

Analysis of Human Resource Management Processes in the Procurement and Utilization of Community Health Center Employees as BLUDs at UPTD Community Health Centers in Bulungan Regency, North Kalimantan Province

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ABSTRACT

This research aims to analyze the human resource management process in the procurement and utilization of employees at *Community Health Centers (Puskesmas)* with *Regional Public Service Agency (BLUD)* status in Bulungan Regency, North Kalimantan Province. The study uses a descriptive qualitative approach, with data collection techniques consisting of in-depth interviews, observation, and documentation involving the head of the *community health center* and related structural officials. The results show that human resource planning is carried out systematically to balance service needs with the availability of health workers through workload analysis and competency requirement projections. Human resource organization has been based on regulations from the Ministry of Health and the Health Office, with a clear division of authority through the organizational structure and job descriptions. Guidance is carried out with an emphasis on discipline, two-way communication, motivation, and performance-based incentives. HR control is implemented through monitoring and evaluation mechanisms that cover performance, discipline, and the application of rewards and sanctions. However, several obstacles were identified, such as limited human resources, high workloads, multiple job assignments, and limited technological infrastructure. Overall, the results of this study confirm that the HR management process at the Bulungan *BLUD Community Health Centers* has been carried out based on the principles of efficiency, accountability, and service quality improvement. However, it still requires strengthened coordination and greater utilization of information technology so that HR management becomes more adaptive and sustainable.

KEYWORDS *human resource management, community health centers, BLUD, employee recruitment, workforce utilization*



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INTRODUCTION

Health is one of the main components of the Human Development Index (HDI), which plays a strategic role in creating healthy, intelligent, and productive human resources. Health development is not only the responsibility of the government, but also a fundamental right of every citizen to have access to quality health services (Sudarni et al., 2021). The World Health Organization (WHO) emphasizes that the success of a health system depends heavily on the availability and quality of competent health workers. The coverage of health services and the fulfillment of the right to the highest standard of health are influenced by the availability, accessibility, and quality of health workers (Qin et al., 2023).

Human resource management plays an important role in ensuring the availability of quality health workers. Human resources are the main asset of an organization that requires effective management in order to contribute optimally to the achievement of organizational

goals (Ferry et al., 2021). In the context of health services, human resource management has a big responsibility in regulating the planning, procurement, development, and utilization of health workers. According to Adinda et al. (2024) good HR management will have a direct impact on the efficiency of the healthcare system. Furthermore, Nahumury et al. (2025) stated that the future of a nation is greatly influenced by the quality and competence of its HR, including in the healthcare sector.

The Indonesian government, through the National Health System (SKN), continues to strive to improve the quality of health services in various health facilities, one of which is through the optimization of health human resource management (SDMK). According to Makanoneng, Sundari, and Pakpahan (2024) HRH is a key driver in improving public health, which must be adequate in terms of quantity, type, and quality, and distributed fairly in accordance with health development needs. Minister of Health Regulation No. 33 of 2015 also emphasizes that SDMK includes all personnel active in the health sector, both through formal and non-formal education, who are authorized to carry out health efforts (Sekarjati, 2024).

To improve the effectiveness of health facility management, the government issued a policy through Minister of Home Affairs Regulation No. 79 of 2018 concerning Technical Guidelines for the Management of Regional Public Service Agencies (BLUD). This regulation requires Community Health Centers (Puskesmas) and Regional General Hospitals (RSUD) to transform into BLUDs in order to have flexibility in financial management and improve service quality. The Ministry of Health aims for 90% of Puskesmas in Indonesia to achieve BLUD status by 2024. However, its implementation still faces obstacles, especially in terms of human resource management and understanding of the BLUD financial system (Ricardo et al., 2023).

Research by Ricardo et al. (2023) shows that the implementation of BLUD financial management patterns in 21 community health centers in Pekanbaru City has not been optimal due to differences in regulatory interpretation and limited human resource competencies. Similar problems were found at the Panyabungan Regional General Hospital, where BLUD status has not been implemented due to limitations in the quality and structure of human resources (Irwandi et al., 2023). By the end of 2022, only about 43% of Puskesmas in Indonesia had BLUD status. In fact, the main objective of implementing BLUD is to improve financial and non-financial performance, including in the aspects of customers, internal processes, learning, and growth (Diskamara & Hidayat, 2023).

Specifically in North Kalimantan Province, 60 Puskesmas are encouraged to implement the BLUD scheme. However, the realization is still low. Data from Lensa Nusantara (2024) shows that only 35% or around 12 Puskesmas in Bulungan Regency have BLUD status, far from the ideal target of 65%. This low achievement indicates obstacles in management, administrative readiness, and human resource competence. This condition is exacerbated by the fact that BLUD management in several Puskesmas is still carried out by medical personnel, such as midwives and nurses, who also serve as financial managers. This dual role has the potential to cause inaccuracies in reporting and audit findings from supervisory agencies.

In the context of human resource management theory, Hasibuan (2017) explains that HRM is the science and art of managing labor relations and roles to be effective and efficient. HRM encompasses two main functions: managerial functions, which consist of planning, organizing, directing, and controlling, and operational functions, which include procurement, development, compensation, integration, maintenance, and termination. Therefore, planning for HR needs as stipulated in Permenkes No. 33 of 2015 must be adjusted to local and national health development needs (Widodo, 2023).

HR performance is a determining factor in an organization's success in achieving its goals. Revolaninggar, Suryawati, and Jati (2021) explain that performance is the tangible result of individual work behavior that supports the achievement of organizational targets. Research by Shafira, Arso, and Kusumastuti (2022) reveals that non-civil servant HR planning at the Semarang City Health Center is not yet optimal, whereas Hasibuan (2017) indicate that health HR management at the Medan Johor Health Center has been effective due to the support of clear planning and work mechanisms.

This study aims to analyze the human resource management process in the procurement and utilization of employees at Community Health Centers with Regional Public Service Agency status in Bulungan Regency, North Kalimantan Province. Specifically, this research examines how the managerial functions of planning, organizing, directing, and controlling are implemented in HR management at BLUD Puskesmas, as well as identifying the obstacles and challenges faced in the process. The findings of this study are expected to provide both theoretical and practical benefits. Theoretically, this research contributes to the development of human resource management literature in the public health sector, particularly in the context of BLUD transformation. Practically, the results can serve as a reference for the Bulungan Regency Health Office and Puskesmas managers in formulating more effective HR policies, improving the quality of health services, and supporting the achievement of BLUD performance targets. Additionally, this study provides empirical evidence for policymakers at the regional and national levels in evaluating and refining BLUD implementation strategies, particularly regarding human resource readiness and management. Thus, it is crucial to examine how the human resource management process supports the procurement and utilization of BLUD-status Puskesmas employees, particularly in regions like Bulungan Regency, to obtain an empirical picture that can strengthen health human resource management policies at the regional level.

RESEARCH METHOD

This study used a qualitative approach with a case study design. This approach was chosen because the study focuses on thoroughly describing and exploring the human resource management process in the procurement and utilization of Puskesmas employees as Regional Public Service Agencies (BLUD) at the UPTD Puskesmas in Bulungan Regency, North Kalimantan Province. The research was conducted on September 10-13, 2025, in all 12 UPTD Puskesmas in Bulungan Regency, covering urban and rural areas. The researcher acted as the main instrument in data collection through field observations, in-depth interviews, and documentation studies. The informants in this study were determined by purposive sampling, consisting of the heads of the Puskesmas and the heads of administration from all UPTD Puskesmas in Bulungan Regency. The data collected included primary data in the form of interview and observation results, as well as secondary data in the form of BLUD

management documents and Puskesmas profiles. Data analysis was conducted qualitatively through the stages of data reduction, data presentation, and conclusion drawing as described by Sugiyono (2019). To ensure data validity, source and method triangulation techniques were used, namely by comparing the results of interviews, observations, and documents from various relevant sources.

RESULT AND DISCUSSION

The transformation of Community Health Centers (Puskesmas) into Regional Public Service Agencies (BLUD) has important implications for human resource management. However, the changes that have occurred are more administrative than structural. Based on interviews with Puskesmas heads in Bulungan District, it was found that the change in BLUD status did not immediately alter the core organizational structure regulated by the Minister of Health Regulation, but only affected nomenclature and financial management flexibility. This indicates that the change was more focused on increasing financial efficiency without altering the established managerial hierarchy.

This finding is in line with the views of the Head of the Bunyu Puskesmas and several other Puskesmas heads who mentioned that BLUD status only provides flexibility in financial management. The nomenclature changes that have occurred are a form of adjustment to the primary service integration (ILP) cluster system, not a fundamental change in the organizational structure. Scientifically, this phenomenon can be explained by the fact that in the context of public organizations such as Puskesmas, changes in financial status do not always require formal restructuring, because public service functions still refer to regulatory provisions set by the central government.

Although the organizational structure remains unchanged, the organization of human resources at BLUD health centers shows an improvement in terms of the alignment of employee duties and functions with the vision and mission of the institution. Most health centers make adjustments through the preparation of assignment letters, job analysis, and mapping of human resource needs based on job analysis and workload. This step was taken to ensure that the role of each employee supports the performance targets of the BLUD Puskesmas. This phenomenon illustrates a form of non-formal structural adaptation that strengthens organizational efficiency, where administrative flexibility allows HR management to be more responsive to field needs.

In addition, the results of the study show that each BLUD Puskesmas in Bulungan Regency has developed a mechanism for dividing activities based on performance indicators and service priorities. Main activities are directed in accordance with the Puskesmas Work Plan (RKP), Minimum Service Standards (SPM), and monthly reports from each unit. This arrangement shows that performance-based management has begun to be internalized in the managerial practices of BLUD Puskesmas. These findings indicate that the implementation of BLUD principles requires strengthening accountability and efficiency in human resource management, so that managerial processes focus not only on administrative compliance, but also on the results and quality of health services.

The division of tasks in each service unit is also carried out systematically, taking into account the principles of specialization and coordination. The determination of work schedules, the appointment of activity coordinators, and the implementation of SOPs form the

basis for ensuring that there is no overlap of authority. Each Puskesmas conducts routine monitoring of task implementation through daily or monthly supervision and evaluation. This shows that the HR management approach at BLUD Puskesmas has moved towards a stronger, data-based internal control system.

In terms of employee recruitment and placement, almost all Puskesmas heads stated that HR selection was carried out by considering competence, educational background, work experience, and individual character. This practice demonstrates the application of the principle of meritocracy in the management of civil servants and contract workers in BLUD Puskesmas. Theoretically, this supports Hasibuan (2017) view that the match between individual competencies and organizational needs determines the effectiveness of human resource management. However, in practice, there are still variations in approach—some Puskesmas rely on subjective assessments and field experience (trial and error), while others use a rotation system and periodic evaluations.

Furthermore, the results of the study also show that the directing function is a strategic element in motivating employees. The head of the health center acts as the main director who ensures consistency between work instructions, performance standards, and employee discipline. Internal communication is carried out through morning briefings, monthly coordination meetings, online communication groups, and written official memos. This communication mechanism ensures that every employee receives uniform directions and has room for feedback. This is in line with the classical management theory proposed by George R (2019), that directing is the process of influencing subordinates to work in accordance with organizational goals with high enthusiasm and awareness.

In the context of motivation and work discipline, all Puskesmas have implemented a reward and sanction system in accordance with the provisions of Government Regulation No. 94 of 2021 concerning ASN Discipline. Rewards are given through performance appraisals, additional incentives, and promotions for outstanding employees. Conversely, violations of the rules are subject to guidance or administrative sanctions. This shows that BLUD Community Health Centers have made efforts to instill a performance-based and responsible work culture, even though challenges such as limited human resources and high workloads still often arise.

From a controlling perspective, most Puskesmas have implemented routine monitoring and evaluation of activities and employee performance. However, coordination of evaluation results with the Health Office has not been consistent. Some Puskesmas report the results of discipline evaluations and service quality indicators on a monthly basis, while others do not yet have an integrated reporting mechanism. This lack of integration reflects the need for a better human resource information system so that the evaluation process and its follow-up can be more efficient and accountable.

In general, this study found that human resource management in the Bulungan District BLUD Puskesmas has covered all the main functions, namely planning, organizing, directing, and controlling, albeit with variations in implementation in each work area. The financial flexibility of BLUD status provides room for managerial innovation, but it has not been fully followed by comprehensive HR system reforms. Constraints such as limited supervisory staff,

high workloads, and digital infrastructure barriers are major obstacles that need to be overcome through regulatory support and inter-agency coordination.

Thus, it can be concluded that the implementation of HR management at the Bulungan District BLUD Community Health Center has shown signs of improvement towards efficiency and accountability in public services. However, to achieve ideal organizational independence, it is necessary to strengthen HR capacity, integrate the personnel information system, and provide ongoing guidance from the Health Office so that the principles of BLUD governance can be optimally realized.

CONCLUSION

This study shows that human resource management at Community Health Centers (Puskesmas) transformed into Regional Public Service Agencies (BLUD) in Bulungan Regency is implemented through four main managerial functions: planning, organizing, directing, and controlling, which are interrelated in improving the effectiveness of performance-based health service management. Human resource planning is conducted systematically to align the number and competencies of health workers with community needs, while HR organization follows regulations from the Ministry of Health and the Health Office with a clear organizational structure and job descriptions. The directing function emphasizes discipline, communication, motivation, and the provision of incentives in accordance with national policies and local conditions, whereas the controlling function is implemented through monitoring and evaluation mechanisms that include performance supervision, the application of sanctions and rewards, and assessments of task implementation effectiveness. The findings indicate that BLUD status does not fundamentally alter the organizational structure but has administrative implications for financial management and accountability. Nevertheless, challenges such as limited human resources, high workloads, and inadequate information technology infrastructure remain significant constraints. Therefore, strengthening employee capacity, improving coordination with the Health Office, and developing data-based management systems supported by information technology are essential to maintain service quality and organizational performance. Future research is recommended to examine the impact of digital health information systems and human resource development strategies on the efficiency and sustainability of BLUD Puskesmas management in different regional contexts.

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