





### **Health Services**

### Makassar Journey Map Series 2018-2021

### **About This Series**

**Building Healthy Cities (BHC)** is a USAID-funded learning project in four Smart Cites in Asia – Indore, India; Makassar, Indonesia; Da Nang, Vietnam; and Kathmandu, Nepal. BHC is testing how to successfully apply urban planning approaches that improve the social determinants of health in complex systems.

BHC uses exploratory data collection, multisectoral engagement, and citizen participation. This systems approach informs project activities and the prioritization of city-funded workplans. The combined impact should improve the lives of all residents in these three cities and reduce preventable mortality.

BHC is using several tools and processes to create coalitions and organize its approach in each city. One key process is systems mapping to illustrate the key dynamics (patterns underlying problems) and define key entry (or 'leverage') points to address social and environmental determinants of health. Another way that BHC is documenting citizen experiences in each city is through Journey Maps.

The Journey Maps apply 'design thinking' approaches, which are often used to tailor products to intended customers; citizens are like customers in that they pay taxes or fees to use city services. BHC has adapted this tool to document the experience (or 'journey') of citizens who are trying to overcome one service issue in each city, over time, updated on a quarterly basis. The specific topics were identified during the first year of activities in each city and fit within the larger context shown in the systems maps. BHC is using these Journey Maps to track citizen and city official perspectives, and to document change at the neighborhood level.

BHC is training people in each neighborhood to develop and use these Journey Maps and on grassroots advocacy techniques. By bringing the citizen experience directly to city planners, BHC hopes to better align municipal planning with community priorities such as safe water, clean air, hygiene, traffic safety, and other key components of healthy urban living.

### Life of Project Journey Map Summary

BHC is concluding the Journey Maps in 2021. This process brought insights into day-to-day service availability for Makassar residents, and created a regular dialogue with the community and city offices about the causes, consequences, and potential solutions to persistent urban health-related issues.

During this 4-year map, the focus puskesmas (health center) made significant improvements to decrease overall waiting times, and prioritize patients from vulnerable populations. BHC shared patient concerns directly with puskesmas staff, helping to highlight areas for improvement. COVID-19 unfortunately derailed some of those improvements. The puskesmas has since worked hard to recover, and has added additional features to better serve vulnerable populations.













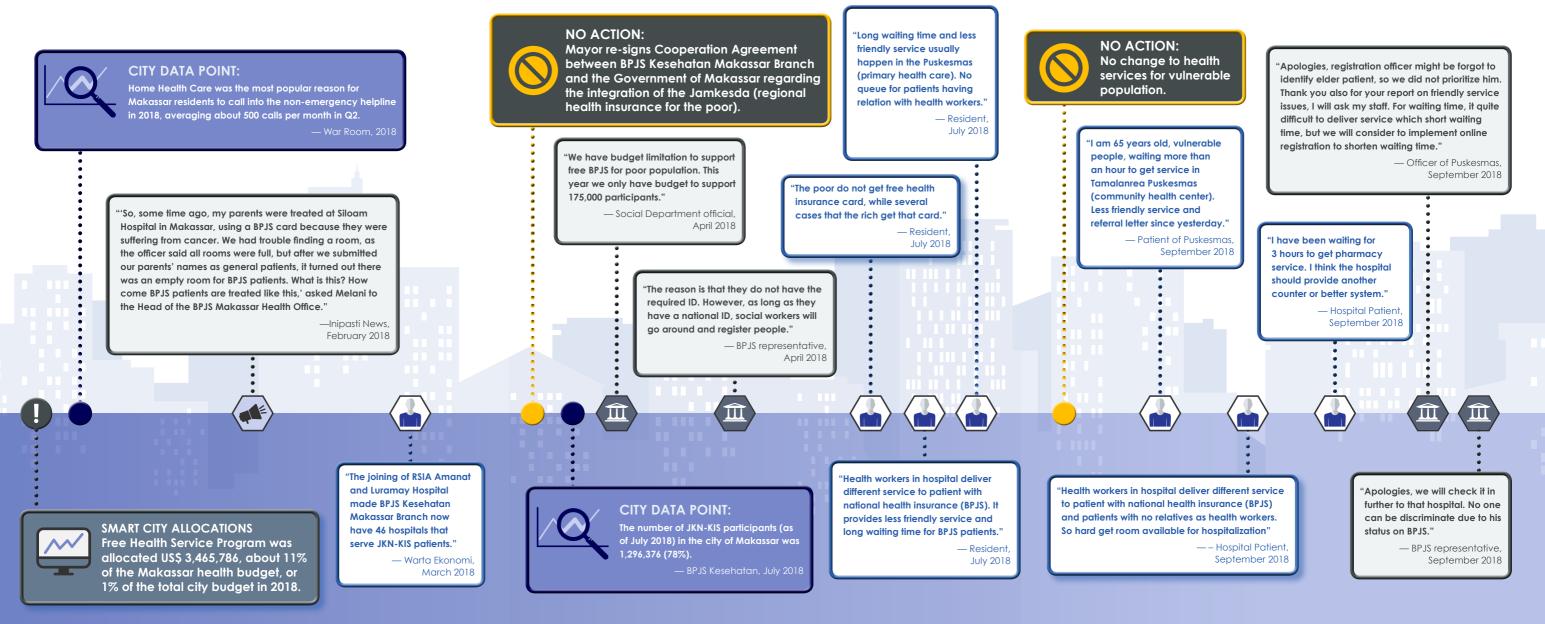


### Makassar Journey Map #2 – Health Services

YEAR 1 Makassar has an extensive system of primary care centers called puskesmas, as well as health posts (posyandus) down to the neighborhood level. This is supplemented by Makassar's unique Home Care program that uses 48 vans to provide enhanced primary care services for all city residents. A citywide study found that Makassar residents, including the urban poor, expressed general satisfaction with the health services offered at puskesmas. However, interview data from BHC's Health Needs Assessment suggest that equitable ser-

vice delivery remained an issue. For example, national insurance (JKN) cardholders (provided via the social security agency BPJS) had longer wait times compared to patients who had private insurance. Puskesmas were also often over-crowded. This journey follows one mixed income community with few hospitals. The primary health service issues these residents shared at baseline included issues with long wait times to see providers, unfriendly service, and issues with health insurance coverage.

















**Negative Action** 













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### Makassar Journey Map #2 - Health Services

YEAR 2 Makassar has an extensive system of primary care centers called puskesmas, as well as health posts (posyandus) down to the neighborhood level. This is supplemented by Makassar's unique Home Care program that uses 48 vans to provide enhanced primary care services for all city residents. A citywide study found that Makassar residents, including the urban poor, expressed general satisfaction with the health services offered at puskesmas. However, interview data from BHC's Health Needs Assessment suggest that

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Long wait times at a health center (left). In June 2019, a gueue was added for vulnerable groups (disabled, elderly, toddlers) to provide faster service (right).



#### NO ACTION:

No change to health services for vulnerable populations.



### NO ACTION:

related issues to us."

No change to health services for vulnerable populations.

"Most of complaints come to us through 112 are homecare

to heard people complaints rather then other channel like

service. People may also directly call the Puskemas number to

access homecare. If complaints coming to us, we forward it to

newspaper. I can respond it as long as war room [112] forward

primary health care as complaints location. 112 is a good system

"Overall, this is a good work circumstances. But sometimes,

we face a challenge on many patients coming at the same

time. So, patients may wait for long time. Fortunately, some

intern students ease my work. Regarding chair, I think, it is

every day. Currently we are not providing special line for

vulnerable group, with hope they actively declare during

enough, many patients only happen in the certain time, not

- Health Officer in Puskesmas Tamalanrea, Apr. 2019

"I am suffering by diabetes...I see the Puskesmas put a caption that elderly must be prioritized. I am 65 years old, waiting more than an hour to get service in this puskesmas (community health center)... I think the caption should be implemented. then I do not need to wait longer."

— Patient of Puskesmas Tamalanrea, Dec. 2018

"I am experiencing complicated procedure on BPJS usage...I was refused by hospital and required me to visit this puskesmas first where the puskesmas are more than 7 km from my home.

> Patient of Puskesmas Tamalanrea, Dec. 2018

"Regularly, we always campaign on BPJS scheme and usage...We admit some group like elderly do not know well on BPJS procedure... Hopefully in 2019, all citizens can be familiar with BPJS Usage."

> BPJS Representative, Dec. 2018

> > $\widehat{\Pi}$



#### **ACTION:**

The Puskesmas provided a specific queue for vulnerable groups (disabled, elderly, and toddlers) beginning in June 2019.

"I am 74 years old. I came for toothache complaint. I am BPJS member, the service was good and I think there was no different service between BPJS and non-BPJS member. I got no special line as elder people."

— Patient of Puskesmas Tamalanrea, May 2019

"The officers think that patients already know the step for getting service. Also, flow chart describing that steps is provided in every Puskesmas. Regarding referral letter. normally it can be 15-30 minutes, but sometimes there are some problems related to internet connection, and patients itself. I will check to Puskesmas Tamalanrea. Special queue for vulnerable has been provided since this June. We regularly talk to community regarding 112 for Home Care. Unfortunately, we did not specifically talk that 112 can be also for any complaints beside Home Care."

- Municipal Health office, June, 2019



#### **ACTION:**

The Puskesmas began training intern students to help provide some services and shorten patient waiting times in on September 2019.

'Now, this Puskesmas is much more better in terms of service and facilities with kids center available. I got registration staff was unfriendly, but appreciated that today the staff are more polite with smile greeting manners."

—Puskesmas Visitor, Aug. 2019

"I got hypertension (61 years old). Fortunately, I am registered as routine patient for chronic disease, so I can get treatment without waiting

- Patient of Puskesmas Tamalanrea, Aug. 2019















"Our standard is 10-20 minutes for every patient. Meanwhile, we have 50-60 patients per day, while our staff sometimes leave the office for field visit. I initiated to train intern students to takeover and shorten waiting time. We made also special line for vurnerable group (older, pregnant, disable)."

Puskesmas Tamalanrea, Sept. 2019

"I live near by this puskesmas and always come here for my primary health channel. Previously, I got bad experiences waiting until 12 o'clock, unfriendly staff and doctor came late. Now, waiting time is shorter with just around 5-10 minutes with friendly staff."

Patient of Puskesmas Tamalanrea, Aug. 2019

"This is the second time you tell me on the queue issue specifically on the elderly...Again, I will give warning to my staff specifically in the registration counter to prioritize the elderly."

— Officer of Puskesmas Tamalanrea, Dec. 2018



**SMART CITY ALLOCATIONS** 

City allocates \$3,436,069 for integrated health nsurance program to support poor communities not covered by BPJS

"It is quite dirty and need additional chair for patients. So, if many patients coming, neonle did not stand while waiting. Regarding queue, as elder. I was not prioritized...I did not see notice that elderly must be prioritized."

> Patient of Puskesmas Tamalanrea, Apr. 2019

"One of my concern is waiting time, especially for referral letter. I have been waiting since 09:00 until now [12:00]. You can see people over there, they are all also waiting for referral letter. As I know. we can get referral letter only for 10 minutes. I suggest for the doctor to adjust queue, not to prioritize medical treatment than referral letter."

- Municipal Health Officer, Apr. 2019

 Patient of Puskesmas Tamalanrea. Apr. 2019

"I am coming here to get referral letter for thyroid complaint. I just waiting around 90 minutes. It was specifically took long time to have treatment from the doctor. Unfortunately, my letter refer to different hospital from the previous, so it was difficult to provide again my personal data. Some officers also uncooperative, he did not explain to me where I had to go, what should be the step for getting service, etc. I suggest to provide a good referral system where patients refer to the same hospital with the previous."

— Patient of Puskesmas Tamalanrea, May 2019











No Action







Quarter 3











### Makassar Journey Map #2 - Health Services

YEAR 3 Makassar has an extensive system of primary care centers called puskesmas, as well as health posts (posyandus) down to the neighborhood level. This is supplemented by Makassar's unique Home Care program that uses 48 vans to provide enhanced primary care services for all city residents. A citywide study found that Makassar residents, including the urban poor, expressed general satisfaction with the health services offered at puskesmas. However, interview data from BHC's Health Needs Assessment suggest that

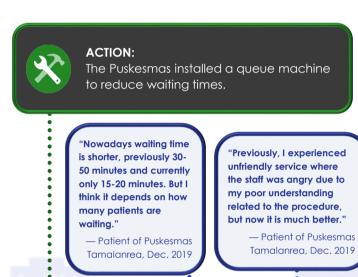
equitable service delivery remained an issue. For example, national insurance (JKN) cardholders (provided via the social security agency BPJS) had longer wait times compared to patients who had private insurance. Puskesmas were also often over-crowded. This journey follows one mixed income community with few hospitals. The primary health service issues these residents shared at baseline included issues with long wait times to see providers, unfriendly service, and issues with health insurance coverage.







Queue machine with separate buttons for vulnerable and nonvulnerable patients, March 2020 (left). Visitors during the COVID-19 pandemic, June 2020 (center). Handwashing kit, September 2020 (right).



sometimes, the staff are in field visit during working hours. So, they must have left their room/unit and delegated it to another unit to temporarily cover their position. But let me find a solution to address waiting

 Officer of Puskesmas Tamalanrea Dec. 2019

time issue when staff is in field visit."

"I have been waiting for 2 minutes to get basic health service. I hope to wait maximum 15 minutes." — Patient of Puskesmas Tamalanrea, March 2020

> He also appreciated that the Puskesmas has installed a queue machine with separate buttons for vulnerable and non-vulnerable patients. He suggested that the Puskesmas also provide different lines for those two patient groups.

**ACTION:** 

At BHC's suggestion, the Puskesmas

machine for vulnerable and non-

vulnerable patients.

not wait longer.

installed separate buttons in the aueue

"Currently, the referral system is accessible in the

certain time based on hospital grade. Therefore, we

always recommend patients that want to get referral

letter to come at around 11 to 12 am. So, patient will

"As BHC suggested in the previous quarter, by January, we installed separated button for vulnerable and nonvulnerable patient in the queue

Puskesmas Officer, March 2020

-Puskesmas Officer, March

She also thanked BHC for reminding her that although a separate button was installed, there is still only one line for vulnerable and non-vulnerable patients. The Puskesmas will address this issue.

ACTION:

Responding to the pandemic, the Puskesmas turned off the queue machine to reduce physical contact during reaistration.



"We have an updated data about health workforce within Makassar city including Puskesmas...We totally realize that human resources still a constraint in Makassar... We regularly report it to the city office...Hopefully, national civil servant recruitment can fulfill this aap gradually.

— City Health Officer, June

"I am coming to get referral letter for chemotherapy and waiting around 20 minutes after registration."

> Patient of Puskesmas Tamalanrea, June 2020

The queue machine was turned off, so he registered directly with the officer. Fortunately, there were few visitors, so he waited a short time.

'I come for dentist service and just wait around 10 minutes with manual aueue.

She also appreciated that the wait time was shorter and the

- Patient of Puskesmas Tamalanrea, June 2020

service was friendlier than during her previous visit.

"During pandemic, we adapt COVID-19 protocols in Puskesmas. Physical distancing, using mask and washing hand are mandatory. This pandemic also reduces visitors coming to Puskesmas for seeking healthcare, so waiting time is quite shorter

-Puskesmas Officer, June 2020

She also mentioned that the queue machine was turned off to reduce physical contact. The Puskesmas still has challenges related to human resources. Some programs are handled by one officer, which she said is ineffective.



Mass PCR testing was conducted across Makassar, Puskesmas continue to prevent the spread of COVID-19 with disciplined health protocols.













"I have been waiting about 2 hours for getting referral letter. I think. It could have been — Patient of Puskesmas

Tamalanrea, Dec. 2019

"Thank you very much for letting me know that people complained. We have provided queue machine, but thanks for reminding me that the machine does not work well for vulnerable group."

- Head of Puskesmas, Dec. 2019

This person also mentioned plans to include information on the queue machine informing vulnerable groups that they can immediately access services without waiting.

"My father is 70 years old with stroke. We have been waiting for 60 minutes to get referral letter."

— Patient of Puskesmas Tamalanrea, March 2020

He also said that he did not mind waiting around 60 minutes, without a priority line. He also appreciated that a queue machine has been installed with separate buttons for vulnerable and non-vulnerable patients.

"Responding to COVID-19. 50% of staff work from home. Also, we did mass PCR test for COVID-19 across Makassar."

> — City Health Officer. Sept. 2020

"Thanks to remind us. I will encourage my staff to ask everyone to conform on health protocols, otherwise they will not be permitted to enter Puskesmas."

> Puskesmas Officer Sept 2020

'I am coming to get referral letter and experiencing shorter waiting time than my previous visit. I see some visitors put off their mask.

Patient of Puskesmas Tamalanrea, Sept. 2020

"I appreciate that Puskesmas prevents COVID-19 by campaigning for health protocols e.g. mask, physical distancing, and washing hands.'

Patient of Puskesmas Tamalanrea, Sept. 2020

He also mentioned that the queue machine was turned off due to COVID-19, and he did not think it mattered due to few people visiting

Puskesmas received support from various institutions to fight COVID-19, such as handwashing kits from NGOs. A mass PCR test program confirmed 30 positives out of 831. Immunization programs are still running, with adjustments: Puskesmas only provide measles and BCG, while others are given at Posyandu.

Quarter 3













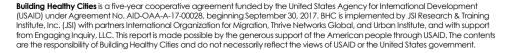


No Action





















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Queue machine with buttons for vulnerable and non-vulnerable patients, March 2020 (left). Handwashing kit (center). Visitors wait outside during the pandemic (right top), Puskesmas provides a wheelchair and special counter for vulnerable groups (right bottom).

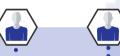
#### **NEGATIVE ACTION:**

Waiting procedures changed during the COVID-19 outbreak. The queue machine continued to be switched off to reduce physical contact, and patients waited outside the Puskesmas.

"For COVID prevention, we have prepared for vaccine in Makassar city...We have conducted vaccine socialization and training for vaccinator in 47 Puskesmas."

-City Health Officer, Dec. 2020







"Both visitors and Puskesmas practice COVID prevention...One thing I want to suggest that the playground space for kids is no longer clean since pandemic, hopefully the Puskesmas can take care of it."

 Patient of Puskesmas Tamalanrea, Dec. 2020. She mentioned the number of visitors had declined during the pandemic. They wait outdoors, rather than inside the Puskesmas. She was not aware that vulnerable groups should be prioritized.

"As elderly, previously (before pandemic), I was prioritized to get health service, now it is not, maybe because the queue machine has been switched off...waiting time is shorter (15 minutes).

He mentioned that a chronic disease prevention program (weekly gymnastics for the elderly) was no longer active during the pandemic.

"Yes, COVID prevention practice are mandatory for both Puskesmas officer and visitors...Thank you for reminding regarding playground space...We left it because no visitors play there during pandemic, will check to my staff for

She mentioned that she will improve community engagement during the pandemic with health promotion including a vaccine campaign. Puskesmas switched off the queue machine to prevent droplet contact, and will adjust to still prioritize vulnerable groups without it.

### **ACTION:**



-Mayor of Makassar, March 2021

"I am waiting for two hours to get BPJS referral

letter...I see paper-based queue system is no

service to provide RPJS referral letter. He also

mentioned that he does not want to have the COVID-19 vaccine. He is afraid of the side effects

and feels healthy without the vaccine.

- Resident of Puskesmas Tamalanrea, March 2021

He suggested that Puskesmas should have quicker

"Again, I am sorry to say, internet connection sometimes causes

delay on processing patient's BPJS referral letter...I think people very

Village Officer, March 2021

enthusiastic to get COVID-19 vaccine...as our schedule, the guota

She also mentioned that Puskesmas is using a paper-based system

for gueue during the pandemic. She will encourage her staff to still

"I come every month for heart disease control....however, only generic drugs

provided in the Puskesmas, I suggest to provide also brand-name drugs, so I

for people who will get vaccine has been full (for one week)."

prioritize vulnerable groups even without the queue machine.

do not need to go to pharmacy to buy it."

longer prioritize vulnerable group..."



### **ACTION:**

The city promoted COVID-19 vaccination programs to communities, trained more vaccinators at Puskesmas, recruited additional epidemiologists.



#### **ACTION:**

The Puskesmas improved services for vulnerable groups, including providing a wheelchair and dedicated counter.







"I am coming to get referral letter for

ophthalmology related care...this is my second visit and it is quicker than previous one...I am taken care through prioritized counter...the officer also offered to use wheelchair. So, overall there are significant change for elderly."

— Patient of Puskesmas Tamalanrea, Sept. 2021

of puskesmas in Makassar city." — Health Department of Makassar,

"I am coming to get Otorhinolaryngology related care...I am worried because doctor prescribed medicines for me without clinical check."

Patient of Puskesmas Tamalanrea, June 2021

'In order to reach covid-19 herd

Puskesmas...Also, please note that we

are recruiting epidemiologist for most

immunity, we have prioritized

vaccination program in every

"The service was very friendly...good queue system, I waited for only 10 minutes to get health care."

— Patient of Puskesmas Tamalanrea, June 2021

She also mentioned that she is willing to have covid-19 vaccine, but the queue is always full. She hoped the Puskesmas could manage it better.

"Thank you, I will check in further to the medical doctor who gave prescribed without clinical check, but I think the patient did not aware on that...We scheduled 2 days a week (Tuesday and Thursday) for covid-19 vaccine, people can come and get vaccine by free, but please note to get queue number one day before the schedule.

— Puskesmas Officer, June 2021

She also mentioned that Puskesmas need additional staff for better service, including epidemiologist, sanitarian, etc.

Quarter 3

"Overall, the service is good. Waiting time is also short. The service was very friendly...'

- Patient of Puskesmas Tamalanrea, Sept. 2021

He also suggested that Puskesmas should strictly monitor visitors to ensure compliance with health protocols during COVID-19.

"We are happy that fewer complaint coming in this quarter...as you see, we have improved our service for vulnerable group..."

Puskesmas Tamalanrea, Sept. 2021

She also responded about health protocols, stating that she would follow up by reminding visitors while delivering healthcare.

### **Journey Map Summary**

During this 4-year map, the puskesmas made significant improvements to decrease overall waiting times, and prioritize patients from vulnerable populations. BHC shared patient concerns directly with puskesmas staff, helping to highlight areas for improvement. COVID-19 unfortunately derailed some of those improvements. The puskesmas has since worked hard to recover, and has added additional features to better serve vulnerable populations.

— Patient of Puskesmas Tamalanrea, Dec. 2020

**further action."** — Puskesmas Officer, Dec. 2020











- Patient of Puskesmas Tamalanrea, March 2021





Quarter 4















# How Does This Story Connect to the Makassar Systems Map?

Systems Map Loop: Poverty vs Health

hen the existing infrastructure, capacity, and resources are not able to fully meet the demand of government improvement efforts, some people are left behind and poverty and inequality persist. When there are high levels of poverty and inequality within a population, the level of education and connection to resources for selfimprovement is reduced. With limited awareness of the available resources, and the effective pathways for accessing them, the utilization of health insurance schemes and preventative services is low. Without broad adoption of health promotion services and programs, these initiatives fail to demonstrate an ability to make real positive improvements to community health. Experiencing many other barriers to health and quality of life, these vulnerable populations are less likely to prioritize participation if they do not see a strong benefit.

**Example 1:** Across Indonesia nine years of education (elementary to high school) is provided free of charge to all children. South Sulawesi has

provided additional coverage for senior high school. By this policy the government provides tuition fees, and other supporting elements for the students. The government of Makassar also provides free transportation for the students through the program called "passikola", a school car operated regionally. However, extreme poverty in slum areas lead some parents to keep their children out of school so that they can contribute to the family income. The combination of poverty and low levels of education create a difficult situation for uptake of health promoting behaviors. While citizens have a limited understanding of the risks of not seeking care, they have a very real and immediate understanding of the risks of lost wages (due to the perceived time it would take to see a health worker, receive treatment, etc.). When an illness or injury reaches the point where it can no longer be ignored, the level of impact on health and livelihood is often much greater, further exacerbating already difficult circumstances.

