Evaluation of Social Security System Implementation for Indonesian Nurses in Kingdom of Saudi Arabia: A Case Study

Akhir Fahruddin[1]*, Slametiningsih[2], Ade Koswara[3]

[1]Faculty of Medicine, Public Health and Nursing, Universitas Gadjah Mada, 55281, Yogyakarta, Indonesia
[2]Faculty of Nursing, Universitas of Muhammadiyah Jakarta, 10510, Jakarta, Indonesia
[3]King Faisal Specialist and Research Centre, 11211, Riyadh, Kingdom of Saudi Arabia
*correspondence : akhirfahruddin@mail.ugm.ac.id

Abstract: *The employment social security administration or BPJS Ketenagakerjaan for Indonesian Migrant Workers (IMW) still leaves problems in the number of participation and socialization. This study aims to evaluate the implementation of social security system for Indonesian nurses in the Kingdom of Saudi Arabia. The research method was descriptive quantitative with a case study. The instrument used a CIPP Evaluation Model (Context, Input, Process, Products). There were 74 nurses as respondents and participated in the study. The indicators evaluated are membership, socialization, objectives program, benefit program and participation of the program. The results showed that 64.9% of respondents did not have BPJS membership (Context), 83.8% of respondents did not know the socialization of the BPJS program (Input), 66.2% of respondents did not know the purpose of the program and 60.8% of respondents did not know the benefits of the program (Process), while 86.5% of respondents were willing to participated in the BPJS program (Product). The conclusion of the study indicates the need for an evaluation of BPJS membership for Indonesian migrant workers, especially nurses in Saudi Arabia*

Keywords: *IMW, Nurses, Saudi Arabia, Social Security System*

INTRODUCTION

The participation of Indonesian migrant workers in social security for workers still a problem (Sudewo & Tunggal, 2016). The number of migrant workers abroad is around 3 million workers but the membership has only reached 400,000 workers (BP Jamsostek, 2020). Among them are nurses who are the top most Indonesian healthcare workers abroad (Hardy et al., 2021). According to the labor law, they deserve welfare and protection particularly during the Covid-19 pandemic (Djatmiko, A., & Pudyastiwi, 2019; ILO, 2020; TNP2K, 2018). In terms of social protection, data on the participation of Indonesian migrant workers in 2021 was recorded nationally at 365,842 thousand (Ramli, 2021). The submission of claims for participation reached 682 cases with a total claim of 23 billion rupiahs (BP2MI, 2021). The low number of participation from the total number of Indonesian migrant workers provides room for evaluation of the implementation of social security for migrant workers (Hennigusnia, 2021).

Social Security Administration Bodies explains that Employees Social Security System (BPJS) is a legal entity established to administer social security programs (Adha, 2020). In its implementation, the Manpower Social Security Administering Body (BP Jamsostek) is responsible to the President of the Republic of Indonesia to organize a sustainable labor social security program for all workers in Indonesia, both domestically and abroad (Sari, 2021). The research on the gap in the participation of Indonesian Workers' Social Security showed that there was a disparity in the participation of workers in the formal and non-formal sectors of 48.92% and 1.13%, respectively (Purba et al., 2021). This problem then affects the number of workers whose protection is guaranteed by the state, especially the non-formal sector which requires subsidized financing schemes for work (Zulfikar, 2014).

BPJS data for Indonesian migrant workers in 2021 shows 6.1% decrease in the number of migrant workers' participation (Ramli, 2021). The number of participants in BPJS PMI in 2021 is 365,842 participants, while the 2020 membership data is 389,760 participants (BP Jamsostek, 2020). The number

of placements for Indonesian migrant workers for the period January to July 2021 was 40,805 people to 21 placement countries (Bank Indonesia, 2020). The number of Indonesian migrant workers working abroad such as Saudi Arabia in the period January - July 2021 was 626 people (BP2MI, 2021). The high number of migrant workers must be accompanied by the obligation to become a participant of BPJS (TNP2K, 2018). This refers to the Regulation of the Minister of Manpower Number 18 of 2018 concerning Social Security for Indonesian Migrant Workers (Sekretariat Negara, 2018), which stipulates that everyone who will work, has worked and receives salaries or in other forms must be part of BPJS (Basuki, 2017). There is no study concern about social security system for Indonesian nurses in kingdom of Saudi Arabia even though it is closely related to labor law.

This study seeks to evaluate the implementation of the BPJS program, especially the participation of Indonesian migrant workers in the health sector in Saudi Arabia. The indicators measured include program socialization, participation, program implementation objectives and the principle of benefit. The formulation of the problem to be answered is how to evaluate the BPJS program for Indonesian migrant workers in the health sector in Saudi Arabia. The methods used descriptive (Nursalam, 2016) and the samples were Indonesian nurses working in Saudi Arabia. The implications of this research are expected to be able to provide answers to the problem of protection for Indonesian migrant workers in the health sector to have comprehensive social security when they leave work and return to Indonesia.

METHOD

The research design was descriptive quantitative with case study. The population was Indonesian nurses who became Indonesian migrant workers in Saudi Arabia and work in health services under the Ministry of Health of Saudi Arabia in 2022. The sampling technique was total sampling with a total sample of 74 nurses. The inclusion criteria were Indonesian migrant workers in the health sector who were still actively working in Saudi Arabia and exclusion criteria out of that profession. The independent variable was the evaluation of the implementation of social security for workers and the dependent variable was the Indonesian nurses who worked in Saudi Arabia. This research was conducted in February 2022. The case study instrument used CIPP Evaluation Model (Context, Input, Process and Products) to obtain the necessary data by Daniel Stufflebeam (Umam & Saripah, 2018).

CIPP model is an activity that provides an overview to collect and provide useful information in making alternative decisions. This model can be used in various needs such us education, business, organization to redefine strategies and evaluation plans in various assessments. Context related to objective of the program; Input explain about which part of the program that nurses choose, Process is related to the implementation of the program and Product related to the selection by nurse to choose the BPJS in their work protection.

A questionnaire was used as supporting instrument by Guttman Scale with 10 question items adopted from previous research with validity and reliability that contains answer choices (Yes) or (No). The data includes demographic data such as age, length of work, and workplace, education, and membership status in BPJS. The other 10 question items were about membership, socialization of social security for workers, impacts, and principles of benefits of BPJS for Indonesian migrant workers. The questionnaire was conducted online via Google Form and data analysis was performed using SPSS version 26.

Table 1. The formula of CIPP Model

No	Criteria	Evaluation
1	Membership	1. Good
		2. Fair
		3. Poor
2	Socialization	1. Good
		2. Fair
		3. Poor
3	Objective of the Program	1. Good
		2.Fair
		3. Poor
4	Benefits	1. Good
		2. Fair
		3. Poor
5	Availability	1. Good
		2. Fair
		3. Poor

RESULTS

The age distribution of nurses was dominated between 31-40 years as many as 30 people (40.5%), the majority of nurses worked in hospitals as many as 37 people (50%), length of work in Saudi Arabia that is >10 years (41.9%) and majority took Bachelor's education as many as 40 people (54.1%) described in Table 2 below

Table 2. Demographic Data (n=74)

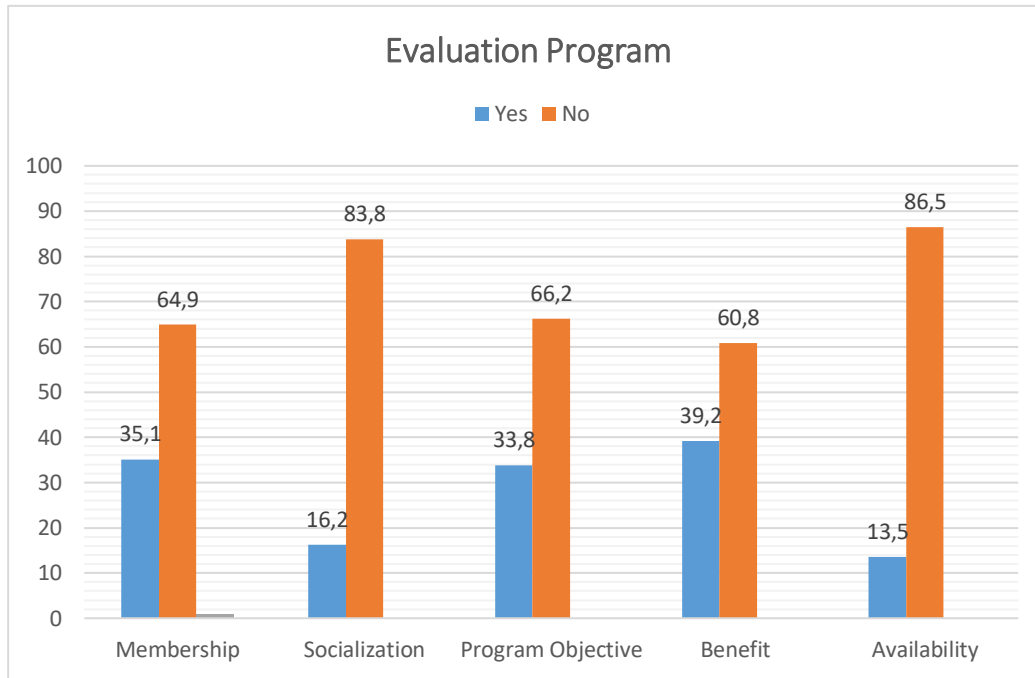| Demographic Data	Frequency	Percentage (%)
Age: (Years)		
25-30 years	20	27.1%
31-40 years	30	40.5%
>40 years	24	32.4%
Workplace:		
Hospital	37	50 %
Clinic	31	41.9%
Others	6	8.1%
Length of Work:		
<5 years	25	33.8%
5-10 years	18	24.3%
>10 years	31	41.9%
Education:		
Diploma	33	44.6%
Bachelor	40	54.1 %
Magister	1	1.3%

Figure 1. Evaluation Program

Figure 1 shows that nurses who work as Indonesian migrant workers in Saudi Arabia have not joined BPJS as many as 48 people (64.9%). Most nurses who received socialization of BPJS were 12 people or 16.2% while nurses who had not received socialization were 62 people (83.8%). Total 49 nurses (66.2%) of Indonesian migrant workers in Saudi Arabia do not know the purpose of BPJS. Average Indonesian migrant worker nurse does not know about the benefits of BPJS as many as 45 people (60.8%) and most Indonesian nurse who work as migrant workers in Saudi Arabia are willing to participate in BPJS as many as 64 people or 86.5%.

DISCUSSION

From the results of the survey and based on the CIPP evaluation model, the priority problems obtained in the evaluation of the implementation of BPJS for Indonesian migrant workers (PMI) in Saudi Arabia are membership (Context), socialization (Input), program objectives and benefits (Process) and participation to become a member of BPJS (Product).

Context Evaluation, context evaluation aimed to determine how far the goals and objective of the program with specific assessment by evaluate the participation of BPJS among Indonesian nurses in Saudi Arabia. The survey showed that workers is still not evenly distributed where 64.9% (Figure: 1) nurses do not yet have membership in BPJS. Based on the Minister of Manpower and Transmigration Regulation Number 18 of 2018 concerning social security for Indonesian migrant workers, it is explained that migrant workers or prospective migrant workers are required to take part in the special labor social security program (Ningsih, 2019) either before departure or have done work by receiving wages or salaries outside the territory of the Republic of Indonesia (Amsyari & Dwi Kesumah, 2019).

When we compared to other countries in Asia, Indonesia is still far behind South Korea in terms of social security for workers (Fisipol UGM, 2017). In the International Labor Organization (ILO) Convention, Number 102 about 9 guarantee criteria must be met by the state in increasing social security broadly (Zulfikar, 2014). The criteria include health insurance, work accident insurance, death insurance, maternity insurance, old-age insurance, unemployment insurance, sickness insurance and health service guarantees (Silaban & Munandar, 2021). Looking at the criteria above, Indonesia has only implemented

4 of the 9 criteria; therefore participation in social security for workers is the responsibility of the state in protecting workers (Rosiana & Fathul Amin, 2019).

Based on the data, the evaluation in context of CIPP Model is poor. Many Indonesia nurses are still do not have BPJS membership in abroad. Even though they have insurance for cover their health but to protect the occupational health, old age protection and death protection are still leaves problem.

Input Evaluation, the input evaluation aimed to identify and measure the capabilities of the resources and the program execution. In BPJS program, input evaluation is used to formulate which programs are most appropriate for the nurses. In the socialization programs, the BPJS has not yet been carried out thoroughly among Indonesian migrant workers (PMI), especially nurses working in Saudi Arabia. The survey results show that 62 nurses or 83.8% have not received socialization program (Figure: 2). Since its launch in 2018 (Simatupang, 2021), the social security program specifically for Indonesian migrant workers has offered several types of programs such as work accident insurance, death insurance, and old-age insurance (Radhi, 2018). The final departure briefing program carried out by the Ministry of Manpower and Transmigration before migrant workers leave for the destination country should be used to socialize social security participation for PMI (BPJS Ketenagakerjaan, 2019).

Nurses working in Saudi Arabia do not yet know the socialization of the type of program and the effectiveness of the participation of migrant workers is very significant. Since it was launched in 2018, the implementation of the social security program for Indonesian migrant workers needs to be evaluated by BPJS. Strengthening and optimizing the implementation of socialization has been carried out through cooperation at the moment of International Migrants Day 2020, but improving services, especially more active coordination and more intensive socialization for prospective migrant workers and migrant workers who are working abroad, is an obligation that must be carried out on an ongoing basis (Ramli, 2021).

As a migrant workers, Indonesian nurses in abroad has to choose the best social security for them and government must cover it by sharing and informing the program. Based on the CIPP model in the input evaluation, the socialization is poor. Many Indonesian nurses did not know the socialization of social security system before joining and after working in abroad.

Process Evaluation, the process evaluation aimed to record every activity during the program. The goals and benefits of the BPJS program are still unpopular to Indonesian Migrant nurses in Saudi Arabia. The survey results show that 66.2% (Figure: 3) nurses do not know the purpose of the social security program for Indonesian migrant workers and 60.8% (Figure: 4).They do not know yet the benefits of the BPJS program. The minimum knowledge of Indonesian migrant workers (PMI) about the social security program organized by BPJS effects on participation in BPJS (Kemenko PMK, 2020).

Prospective migrant workers or migrant workers in regulation are required to register individually or through a labor placement company to find out the flow and purpose and benefits of membership registration (Basuki, 2017). It is necessary to coordinate and optimize cross-sectoral programs to ensure participation which will have an impact on the high interest of workers to be registered in social security so that workers know the purpose and benefits of social security offered (Djatmiko, A., & Pudyastiwi, 2019).

Based on the data from process evaluation through CIPP models, the evaluation of social security system is poor. The result showed that many Indonesian nurses do not understand the program, basic protection that BPJS offers and payment models. Those criteria are part of BPJS program for workers in abroad.

Product Evaluation, the product evaluation aimed to describe the participation and willingness about the BPJS program for nurses in Saudi Arabia. The survey results show that 64 people or 86.5% (Figure 5) are very willing to participate in labor social security. The high interest of migrant workers to get social security shows that social security is very much needed by Indonesian migrant workers in Saudi Arabia (Sudewo & Tunggal, 2016). Work protection as mandated by Law Number 24 of 2011 concerning the Social Security Administering Body (BPJS) must be carried out continuously for workers in Indonesia, both domestically and abroad (Asmanto, 2019). The high participation of migrant workers

shows positive implications in future participation. Therefore, the BPJS program specifically for Indonesian migrant workers must continue with better membership innovation.

The evaluation of the implementation of social security for workers at BPJS as described above if it is associated with assessed indicators by CIPP Evaluation shows that the social security program for overseas workers by BPJS is poor and not yet fully optimal for Indonesian migrant workers, especially nurses in Saudi Arabia. The evaluation such as Product evaluation (participation and willingness) has a very high willingness to register for the special labor social security program for Indonesian nurses workers in Saudi Arabia. The shortcomings of this study are not supported by a large population or representative of all Indonesian migrant workers from various occupational backgrounds, other nurses from various country and Indonesian migrant workers in another places. However, the results of this study can be used as an evaluation of BPJS in increasing protection for Indonesian migrant workers.

CONCLUSION

This study tried to evaluate several indicators that become input for BPJS in its efforts to provide services such as membership services, program socialization, objectives, and benefits of the social security program. The CIPP Evaluation shows that the social security program for overseas workers i.e. nurses in Saudi Arabia by BPJS is not yet fully optimal for Indonesian migrant workers, though they are willing to register for the special labor social security program. The study suggests the Social Security System Administration (BPJS Ketenagakerjaan) should be able to protect the users by increasing membership services and social security programs for prospective migrant workers. Therefore, intensive collaboration, coordination, and outreach to Indonesian migrant workers is required through an easy membership scheme, fast, and integrated. This gap can be useful material for future research.

REFERENCES

Adha, L. ; Z. ; R. (2020). *Migrant worker Social Security Policy* (Kebijakan Jaminan Sosial pekerja migran). Risalah Kenotariatan, 1(2). https://risalah.unram.ac.id/index.php/risalah/article/view/13

Amsyari, R., & Dwi Kesumah, F. S. (2019). The Law Enforcement Of The Employees Social Security System In Indonesia: A Game Theory Perspective. International Journal of Economics, Business, and Entrepreneurship, 2(2), 165–174. https://doi.org/10.23960/ijebe.v2i2.58

Asmanto, C. (2019). *The Role of the Social Security Administering Body for Workers (Bp Jamsostek) Karawang Branch Office in Improving the Legal Protection of Social Security for Indonesian Migrant Workers Candidates* (Peran Badan Penyelenggara Jaminan Sosial Tenaga Kerja (Bp Jamsostek) Kantor Cabang Karawang Dalam Meningkatkan Perlindungan Hukum Jaminan Sosial Calon Pekerja Migran Indonesia). Universitas Gadjah Mada. http://etd.repository.ugm.ac.id/penelitian/detail/188800

Indonesia, Bank of. (2020). Number of Indonesian Migrant Workers. https://www.statista.com/statistics/711585/indonesia-number-of-migrant-workers/

Basuki, B. (2017). *Legal Protection Against the Placement of Migrant Workers/Indonesian Workers Based on Law no. 39 of 2004* (Perlindungan Hukum Terhadap Penempatan Tenaga Kerja Migran/Tenaga Kerja Indonesia Berdasarkan Undang-Undang No. 39 Tahun 2004). Lex et Societatis, V(8.5.2017), 58–65. https://doi.org/10.35796/les.v5i6.17908

BP Jamsostek. (2020). *Facing Challenges, Strengthening Sustainable Innovation* (Menghadapi Tantangan, Memperkuat Inovasi Berkelanjutan). https://www.bpjsketenagakerjaan.go.id/assets/uploads/laporan_tahunan/BPJS_IR2020_LO16_Lowres.pdf

BP2MI. (2021). *PMI Placement And Protection Data* (Data Penempatan Dan Perlindungan PMI). BP2MI. https://www.bp2mi.go.id/statistik-penempatan

BPJS Ketenagakerjaan. (2019). *Aggressive Growth For Continuous Protection* (Pertumbuhan Agresif Untuk Perlindungan Berkelanjutan). https://www.bpjsketenagakerjaan.go.id/assets/uploads/laporan_tahunan/BPJS_2020_LO17

Djatmiko, A., & Pudyastiwi, E. (2019). The Role Of Indonesian Labor Placement And Protection Board (Bnp2tki) On Indonesian Labor (Tki). Ganesha Law Review, 1 (2)(Undikhsa), 1–17. https://ejournal2.undiksha.ac.id/index.php/GLR/article/view/51

Fisipol UGM. (2017). Jaminan Sosial Sebagai Upaya Mengurangi Ketimpangan Sosial. Berita Fisipol UGM. https://fisipol.ugm.ac.id/jaminan-sosial-sebagai-upaya-mengurangi-ketimpangan-sosial/

Hardy, S., Hadi, N., & Tukayo, I. J. H. (2021). The demands on nursing curriculum flexibility towards the need of global workforce: A systematic review. Journal of Holistic Nursing Science, 8(2), 114–121. https://doi.org/10.31603/nursing.v8i2.4808

Hennigusnia. (2021). Constitusional Review To The National Social Security System And The Social Security Administration Body. Jurnal Ketenagakerjaan, 16(2), 103–120.

ILO. (2020). The world of work and COVID-19. United Nations, 06(June), 27. https://www.ilo.org/employment/Informationresources/covid-19/other/WCMS_748323?lang=en

Kemenko PMK. (2020). *Government Fixes Indonesian Migrant Worker Service Governance* (Pemerintah Benahi Tata Kelola Layanan Pekerja Migran Indonesia). Kemenkopmk.Go.Id. https://www.kemenkopmk.go.id/pemerintah-benahi-tata-kelola-layanan-pekerja-migran-indonesia-0

Ningsih, A. S. (2019). Regulation On Social Security System For Workers To Achieve Safety And Health At Work; Comparison Between Indonesia And Malaysia Labour Law. Tadulako Law Review, 4(1), 15–27. https://doi.org/http://dx.doi.org/10.22487/j25272985.2019.v1.i1.12534

Nursalam. (2016). *Nursing Research Methodology* (Metodologi Penelitian Ilmu Keperawatan). Salemba Medika.

Purba, Y. A., Aini, Y. N., Asiati, D., & Ngadi, N. (2021). *Gaps in Social Security Participation of Workers in Indonesia: Analysis of 2018 Sakernas Data* (Kesenjangan Kepesertaan Jaminan Sosial Tenaga Kerja Di Indonesia : Analisis Data Sakernas 2018). Jurnal Ketenagakerjaan, 15(2). https://doi.org/10.47198/naker.v15i2.72

Radhi, F. (2018). *Evaluation of Strategies to Increase Case Study Participation in Bpjs Ketenagakerjaan* (Evaluasi Strategi Untuk Meningkatkan Kepesertaan Studi Kasus Di Bpjs Ketenagakerjaan). Universitas Gadjah Mada. http://etd.repository.ugm.ac.id/penelitian/detail/162631

Ramli, R. (2021). *The number of migrant workers who are active participants in the BPJS for Manpower continues to decrease* (Jumlah Pekerja Migran Yang Jadi Peserta Aktif Bpjs Ketenagakerjaan Terus Berkurang). Kompas.Com. https://money.kompas.com/read/2021/03/16/160241926/jumlah-pekerja-migran-yang-jadi-peserta-aktif-bpjs-ketenagakerjaan-terus?page=all

Rosiana, N., & Fathul Amin, Y. (2019). *Labor Mobility Analysis* (Analisis Mobilitas Tenaga Kerja). Hasil Sakernas 2018, 138.

Sari, A. (2021). *The Effectiveness of Social Security for Indonesian Migrant Workers Abroad in the Context of Realizing Legal Protection* (Efektivitas Jaminan Sosial Bagi Pekerja Migran Indonesia Di Luar Negeri Dalam Rangka Mewujudkan Perlindungan Hukum) [Universitas Islam Bandung]. https://doi.org/10.29313/.v7i1.24930

Sekretariat Negara, R. (2018). *Permenakertrans Number 18 of 2018* (Permenakertrans Nomor 18 Tahun 2018). Kementrian Sekretariat Negara, RI.

Silaban, R., & Munandar, I. (2021). Social Security Challenges And Its Strategy During Pandemic Covid-19 In Indonesia. Jurnal Syntax Transformation, 4(1), 1–2. http://jurnal.syntaxtransformation.co.id/index.php/jst/article/view/207

Simatupang, J. (2021). *Implementation of a Web-Based Job Portal Information System for BPJS Employment* (Implementasi Sistem Informasi Job Portal Pada Bpjs Ketenagakerjaan Berbasis Web). Jurnal Amikmahaputra 5(2), 48–59. https://www.journal.amikmahaputra.ac.id/index.php/JIT/article/view/100

Sudewo, W., & Tunggal, A. (2016). Protect Indonesian Migrant Worker In Saudi Arabia 2016 Post. Mediasi: Journal of International Relation, 1–20. https://ejournal.unida.gontor.ac.id/index.php/mediasi/article/view/2272

TNP2K. (2018). The Future Of The Social Protection System In Indonesia: Social Protection For All. http://tnp2k.go.id/download/24864181129 SP Exe Summary ENG-web.pdf

Umam, K. A., & Saripah, I. (2018). Using The Context, Input, Process And Product (CIPP) Model In The Evaluation Of Training Programs. International Journal of Pedagogy and Teacher Education, 2(July), 19. https://doi.org/10.20961/ijpte.v2i0.26086

Zulfikar, A. (2014). Indonesian Workers Protection Abroad: Indonesian Law Post – Ratification Of International Convention On Migrant Workers. Juris Gentium Law, 2(September), 30–40. https://jurnal.ugm.ac.id/jurisgentiumlaw/article/view/56647/27806