthusiastic at work and have a better work ethic after receiving incentives. The Covid-19 incentive is also used to help families who are not working due to being affected by the pandemic so that the benefits of the Covid-19 incentive are not only for yourself, but also for others. The Covid-19 incentive received is IDR 5,000,000, with the nominal said that the incentive has met the principle of eligibility because it exceeds the Gianyar Regency Minimum Wage standard in 2021. Although it has met the principle of eligibility, the Covid-19 incentives have not met the principle of justice because there is no nominal difference between health workers' professions. Doctors, nurses, midwives, and other health workers receive the same nominal amount of incentives, even though each health worker has their own responsibilities and SOPs. A supporting factor in the implementation of the Covid-19 incentive, namely the I-Nakes application made by the government, has functioned well and can make it easier for verifiers to find out how much the nominal incentive can be disbursed. Meanwhile, several inhibiting factors in implementing the Covid-19 incentives are (1) announcements from the Health Office are often rushed to the deadline, and (2) there are too many reports that must be made and are often collected collectively.
(Agustino, 2020)	The writing of this article uses a qualitative approach by utilizing descriptive analysis methods. Library method	The important findings of this paper are, first, negative narratives and the government's slow response to the spread of COVID-19 in Indonesia shows no sense of crisis that threatens to slow down decision-making. Second, weak coordination between stakeholders, especially between the central government and local governments. or citizens' disobedience to government advice. As a result, the handling effort has stalled because it is not supported by the wider community. The combination of these three factors complicates the government's efforts to control the spread of COVID-19 in Indonesia
(Lestyowati & Kautsarina, 2020)	Education and training center financial manager Yogyakarta Finance	The results show that the refocusing of budget reallocation activities is in accordance with the regulations. There were obstacles at the beginning because there is still no decision regarding the training that can be carried out.
(Ginting et al., 2020)	Normative Law Research	The results showed that the P value was 0.06, it was concluded that there was no relationship between incentives and motivation of health workers who provided services during covid-19
(Insan et al., 2022)	ASN who work as Nursing Paramedics as many as 374 people	The results of this study are work life balance partially positive and partially significant effect on the work engagement of nurses at Pirngadi Hospital to the work engagement of nurses at Pirngadi Hospital

## DISCUSSION

Based on the eight articles above, the research sites are all located in Indonesia, namely Yogyakarta, Bali and Central Java. The population in this study on average is health workers who serve covid 19 patients. The eight articles above use both qualitative methods with in-depth interviews and quantitative methods by filling out questionnaires. The results of the research all refer to problems related to incentives, both the process of distributing incentives and the process of receiving incentives for COVID-19 health workers.

### A. Influence of Incentive Policy for Health Workers

The purpose of providing incentives is essentially to increase employee motivation in an effort to achieve organizational goals (Handoko, 2010). This is intended to encourage employees to work more actively and better, so that employee performance can increase, which in turn will ultimately achieve the company's goals. With incentives, it is expected that someone will have high performance

Based on the above, it can be concluded that incentives are very influential on the performance of an employee. Therefore, it is very appropriate in the midst of the COVID-19 pandemic, the government issued a policy of COVID-19 Incentives for Health Workers.

### B. The urgency of incentives to improve performance

Incentives or compensation are considered to be able to motivate employees and in the end will have implications for improving employee performance and at the same time are expected to improve organizational performance. In general, incentives can be understood as rewards from organizations for the performance of their employees (Perry et al., 2009).

Incentives are various tools or techniques used to meet employee needs, to ensure employee job satisfaction and at the same time realize organizational goals (Druskienė & Šarkiūnaitė, 2018). Incentives are related to financial incentives (monetary incentives) and moral incentives (moral incentives). Mukherjee (1998) provides another opinion on the components of compensation and rewards that are specifically related to Civil Servants.

### C. Adequacy of budget for health worker incentive payers

The next thing that needs to be considered in evaluating the policy for providing incentives for health workers is the availability of the budget. The total budget that can be reallocated for the COVID-19 response is IDR 425 trillion. This does not include the budget for meetings in each agency and service which of course are not utilized, working visits, both domestically and abroad, food and drink budgets, and so on. These budgets can be allocated to purchase PPE for health workers or to buy more accurate swab kits so that mass tests can be carried out immediately. Or if you have to do a regional quarantine, the budget can be allocated as an incentive for informal workers who do not get income during the COVID-19 outbreak with the Cash Direct Assistance mechanism.

### D. Based on the above, it is clear that the available budget for handling COVID-19 is very adequate

The Problem of Incentives for Health Workers COVID 19 in Indonesia Analysis of the problem of delays in payment of incentives for health workers handling COVID-19 using the fishbone method, where there are 5 main problem identifications, namely policy issues, governance, implementation, budgeting, and supervision. Regulatory issues between regulations regarding payment schemes which changed in the middle of the fiscal year, governance related to the process of submitting and verifying data, budget problems, namely the budget reallocation process requires its own time and procedures, so that the implementation of these provisions is hampered by incentives for health workers to handle COVID-19.

### E. Evaluation of the success of the COVID 19 incentive program for health workers

The results of the evaluation of the provision of COVID 19 incentives to health workers found several things, including; 1) Incentive late payment issues 2) Fluctuating regulatory issues and, and 3) the problem of Availability of Budget provided by the government

## CONCLUSION

The COVID 19 incentive program for health workers can be a solution to improve the performance of health workers in health services. The problem of delays, regulatory problems and also the availability of the budget are things that need to be evaluated at a later date. So that the success of the program can reflect the government's success in handling COVID-19.

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