

Policy Analysis in Improving the Quality of Health Services: A Literature Study

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ABSTRACT

he quality of healthcare services is a crucial indicator of the success of the national healthcare system. Various healthcare policies in Indonesia continue to be developed to improve access, service quality, and public satisfaction. This research employed a literature review with a qualitative descriptive approach through the Google Scholar database and other scientific sources, using keywords such as health policy, BPJS, JKN, healthcare service quality, and health policy. The articles used were published between 2022 and 2026. The search identified 50 articles, which were then narrowed down to 25 based on topic relevance and source credibility, resulting in 18 articles analyzed in this study.

The results indicate that the JKN and BPJS Kesehatan programs play a role in improving access and quality of public healthcare services. Service quality is influenced by the competence of healthcare workers, service facilities, management systems, communication, and the use of healthcare technologies such as telemedicine and electronic medical records. However, policy implementation still faces various obstacles, including limited healthcare workers, uneven distribution of facilities, long service queues, and complex administration. The novelty of this research lies in the integration of Edward III's policy implementation theory with an analysis of healthcare service quality and the digital transformation of healthcare services in Indonesia.

INTRODUCTION

Service quality is how well the service can meet the expectations of customers. This huge improvement in the quality of service shows that the service provided is very satisfactory. One way for health workers to show their functions and roles well is through communication. The ability to communicate well and easily understand is essential for health professionals, such as doctors, nurses, midwives, and other health workers (Attamimi et al., 2024).

According to the Constitution (Law of the Republic of Indonesia Number 36 of 2009 concerning Health, 2009), health is a state of physical, mental, spiritual, and social well-being. As this explanation shows, every individual has the ability to live productively in the economic and social spheres. Health is a basic right of every citizen. This is stated in the 1945 Constitution, especially in Article 28 H paragraph (1), which states that every individual has the right to live a prosperous life, both physically and mentally, have a place to live, obtain a healthy environment, and have the right to health services. The level of health of the Indonesian people is still unsatisfactory, unfortunately. This condition occurs for several reasons, such as the difficulty of accessing health services due to high costs, the uneven distribution of health workers, the limited ability of people to get health services, and the low awareness of the importance of healthy living (Kusumastuti, 2020).

In the 1945 Constitution, article 34 paragraph (3) states that the state must provide sufficient public services for the community. This statement emphasizes that the government has a responsibility to maintain and provide proper health services to everyone in society, as it is their basic right. The state must maintain and protect public health, as well as ensure that public health conditions do not deteriorate and ensure that everyone has equal access to health services. Therefore, hospitals and health centers as health service providers are

expected to always improve the quality of services in a more effective and better way. With that, they can provide satisfaction to patients who use health services, as well as contribute to improving the overall health of the public (Hasrillah et al., 2021).

The quality of healthcare is a very important aspect in the medical field today. With technological advances and increasing competition in the healthcare sector, hospitals, clinics, and various other healthcare facilities increasingly understand the need to provide optimal service for their patients (Solehudin et al., 2023). Good service will definitely result in satisfaction of outpatient patients. Good service not only builds a good relationship between service providers and patients, but also serves as a solid basis for retaining outpatient patients and making cheap referrals (Irianto et al., 2020).

This research aims to explore policies that contribute to improving the quality of health services through a literature review. It is hoped that this research will be able to provide comprehensive insights into the impact of policies on service quality and community satisfaction, and serve as a foundation for formulating strategies and making more efficient decisions in the health sector.

Research on the implementation of health policies and the National Health Insurance Program (JKN) in Indonesia has been conducted in recent years. However, most previous research has only focused on one specific aspect, such as access to health services, the effectiveness of JKN financing, or the quality of health services in certain health facilities. In addition, some previous studies have used more descriptive approaches without linking policy implementation to public policy theory in depth.

The novelty or novelty in this study lies in the integration of the analysis of health policy implementation using the theory of policy implementation of Edward III with a literature study on the quality of health services in Indonesia. This study not only discusses the effectiveness of JKN and BPJS Kesehatan policies in improving access to health services, but also analyzes policy implementation factors such as communication, resources, implementing disposition, and bureaucratic structure that affect the success of health services in various regions. This approach provides a more comprehensive analysis than previous research which generally only focuses on policy outcomes without examining the implementation process in depth (Situmorang et al., 2025).

Another novelty is the comparative analysis of the implementation of health policies between regions in Indonesia, so that this study is able to illustrate differences in the quality of health services based on the readiness of resources, infrastructure, and the use of health technology. This study also adds a discussion of the most effective health policy models, obstacles to policy implementation, and implications for national health service reform. Thus, this study not only describes the current state of health services, but also provides a strategic overview of the direction of health policy development in Indonesia in the future.

In addition, this research has novelty in discussing the digital transformation of health services such as telemedicine, electronic medical records, and the integration of technology-based health services as part of the national health system reform. This aspect is important because the development of digital health technology is starting to become the main focus in improving the efficiency and equity of health services in Indonesia, but it has not been widely discussed in an integrated manner in previous research.

RESEARCH METHODS

The research method used in this study is a literature *review* with a descriptive qualitative approach. Articles were obtained through academic databases such as Google Scholar using the keywords "*health policy*", "*BPJS*", "*JKN*", "*quality of health services*", and "*health policy*". This research uses secondary data from national and international journals, books, and regulations relevant to the research topic.

The inclusion criteria in this study include articles that discuss the implementation of health policies, the National Health Insurance Program (JKN), BPJS Kesehatan, the quality of health services, and strategies to improve the quality of health services. The article used is an article published in 2022–2026 and has good relevance and credibility of the source.

The article selection process is carried out in stages. In the initial stage, as many as 50 articles were found from the results of the literature search. Furthermore, a screening process was carried out based on the suitability of the title, abstract, year of publication, and content of the research so that 25 articles that met the inclusion criteria were obtained. After a more in-depth study, finally as many as 18 articles were used in this study as the main source of analysis.

The data that has been obtained is then systematically analyzed through the stages of data reduction, data presentation, and conclusion drawing to identify the relationship between health policy and improving the quality of health services. The results of the analysis were used to provide a comprehensive overview of the implementation of health policies in improving the quality of health services in Indonesia.

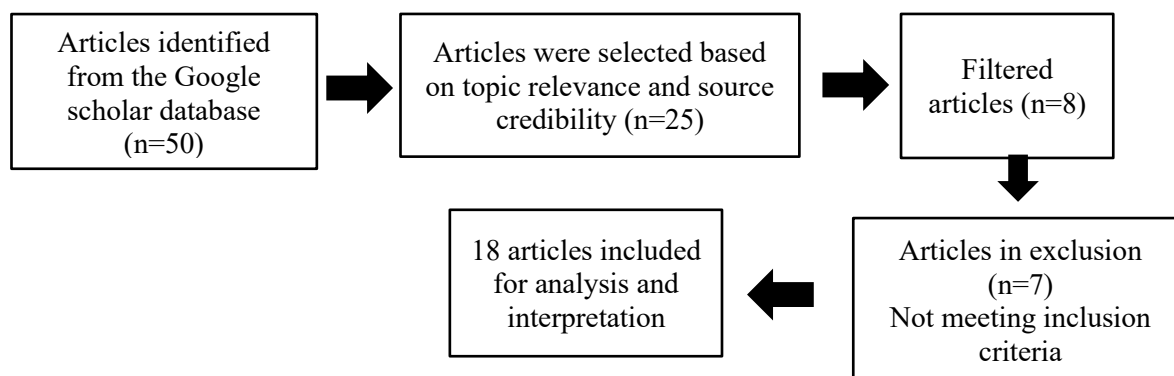


Figure 1. Flowchart related to systematic literature review steps

RESULTS

The following are the results of the literature study search obtained there are 18 articles that discuss policy analysis in improving the quality of health services. These articles are summarized in table 1.

Table 1. Literature Study Matrix

Research	Article Title	Research Methods	Key Findings
Sagala, R. A. S., Vanda, M. E., Hariyani, E., Syahadah, R. F., & Purba, S. H. (2024)	Analysis of the implementation of BPJS health program policies in improving the quality of health services: A literature study.	This research was conducted through a literature study.	According to the results of the study, BPJS Kesehatan increases access to and financing public health services. However, its implementation still faces obstacles such as limited facilities, health workers, socialization, and service systems, so that continuous improvement is needed to make health services more optimal
Agustina, D., Pulungan, D. R. A., Syahfitri, D., Sitepu, D. S. B., & Adelia, D. (2025)	Study on improving the quality of health services in Indonesia: Literature review: Quality of health services.	The method uses literature review.	The results of the study show that the improvement of the quality of health services is influenced by the quality of facilities, the empathetic attitude of health workers, good communication, and the use of technology such as electronic medical records. Fast, friendly, and professional service can improve patient satisfaction, while long waiting times and lack of facilities can reduce the quality of health services.
Musdzalifah, A., Setianingrum, E. K., & Hartono, B. (2025)	Literature review: Implementation of BPJS health program policies in Indonesia.	This study uses the System Literature Review (SLR) method with a qualitative descriptive approach.	The results of the study show that the implementation of the BPJS Kesehatan JKN Program in Indonesia has been carried out quite well and is able to increase access to public health services. However, there are still several obstacles such as the lack of health facilities, administrative problems, limited human resources, and low public awareness of BPJS procedures.
Saputra, A., Hajar, S., & Sari, M. T. (2024)	Health policy analysis in improving the quality of health services at the health center in Medan City.	This study uses a mixed method method, which is a combination of qualitative and quantitative approaches.	The results of the study show that health services at the Medan City Health Center are very good and have a big impact on community satisfaction. Public satisfaction levels include 88% reliability, 87% responsiveness, 84% empathy, 77% assurance, and 77% physical evidence. Factors that support

			patient satisfaction are friendly, responsive service, adequate facilities, and the attitude of health workers who are communicative and do not discriminate against patients
Istiqamah, N. F., & Mujtahidah. (2024)	Analysis of the quality of health services in the field of health services (literature review).	This study uses a qualitative method with a literature review approach.	The results of the study show that the quality of health services has a great influence on patient satisfaction. Good service, such as a friendly attitude of health workers, adequate facilities, fast service, and the implementation of patient-centered care (PCC), can improve the quality of service at health centers and hospitals. In addition, patient satisfaction is an important indicator in determining the quality of a health care facility.
Lesmana, A. E., Sihole, P. O., & Wasir, R. (2024)	Improving the quality and efficiency of health services: Strategic purchasing in the national health insurance program in Indonesia.	This study uses the literature review method.	The implementation of strategic purchasing in the JKN program is able to improve the quality of health services, cost efficiency, and health data management. However, there are still obstacles such as suboptimal regulations, management of capitation funds, and limited human resources.
Mulyady, S., Yahya, A. A., Rizky, A. N., & Nurdin. (2025)	Analysis of the implementation of the Halodoc application telemedicine policy as an effort to increase the affordability of health services.	This study applies a descriptive qualitative approach, which collects data through literature research.	The results of the study show that Halodoc is able to improve access to health services through online consultations, drug purchases, and digital health services that are easier and more efficient. However, there are still obstacles such as internet limitations, digital divides, and regulations that are not optimal
Nurdin, A., & Novaldi, A. (2023)	Analysis of the policy of implementing health services at the hospital in Banda Aceh City in improving outpatient and inpatient services.	This research was conducted using a quantitative method.	The results of the study show that the implementation of health policies has a significant effect on the effectiveness of the hospital organization in improving outpatient and inpatient services. Communication factors, resources, and bureaucratic structure have a significant influence, while the attitude or disposition of the implementer does not have a significant influence on the improvement of health services in hospitals.
Riky Akbar. (2025)	Policy strategy for optimizing the number of health workers as an effort to improve the quality of health services in Ogan Ilir Regency.	The research method uses a qualitative approach.	The main findings of the study show that Ogan Ilir Regency is still experiencing inequality in the distribution of health workers which causes the quality of health services to be suboptimal. The best policy recommended is the Regent's Regulation on the recruitment of regional-based health workers because it is considered the most effective for the equitable distribution of health workers and improving the quality of health services.
Setiawan, M. D., Fauziah, F.,	Analysis of the quality of health	This study uses a retrospective	The results of the study show that there is a significant relationship between the

Edriani, M., & Gurning, F. P. (2022)	services of the national health insurance program (A systematic review).	observational method with a qualitative approach through systematic review.	quality of health services and the satisfaction of patients participating in JKN. The p-value was 0.05, which indicates that there is a relationship between service quality and patient satisfaction. In addition, the JKN program is considered to be running well, although there are still some obstacles, such as the lack of consultation rooms, community counseling, and the provision of information related to JKN.
Nurendahsari, D., Indah, D., & Lisdawati. (2025)	The effect of the implementation of the health Social Security Administration Agency (BPJS) program policy on the quality of outpatient health services at the Sayang Cianjur Regional General Hospital.	This study uses a quantitative method.	The results of the study show that the quality of outpatient health services has a positive and significant impact when the BPJS Kesehatan policy is implemented. The better the implementation of the BPJS policy, the better the quality of service received by patients, especially in the aspects of officer services, facilities, and service speed.
Andriani, N. D., Sumardiyono, S., & Murti, B. (2022)	Internal Policy Strategies in Hospital Quality Improvement: Systematic Literature Review	This study uses the Systematic Literature Review (SLR) method.	The results of the study show that internal policy strategies of hospitals that affect the improvement of the quality of health services include the implementation of patient safety according to standards, the implementation of hospital accreditation, and the use of Electronic Medical Records (RME). It is proven that these three components can improve service quality, patient safety, work efficiency, and hospital patient satisfaction.
Afifah, T. N., Yusrani, K. G., Shabrina, R. S. N., and Istanti, N. D. (2022).	Literature Study: Analysis of the Policy Implementation of the Bpjs Kesehatan Program in Improving the Quality of Health Services in Indonesia	This research method uses the literature review study method.	The results of the study show that the implementation of the BPJS Kesehatan program in various hospitals and health centers in Indonesia has gone quite well and helped improve the quality of health services. However, there are still obstacles such as lack of human resources, miscommunication, uneven services, and not optimal SOPs in several health facilities.
Ganisia, A., Karmanis, & Fintayana, R. (2026)	Analysis of Health Service Policy Governance in Improving the Quality of Public Services in Semarang City	This study uses a qualitative approach.	The results of the study show that the governance of health service policies in Semarang City has improved through strengthening regulations, coordination between agencies, and technology-based health service innovations. The implementation of the policy is considered quite good because it is able to improve access and quality of public health services. However, there are still obstacles such as limited health human resources, inequality of access to services in several regions, and

			coordination between institutions that are not optimal, so it is necessary to strengthen more collaborative, transparent, and accountable governance.
Lesmana, I., Ginting, I. T. br, Siahaan, J. D. S., Rumapea, R., & Saragih, Y. K. C. (2025)	Literature Review on the National Health Insurance Program (JKN) as a Public Policy in Health Services in Indonesia	The method used is the literature review method.	The results of the study show that the JKN Program increases access and coverage of public health services, especially in first-level health facilities. However, there are still obstacles such as inequality in health facilities, uneven quality of services, and problems with funding and referral systems.
Winda Devie Savira, & Wahyu Subadi. (2023)	The quality of health services is seen from a tangible aspect in order to improve health services at the Hikun Health Center, Tanjung District, Tabalong Regency	This study uses qualitative research methods.	The results of the study show that health services at the Hikun Health Center are categorized as quality from tangible aspects. Dedicated waiting areas for the elderly, pregnant women, and people with disabilities are still lacking, but the appearance of the officers, the comfort of the service area, and the speed of service are all good.
Gunawan Widjaja, Wagiman, Dyah Ersita Yustanti, Hotmaria Hertawaty Sijabat, & Handojo Dhanudibroto. (2025)	Evaluation of the Implementation of the National Health Insurance (JKN) Policy in Improving Access to Public Health Services in Indonesia	The research uses the literature review method.	The results of the study show that the JKN program has succeeded in increasing the coverage of participation, community visits to health facilities, and reducing cost barriers, especially for the poor and vulnerable groups. However, there are still challenges such as inequality in health facilities, inactive participants, long queues, and differences in service quality between urban and rural areas.
Prayogo, D. A., Choirunisa, R., & Kifli, Y. (2023)	Improving the quality of health services through integrated management in hospitals: Systemic literature review.	This study uses the Systematic Literature Review (SLR) method.	The results of the study show that integrated management has a positive effect on improving the quality of health services in hospitals. The implementation of integrated quality management, compliance with service procedures, and improving service quality can improve patient satisfaction and overall hospital service quality.

DISCUSSION

Based on the results of the literature study from 18 articles that have been analyzed, health policy has an important role in improving the quality of health services in Indonesia. Policies that are widely discussed include the implementation of the National Health Insurance Program (JKN), BPJS Kesehatan, strengthening the quality of hospital and health center services, equitable distribution of health workers, and the use of digital health technology. In general, the policy shows that there is a strong relationship between good policy implementation and improved access to services, patient satisfaction, and the quality of public health services. The JKN and BPJS Kesehatan programs are the most dominant policies because they are able to expand access to health services for the public, especially the lower middle economic group who previously experienced limited costs to obtain health services.

In this study, Edward III's policy implementation theory was used to analyze the implementation of health policies. This theory states that the four main components, namely communication, resources, disposition, and bureaucratic structure, are responsible for the successful implementation of policies. This theory shows that every aspect of health policy implementation in Indonesia still faces various challenges. The communication factor can be seen from the fact that many people do not understand the flow of health services due to the lack of socialization of BPJS and JKN procedures to the community. The resource factor can be seen in the limited number of health workers, health facilities, and service support facilities, especially in remote

areas. The disposition factor is related to the attitude of policy implementers, where some health workers still do not provide optimal services due to the high workload. Meanwhile, the bureaucratic structure factor can be seen from the tiered administrative and referral system which is considered still complicated and slows down health services to patients. Thus, Edward III's theory shows that the success of the implementation of health policies is not only determined by the policy itself, but also influenced by the readiness of its implementation system in the field.

The results of research between regions show that there are differences in the quality of health policy implementation in Indonesia. Research in Medan shows that the quality of health services at health centers is relatively good with a high level of community satisfaction because it is supported by adequate facilities, sufficient health workers, and fast and responsive services. On the other hand, research in Ogan Ilir Regency shows that the quality of health services is still not optimal due to the inequality of the distribution of health workers and limited service facilities. Research in Semarang also shows that technology-based service innovations are able to increase access to public health services more effectively than regions that have not implemented service digitalization optimally. The difference in research results between regions shows that the success of health policy implementation is greatly influenced by infrastructure readiness, local government capabilities, availability of human resources, and health technology support.

In addition, various studies show that the quality of health services is influenced by the professionalism of health workers. Friendly attitudes, good communication skills, empathy, and responsiveness of medical personnel are important factors in increasing patient satisfaction. Patients tend to feel more comfortable and trust in health services if medical personnel are able to provide services professionally and communicatively. Therefore, improving the competence of health workers through training, education, and communication skills development is an important part to support the successful implementation of health policies in Indonesia.

The factors inhibiting the implementation of health policies in Indonesia are still quite complex. The main obstacles that are often found are the limitation of health workers, the inequality of health facilities with urban and rural areas, and the BPJS and JKN administrative system which is still considered complicated by the community. In addition, long service queues, limited service spaces, and low public understanding of health service procedures are also obstacles in the implementation of health policies. Based on Edward III's theory, these obstacles show that resource factors and bureaucratic structure are still the main problems in the implementation of health policies in Indonesia. The lack of coordination between institutions and the lack of optimal policy supervision also cause the quality of health services to be uneven in all regions.

The use of health technology is one of the strategies that is considered effective in improving the quality of health services. The use of telemedicine, electronic medical records (RME), and digital health service applications can accelerate access to health services and increase the efficiency of medical services. Technology-based policies are very helpful for people in remote areas because they can get health consultations without having to come directly to health care facilities. In addition, the digitization of health services also helps speed up administration, reduce patient queues, and increase the effectiveness of health data management. However, the implementation of health technology still faces obstacles such as limited internet networks, low digital literacy of the community, and uneven technological infrastructure in several regions of Indonesia.

Based on the results of the literature study, the most effective policy model in improving the quality of health services is a policy model that integrates health services, strengthening human resources, service management, and digital technology simultaneously. The JKN and BPJS Kesehatan programs have proven to be effective in increasing access to public health services, while strategic purchasing is considered to be able to increase the efficiency of health financing. In addition, the implementation of integrated service management in hospitals such as the use of electronic medical records, patient safety, and hospital accreditation has also been proven to be able to improve the quality of health services and patient satisfaction. This shows that effective health policies do not only focus on health financing, but must also pay attention to the quality of services, system efficiency, and equitable access to health for all people.

The implications of this study on health service reform in Indonesia show that the government needs to strengthen primary health services, increase the equitable distribution of health workers, and simplify the BPJS and JKN administrative systems. Health service reform also needs to be directed at strengthening the digitalization of health services through the development of telemedicine and integrated health information systems. In addition, the government needs to improve the quality of health facilities in remote areas so that the gap in health services between regions can be reduced. Strengthening transparent, collaborative, and continuous evaluation-based health service governance is also an important step in creating a quality, equitable, and sustainable national health system.

Overall, the results of the literature study show that health policy has a great influence on improving the quality of health services in Indonesia. However, the successful implementation of policies still requires continuous evaluation and improvement so that the goal of effective, efficient, equitable, and community-oriented health services can be optimally achieved.

CONCLUSION

Health policies in Indonesia, such as the JKN and BPJS Kesehatan programs, have succeeded in increasing public access to health services and reducing cost barriers. However, there are still challenges such as complex administrative procedures, uneven distribution of health workers, and lack of adequate facilities in rural areas. The quality of service is greatly influenced by the professionalism of medical personnel and effective communication, including empathy and responsiveness. The use of technologies such as telemedicine as well as electronic medical records can increase the efficiency and reach of services. To improve the quality of service in a sustainable manner, it is necessary to increase the distribution of health workers, build facilities in remote areas, and strengthen SOPs and integrated management systems. Collaboration between the government, medical personnel, and health service institutions is essential for the national health system to be more equitable, quality, and sustainable.

ADVICE

It is hoped that the government and health facilities will continue to improve the quality of health services through simplifying the BPJS and JKN administrative systems, equitable distribution of health workers, improving facilities, and improving the professionalism of health workers. Health services must be more efficient, equitable, and meet the needs of the community.

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