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Analysis of Public Service Effectiveness in the Implementation of Mobile JKN Application in Deli Serdang Regency

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Abstract

The development of information technology is driving the transformation of public services, including digital-based health services. The Social Security Administering Agency (BPJS Kesehatan) launched the Mobile JKN application as a means to facilitate independent access to National Health Insurance (JKN) services. This study aims to analyze the effectiveness of public services through the implementation of the Mobile JKN application in Deli Serdang Regency. This study uses a conceptual approach (conceptual paper) that aims to analyze the effectiveness of public services in the implementation of the Mobile JKN application in Deli Serdang Regency. Research data was obtained through a literature review that includes books, journals, policy reports, and scientific articles related to digital public services. This study integrates the concept of public service effectiveness according to the New Public Service Principles theory and the information system success model according to the DeLone and McLean theory in one conceptual framework. The results of the study indicate that the implementation of the Mobile JKN application has been assessed as effective in digital-based public services to improve efficiency, accountability and transparency of health services to the public.

Keywords : Public Service, Effectiveness of Public Service Delivery, Mobile JKN Application

1. INTRODUCTION

The development of information and communication technology has brought significant changes to governance, particularly in the provision of public services. Governments in various countries are required to adapt to technological developments to improve the quality of public services. The digitalization of public services is seen as a strategic solution to address various classic public service issues, such as bureaucratic red tape, limited access, and low service efficiency (Heeks, 2018).

In the context of public administration, public services are a state obligation to meet the basic needs of citizens. The quality of public services is measured not only by the government's ability to provide services, but also by the extent to which those services are accessible fairly, quickly, and meet the needs of the community. Therefore, digital transformation in public services is a crucial part of bureaucratic reform efforts and improving public sector performance (Dwiyanto, 2018).

The health sector is one of the most vital areas of public service because it is directly related to the welfare of the community. The Indonesian government, through the Social Security Administration Agency (BPJS) for Health, implements the National Health Insurance Program (JKN) as a form of the state's responsibility to guarantee access to health services for all citizens. This program requires an effective, efficient service system that is able to reach the wider community (Indonesian Ministry of Health, 2021).

Along with the increasing number of JKN participants and the complexity of health services, BPJS Health has developed digital-based service innovations through the JKN Mobile Application. This application is designed to make it easier for JKN participants to access various administrative services, such as registering for health facilities, changing membership data, online queuing, and service complaints. The presence of the JKN Mobile Application is expected to improve service efficiency and reduce the burden of face-to-face services at health facilities (BPJS Health, 2022).

The effectiveness of public services is a key concept in assessing the success of the JKN Mobile Application. Public services are considered effective if they are able to achieve their stated objectives, provide tangible benefits to the community, and increase user satisfaction. In the context of digital health services, effectiveness is not only related to the speed of service,

but also to the ease of use of the application, the quality of information provided, and the benefits felt by the community (Mardiasmo, 2019).

In addition to the aspect of effectiveness, the normative approach in public services also needs to be considered. The New Public Service paradigm emphasizes that the main objective of public services is to serve citizens and the public interest, not merely to achieve organizational efficiency. In the context of digital services such as the JKN Mobile Application, this approach requires that technology be used to reinforce public service values such as fairness, participation, and accountability (Denhardt & Denhardt, 2003).

The use of information technology in public services also needs to be evaluated from the perspective of information system success. DeLone and McLean's information system success model provides a comprehensive analytical framework for assessing system quality, information quality, service quality, usage levels, user satisfaction, and the net benefits generated by information systems. This model is widely used in public sector information system research because it integrates technical aspects and user behavior (DeLone & McLean, 2003).

Based on this description, this study focuses on analyzing the effectiveness of public services in the implementation of the JKN Mobile Application in Deli Serdang Regency. This topic was chosen based on the urgency of improving the quality of health services through the use of digital technology and the importance of evaluating public service innovations that have been implemented.

This study integrates the concept of public service effectiveness in the New Public Service paradigm and DeLone and McLean's information system success model into a single conceptual framework. Public service effectiveness is used as the main variable to assess the success of digital-based health services. The New Public Service paradigm provides a normative basis for assessing the orientation of services towards citizens, while the DeLone and McLean model is used to evaluate the success of information systems from a technical and user behavior perspective.

Thus, this study is expected to provide a deeper understanding of the effectiveness of digital-based public services and contribute to the development of public service policies and practices in the health sector.

II. RESEARCH METHOD

A. Research Type and Approach

This study uses a conceptual approach (conceptual paper) with a descriptive qualitative research design. Qualitative research was chosen to gain an in-depth understanding of the effectiveness of public services in the implementation of the Mobile JKN application in Deli Serdang Regency through theory synthesis without empirical data collection. Research data was obtained through a literature review covering books, journals, policy reports, and scientific articles related to digital public services. The analysis was conducted by examining the concept of citizen-based public services according to the New Public Service Principle theory (Denhardt & Denhardt, 2003), which emphasizes democratic values, service to citizens, participation, and accountability, and integrating it with the information system success model (DeLone & McLean, 2003), which assesses system quality, information quality, service quality, usage, user satisfaction, and net benefits. Through this approach, the study aims to provide an overview or description of the effectiveness of public services through the implementation of the Mobile JKN application in Deli Serdang Regency.

B. Conceptual Framework

Based on the problems and literature review, the researcher created a conceptual framework using the New Public Service theory and DeLone and McLean's theory. These theories will be used as indicators to measure the level of public service effectiveness in the implementation of the JKN mobile application in Deli Serdang Regency. The conceptual framework is shown in the following figure:
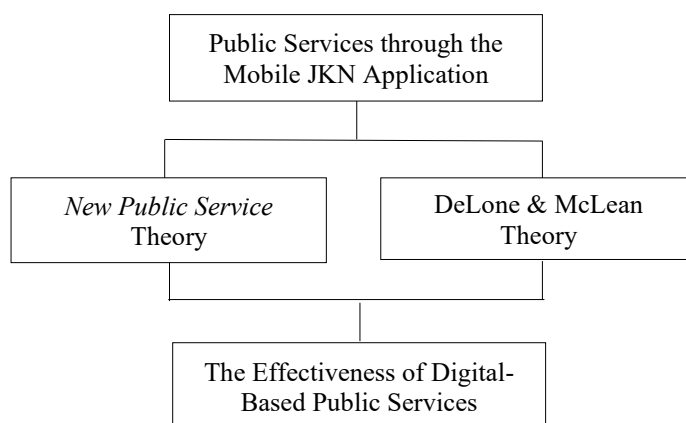

Figure 1. Conceptual Framework

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C. New Public Service Theory

The New Public Service (NPS) paradigm was developed by Denhardt and Denhardt as a response to the dominance of the New Public Management paradigm, which emphasizes efficiency, competition, and market mechanisms in public services. New Public Service asserts that the main objective of public services is not to serve customers, but to serve citizens and the public interest. This paradigm places the values of democracy, participation, and justice as the main foundations of public service (Denhardt & Denhardt, 2003).

In the New Public Service perspective, the government acts as a public servant tasked with facilitating the fulfillment of public needs. The public is viewed as citizens who have rights and obligations, not merely as consumers of services. Therefore, public services must reflect the common interest and strengthen public trust in the government (Denhardt & Denhardt, 2003).

In the context of public service digitalization, the New Public Service paradigm provides an important perspective to ensure that the use of technology does not neglect public values. Digital public services must be designed to facilitate the community, expand access to services, and provide space for community participation and feedback. Thus, technology serves as a tool to strengthen the relationship between the government and citizens (Dwiyanto, 2018).

Denhardt, Janet V, and Robert B. Denhardt (2003) outline seven important principles in New Public Service, including:

1. Serve citizens, not customers
The public interest is the result of a dialogue about shared values rather than an aggregation of individual interests. Therefore, public servants do not merely respond to customer demands but rather focus on building trust and collaboration with and among citizens.

2. Seek the public interest
Public administrators must contribute to building the common public interest. The goal is not to find quick solutions based on individual choices, but to create shared interests and shared responsibilities.

3. Value citizenship over enterpreneurship
Public interests are better served by public servants and citizens who are committed to contributing to society than by entrepreneurial managers who act as if public money is their own. By valuing citizens more than business, a region will prioritize society even though innovation is also very important.

4. Think strategically, act democratically
Policies and programs to meet public interests can be achieved effectively and responsibly through collective efforts and collaborative processes.

5. Recognize that accountability isn't simple
Public officials should not only prioritize market interests, they must also prioritize adherence to the constitution, laws, social values, political values, professional standards, and the interests of citizens.

6. Serve rather than steer
It is crucial for public officials to use leadership based on shared values rather than controlling or directing society towards new values.

7. Value people, not just productivity
Public organizations and their networks are more likely to achieve long-term success if they are run through a process of collaboration and shared leadership based on respect for all individuals.

D. DeLone and McLean Theory

The theory of information system success proposed by DeLone and McLean is one of the most comprehensive and widely used models for evaluating information systems in academic research. This model was introduced in 1992 and updated in 2003 to keep pace with developments in information technology and user needs. DeLone and McLean view the success of an information system as the result of interactions between system quality, information quality, usage, user satisfaction, and the benefits generated (DeLone & McLean, 2003).

The DeLone and McLean model explains that the success of an information system is a multidimensional and interrelated process. A high-quality information system will encourage users to use the system, which in turn will affect user satisfaction levels. This usage and satisfaction then generate net benefits for individuals, organizations, and society at large. Thus, the success of an information system is understood as the result of interactions between technical aspects, user behavior, and the impact of the system on service performance (DeLone & McLean, 2003).

DeLone and McLean's theory consists of six main dimensions, namely System Quality, Information Quality, Service Quality, User System Intensity, User Satisfaction, and Net Benefits. These six dimensions are interrelated and form a comprehensive evaluation framework for the implementation of information systems.

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E. Public Services

Public service is the main function of the government in meeting the needs and interests of the community in accordance with the principles of justice and equity. Public service reflects the relationship between the state and its citizens, whereby the government is responsible for providing quality services as a form of fulfilling the basic rights of the community (Sinambela, 2017). In this context, public services are not only understood as administrative activities, but also as a process that reflects democratic values and public interests.

In the development of modern public administration, the quality of public services has become a key indicator of government performance. Quality public services are characterized by clear procedures, certainty of service delivery times, responsiveness of officials, and satisfaction among the public as service users. Governments are required to be able to adapt their service systems to changes in public needs and technological developments (Dwiyanto, 2018).

F. Effectiveness of Public Services

The effectiveness of public services is a fundamental concept in public administration studies used to assess the success of government service delivery. Effectiveness indicates the extent to which public service objectives can be achieved in accordance with plans and community needs. Effective public services are measured not only by the output produced, but also by the impact and benefits felt by the community as service users (Mardiasmo, 2019).

According to Gibson et al. (2012), organizational effectiveness relates to an organization's ability to achieve its goals, adapt to its environment, and meet the needs of its stakeholders. In the context of public services, effectiveness reflects the government's ability to provide targeted, high-quality, and sustainable services. Therefore, the effectiveness of public services is multidimensional and cannot be understood narrowly from the perspective of administrative efficiency alone.

Dwiyanto (2018) states that effective public services are characterized by the fulfillment of the public's right to quality, accessible, and responsive services. Effectiveness is also closely related to the level of public satisfaction with the services provided. The higher the public satisfaction, the more likely the service will be considered effective.

G. Mobile JKN Application

According to Korompis (2021), the Mobile JKN application is an innovation that utilizes information technology for prospective participants or participants of JKN-KIS, which can be downloaded from the Playstore or Apps Store. The Mobile JKN application was developed by BPJS Kesehatan to help participants access various health services. The Mobile JKN application helps participants to register new participants, collect and change membership data, as well as provide information on participant contribution payments, information on the location of health facilities (faskes), queue service registration, health screening, doctor consultations, and makes it easier for the public to submit suggestions or complaints to officers.

Based on data from Kominfo (2017), Mobile JKN was officially launched on November 15, 2017, by Minister Rudiantara in Jakarta. Some of the benefits for participants are that they can access information and services anytime and anywhere with a smartphone, they don't have to wait long to register for services or check their status at the BPJS office or hospital, and they always have the latest information because all data in the application is updated in real-time.

The Mobile JKN Application is a digital-based public service innovation developed by BPJS Kesehatan as part of efforts to transform health services in Indonesia. This application is designed to provide convenience for National Health Insurance (JKN) participants in accessing various administrative services and health information independently through mobile devices. The presence of the JKN Mobile Application reflects the government's commitment to utilizing information technology to improve the quality, efficiency, and effectiveness of public services in the health sector (BPJS Kesehatan, 2022).

Conceptually, the JKN Mobile Application functions as a public service information system that integrates membership data, health services, and communication between service providers and the community. This application provides various key features, such as checking membership status, changing participant data, registering and transferring primary health facilities, online queuing, and JKN complaint and information services. These features aim to reduce the public's dependence on face-to-face services and speed up the health administration process (Indonesian Ministry of Health, 2021).

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III. RESULTS AND DISCUSSION

The implementation of the JKN Mobile Application can be analyzed using the New Public Service perspective to assess the extent to which these digital services are oriented towards the interests of the community. This application is not only assessed in terms of technical efficiency, but also in terms of its ability to provide fair, transparent, and responsive access to services that meet user needs. The following is an analysis of the implementation of the JKN Mobile application based on the New Public Service Principle theory:

A. Serve citizens, not customers

The Mobile JKN Application in public services does not only focus on the needs of individuals as customers, but also builds strong relationships with the community as a whole. The JKN Mobile Application fulfills this principle by providing health service features needed by participants, such as membership status (active/inactive), changes to membership data, online queuing, service history information, health facility location information, contribution and payment information, and health history screening for the entire community, regardless of social or economic background. In other words, Mobile JKN provides services that respect citizens, not just satisfy the public as consumers.

B. Seek the public interest

The Mobile JKN Application provides fast services and solutions that prioritize public interests. The JKN Mobile Application fulfills this principle by providing an online queue feature that saves time because users do not need to come early to the BPJS office just to get a queue number, a feature to check membership status (active/inactive), participant data changes, and checking contribution and payment information through the app, which can be done anytime and anywhere without having to come directly to the BPJS office, thereby saving time, reducing transportation costs, and reducing service queues at the BPJS office.

C. Value citizenship over enterpreneurship

The JKN Mobile Application in public services affirms its commitment to valuing citizens/the community more than just prioritizing financial or personal gain. The JKN Mobile Application fulfills this principle through all the information and services available in the application, ranging from online queuing, checking membership status (active/inactive), changing membership data, information on health facility locations, health history screening, bed availability, and information on surgery schedules, all of which are provided free of charge, demonstrating that the JKN Mobile Application emphasizes public service and is not profit-oriented.

D. Think strategically, act democratically

The Mobile JKN Application strives to take strategic and democratic steps in fulfilling public services. The JKN Mobile Application is designed to make it easier for JKN participants to access various health services without having to come directly to the BPJS branch office. This shows that the application of technology in public services is a strategic step that has a positive impact on the community in accessing various membership and health services through an application that can be accessed anytime and anywhere, making it more effective and efficient. In addition, the JKN Mobile Application also has a complaint and call center feature to accommodate criticism and suggestions from the public regarding the application's services. This demonstrates a democratic effort to accommodate the aspirations of the community for improving the quality of public services in the future.

E. Recognize that accountability isn't simple

Based on Law Number 24 of 2011 concerning the Social Security Administration Agency (BPJS), which became the basis for the establishment of BPJS Health and BPJS Employment as a social protection effort to ensure the fulfillment of basic needs for a decent life for each participant or their family members, where BPJS Health is tasked with implementing the National Health Insurance (JKN) program (Sehat Negeriku, 2014). Based on data from Kominfo (2017), Mobile JKN was officially launched on November 15, 2017, by Minister Rudiantara in Jakarta. Some of the benefits for participants are that they can access information and services anytime and anywhere with a smartphone, they do not have to wait long to register for services or check their status at the BPJS office or hospital, and they always have the latest information because all data in the application is updated in real-time. This demonstrates the legal basis for the responsibility in implementing the Mobile JKN application. Additionally, the Mobile JKN application also has various features that provide easy access to membership information, contribution information and payment status, information on membership rights and benefits, and information on the location of health facilities, indicating transparency in public services.

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F. Serve rather than steer

The Mobile JKN Application demonstrates a commitment to serving the public by providing effective and efficient quality services. The JKN Mobile Application fulfills this principle by providing easy self-service, reducing administrative bureaucracy, simplifying membership services, and accelerating access to health services. Thus, the JKN Mobile Application serves to serve the public, not to direct or complicate the service process.

G. Value people, not just productivity

The JKN Mobile Application not only prioritizes ease and success of service, but also pays attention to the quality of interaction and the impact felt by the community. The JKN Mobile Application fulfills this principle through its complaint and call center features to accommodate criticism and suggestions, access for vulnerable groups, and improvements in the quality of the application's services. This means that the JKN Mobile Application not only prioritizes service quality through digitalization, but also continues to pay attention to the aspirations of the community and harmonious and mutually respectful relationships with all stakeholders involved.

Furthermore, DeLone and McLean's theory views the success of an information system as the result of interactions between system quality, information quality, usage, user satisfaction, and the benefits generated. The following is an analysis of the implementation of the Mobile JKN application based on DeLone & McLean's theory:

1. System Quality

The quality of the system can be assessed based on ease of access, system flexibility, and system reliability. **Ease of Access:** to access the Mobile JKN application, participants only need to register using their personal data and an OTP code for verification, thereby maintaining the security of participant data and ensuring a quick and easy login process, which reduces the time needed to process the desired services. **System flexibility:** the Mobile JKN application is flexible enough to adapt to policy changes and technological developments without overhauling key features such as service feature updates, changes to primary health facilities and membership data, updates to the online queue mechanism, adjustments to tiered referral rules, and access to the application, which can be found on Android and iOS. **System Reliability:** The Mobile JKN application functions stably, consistently, and without disruption when used, such as the process of changing Primary Health Facilities and membership data, with minimal failures and errors, and the data displayed is synchronized with the central system without changes or mix-ups.

2. Information Quality

The quality of information can be assessed based on the presentation of information, relevance to needs, accuracy of information, and completeness of information. **Presentation of Information:** The Mobile JKN application presents information on health services, membership, and service facilities in the form of clear and simple menus, with structured colors and layouts that are easy to use and not confusing. **Relevance to needs:** The features in the Mobile JKN app are highly relevant to the health service needs of participants, such as membership status (active/inactive), changes to membership data, online queues, service history information, health facility location information, contribution and payment information, and health history screening. **Accuracy of Information:** The Mobile JKN application has a high level of accuracy in terms of membership data because it is directly connected to the BPJS and Disdukcapil databases so that the data displayed is synchronized with the central system and does not change or get mixed up. **Completeness of Information:** The Mobile JKN application provides a variety of information, including membership services, health facility location information, online queues, health history screening, bed availability, surgery schedule information, medication schedule information for TB patients, contribution and payment information, regional disease trend information, and e-commerce.

3. Service Quality

Service quality can be assessed based on service response time and system reliability. **Service response time:** the JKN mobile app has a complaint feature. In response to this, BPJS Kesehatan implements a Service Level Agreement (SLA) whereby BPJS Kesehatan is committed to responding to JKN participants within 24 hours. However, synchronizing changes in membership data takes a relatively long time, around 1-7 working days depending on the type of data. Meanwhile, synchronizing changes in health facilities takes a long time, around 1 month. This shows that the response time of the Mobile JKN application is considered slow. **System assurance:** the registration process on the

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Mobile JKN application uses an OTP code for verification to maintain the security of participant data. In protecting participants' personal data, BPJS Kesehatan also collaborates with the National Cyber and Cryptography Agency (BSSN) and the Ministry of Communication and Information Technology (Kemenkominfo). This indicates that BPJS Kesehatan is responsible for ensuring participants' personal data is not illegally disseminated.

4. User System

User intent refers to the user's intention to use an information system, reflecting the extent to which users plan to adopt or use the system. In 2024, the population of Deli Serdang Regency reached approximately 2.048.480 (Central Statistics Agency). In terms of participation intention, Deli Serdang Regency has achieved Universal Health Coverage (UHC) status as of September 1, 2025, which means that the entire population of Deli Serdang Regency is now covered by BPJS Kesehatan with a participation rate of 98.88% of the total population. However, in terms of the intensity of Mobile JKN application usage, it is very different from the intensity of participation. This can be seen from the number of patients visiting one of the community health centers, namely the Karang Anyer Community Health Center, Beringin District. In a study (Fikriyah Arfina Nainggolan, et. al, 2025), in 2023, the number of patients visiting the Karang Anyer Community Health Center was 12,289, and only 10 people registered using the Mobile JKN application in one year. This shows that the intensity of Mobile JKN application usage is still low.

5. User Satisfaction

The JKN Mobile app is considered to provide satisfaction to its users. The features available on the Mobile JKN app are comprehensive and assist participants in accessing health services, ranging from membership status (active/inactive), membership data changes, online queuing, service history information, health facility location information, contribution and payment information, to health history screening, with an easy-to-use app interface that can be accessed anywhere. With the Mobile JKN app, participants no longer need to queue in person to access healthcare services and update their data, thereby saving time and reducing queue congestion at healthcare facilities.

6. Net Benefits

The implementation of the Mobile JKN application provides benefits for users, organizations, and the government. **Benefits for Users:** BPJS Kesehatan participants who use the Mobile JKN application enjoy immediate benefits, such as saving time in registration and queuing, as well as easy access to health services anywhere. **Benefits for Organizations:** With the Mobile JKN application, BPJS Kesehatan or Faskes as service providers are able to reduce participant administrative costs and reduce queuing burdens in the field, thereby speeding up service delivery as the information system helps organizations provide more effective and efficient services. **Benefits for the Government**: Through the implementation of information system-based public services such as the Mobile JKN application, it is possible to increase the transparency and accountability of government health services and support the transformation of national health services based on digital technology.

V. CONCLUSION

Conceptually, the implementation of the Mobile JKN application reflects the principles of modern public service oriented towards the interests of the community in accordance with the New Public Service framework, particularly in terms of inclusive, transparent, accountable, and responsive services to the needs of citizens. The Mobile JKN application not only functions as a digital tool for service efficiency, but also reinforces public service values such as equal access, information disclosure, and community involvement. From the perspective of the DeLone & McLean model, Mobile JKN demonstrates good system and information quality through ease of access, system reliability, and accurate, relevant, and complete information presentation. The application service also provides tangible benefits for users, organizations, and the government. However, conceptually, it was found that the intensity of application usage is still low and service response time, especially related to data synchronization and changes in health facilities, is still an obstacle, thereby reducing service quality and the effectiveness of information system implementation. Thus, overall, the Mobile JKN application makes a positive contribution to improving the effectiveness of digital-based public services, but it still needs optimization in terms of usage and service speed to meet information system success indicators more comprehensively.

VI. RECOMMENDATIONS

Conceptually, efforts are needed to increase public awareness and digital literacy so that the use of the Mobile JKN application increases and users better understand the functions and benefits of the application in accessing health services. System improvements need to be made, especially in terms of data synchronization speed and service response, to improve service quality and user satisfaction. Local governments, BPJS Kesehatan, and health facilities need to strengthen collaboration in the development and evaluation of digital services so that the principles of participation and accountability within the New Public Service framework can be realized more optimally. In addition, two-way communication through complaint features and call centers needs to be continuously improved as a means of receiving public input to improve service quality. At the information system design level, innovation in developing application features based on community needs and improving user experience are strategic steps to achieve overall information system success. Thus, the implementation of the Mobile JKN application is expected to create a more inclusive, effective, and sustainable digital health service ecosystem.

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