

# The evolution of Indonesian SAI maturity: Oversight, insight, and foresight functions of health-themed performance audits

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## ABSTRACT

The maturation of Supreme Audit Institutions varied considerably across countries, shaped by numerous factors influencing their development trajectory. This research examines the evolutionary maturation of the health sector performance audits conducted by Badan Pemeriksa Keuangan (BPK), distinguishing itself from previous studies focusing on capability development, implementation process, evaluation of government policy effectiveness, or assessment of BPK's performance audits. Amid the limited research on Supreme Audit Institutions (SAI) maturity models across various countries, this study aims to address this gap in the existing literature. A mixed-methods approach was employed, analyzing 840 health-related performance audit reports and BPK viewpoints from 2008 to 2023. This analysis was complemented by a comprehensive literature review and triangulated through interviews with auditors and auditees. The findings reveal that BPK's maturity development was influenced by multiple factors, encompassing the adoption of new public management concepts, efforts to achieve the National Medium-Term Development Plan (RPJMN), the impact of the COVID-19 pandemic, and the integration of Sustainable Development Goals (SDGs). It is recommended that in the future, BPK should prioritize the most recent public issues more. Furthermore, to enhance BPK's maturity, it is essential to incorporate an insight- and foresight-driven approach with thematic performance audits.

## KEYWORDS:

Maturity of SAI; performance audit; new public management; Sustainable Development Goals

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## INTRODUCTION

The implementation of performance audits at the Audit Board of Republic of Indonesia (Badan Pemeriksa Keuangan, BPK) represents a key aspect of the ongoing financial governance reform within the state. This objective of this process is not only to achieve an unqualified opinion of the government's financial statements but also to facilitate the achievement of the government program goals. This is consistent with the International Organization of Supreme Audit Institutions (INTOSAI) Principle 12, which highlights the role of Supreme Audit Institutions (SAIs) in generating value and benefits for citizens (INTOSAI, 2019a). Theoretically, the development of performance audits aligns with the SAI maturity process, which is observed in various countries. The SAI maturity process evolves over time through extensive practice, shaped by a combination of internal and external factors.

The concept of oversight, insight, and foresight was first introduced by Anwar Nasution in 2008, drawing on the U.S. Government Accountability Office's SAI Maturity Model (Mukthadir, 2015). Since then, BPK has undergone a comprehensive process to ascend to the pinnacle of the maturity pyramid. This concept was initially incorporated into the BPK Strategic Plan 2011–2015 and subsequently became a focal point for auditor familiarization and application. One of the implementations is the thematic performance audit in the health sector, which has seen rapid development since BPK leadership provided significant support through the tagline "Audit for People's Welfare" (Azis, 2016).

The current research seeks to describe the long-term evolution of BPK's maturity through the implementation of health-themed performance audits. Tuan and Dung (2024) explored research on the reasons behind the implementation of performance audits conducted by SAIs in various countries. Meanwhile, previous studies on performance audits in Indonesia are related to BPK's dynamic capabilities (Darusman, 2020), the implementation of performance audits (Wibisono, 2018), the effectiveness of performance audits (Sari et al., 2019), and the overall performance of performance audits in the country (Syukri, 2023). Nonetheless, research on the development of BPK's performance audit maturity, particularly related to the health sector, has not been conducted by other researchers. This work identifies various factors that influence the realization of BPK's maturity as a SAI. Additionally, it examines the factors affecting the BPK's ability to reach the pinnacle of the SAI maturity pyramid. It offers policy suggestions to intensify this process to encourage the achievement of the country's goals.

## RESEARCH METHOD

The present research employed a qualitative approach, especially content analysis toward the executive summary of BPK performance audit reports, to explain the evolutionary process of health sector performance audits. The analysis covered 840 performance audit reports in the health sector from 2008 to 2023. Additionally, the data were gathered from BPK's viewpoints on the health sector, which were derivative products of performance audits. The content analysis focused on audit themes, performance aspects, classifications of audited entities, maturity functions related to "policy" keywords, and the prospective implications of audit recommendations. A review of relevant literature was conducted to provide a robust theoretical foundation, emphasizing significant factors affecting the evolution of health sector performance audits.

To ensure data reliability, interviews were conducted with health sector performance auditors

and auditees of BPK. The researcher interviewed nineteen respondents, who were individuals from both within and outside of BPK. The individuals were interviewed because of their direct involvement in the audit process, encompassing roles as team leaders, supervisors, or members of entity work units audited by BPK. The respondents comprised performance auditors, experts responsible for developing performance audit methodology guidelines, the public relations manager at BPK, individuals with experience conducting BPK performance audits, and representatives from professional associations and legislative bodies. The inquiry proceeded to ascertain how SAI maturity influences the impact of BPK's performance audits on the health theme. It explores whether BPK's performance audits address the context of public policy and administration, incorporate the role of insight, and consider future conditions and challenges (foresight). Using source triangulation and technical triangulation, the triangulation process allows for the acquisition of additional perspectives and the examination of experiences regarding the audit process and its impact. This research also employed focus group discussions, document analysis, and observation. The findings are presented descriptively and structured chronologically to provide a comprehensive overview.

## RESULT AND DISCUSSION

### Health Sector Performance Audit

Ministry of National Development Planning (Kementerian Perencanaan Pembangunan Nasional, Bappenas) affirmed that the National Health System is based on the six components of the World Health Organization (WHO) Health System in 2007, with the addition of community empowerment to create the following seven subsystems: (1) health efforts; (2) health research and development; (3) health financing; (4) health human resources; (5) pharmaceutical preparations, medical devices, and food; (6) health management, information, and regulation; and (7) community empowerment (Bappenas, 2022). The National Health System is a comprehensive approach to managing health across the nation in an integrated and mutually supportive manner. Moreover, it is designed to ensure the highest possible level of public health. According to Bappenas (2022), the National Health System Scheme is illustrated in Figure 1.

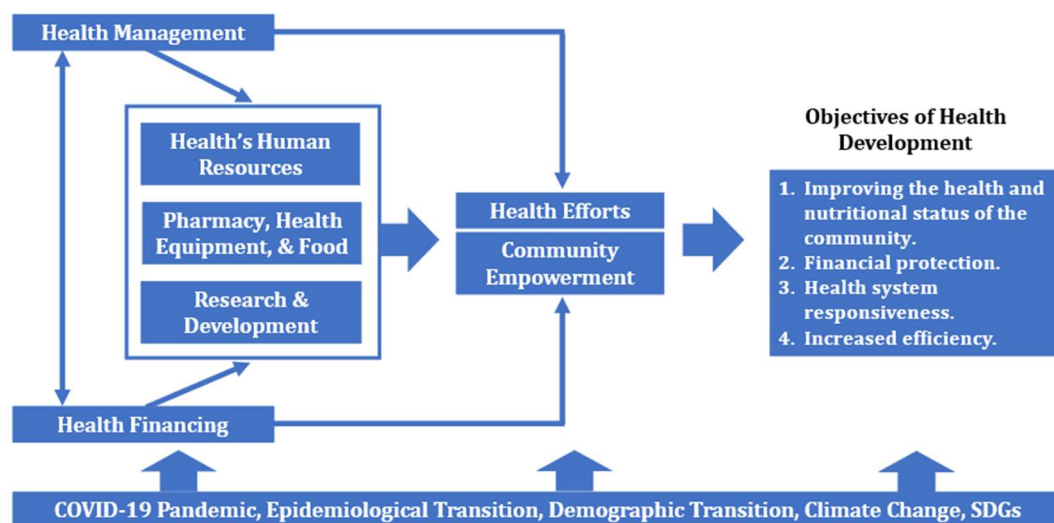


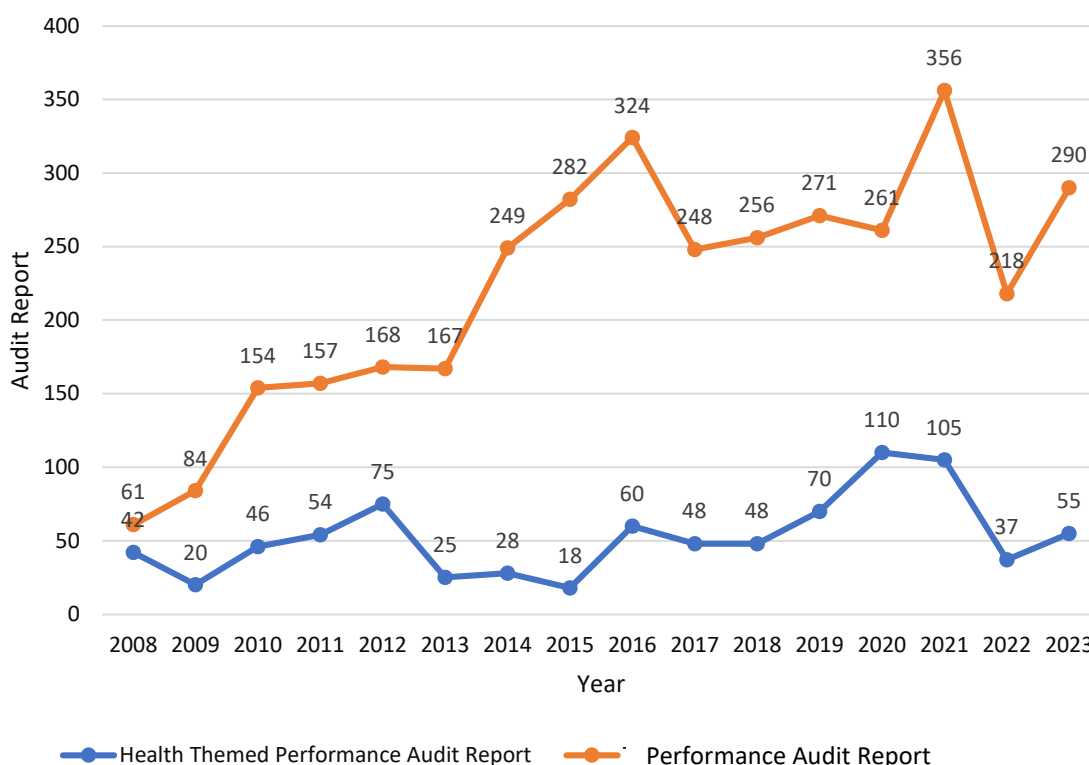
Figure 1. National Health System Scheme

Source: Bappenas (2022)

Reforms in state financial management promote a value-for-money paradigm, emphasizing effectiveness, efficiency, economy, and the pursuit of equity and equality. A key driver of these reforms is the introduction of performance audits in the public sector. According to INTOSAI, a performance audit is an independent, objective, and reliable evaluation of whether government systems, programs, activities, or organizations operate in accordance with the principles of economy, efficiency, and effectiveness while identifying opportunities for improvement (INTOSAI, 2019b).

In the Indonesian context, a performance audit is defined as an audit of state financial management, including an assessment of economic and efficiency aspects, as well as an examination of effectiveness aspects (Law Number 15 of 2004). At BPK, in addition to individual performance audits, thematic performance audits are also conducted. Thematic audits are non-financial audits conducted based on the themes outlined in BPK’s audit policies and strategies for government programs in a field conducted by various audit entities (BPK Strategic Plan 2016-2020). In 2008, 71.87% of all BPK performance audits were thematic, and only 28.13% were individual performance audits (Andrianto et al., 2021).

The 2008–2023 data indicate that only four of the 840 health-themed performance audits focused on measuring efficiency, whereas 100% aimed to evaluate effectiveness. This aligns with BPK’s 2018 data, where 99.22% of all performance audit objectives were designed to assess the effectiveness of the audited program or entity, with only 0.78% targeting economic and/or efficiency aspects (Andrianto, et al., 2021). In terms of the object, the 840 health-themed performance audits in 2008–2023 indicate that 40% focused on the western regions of Indonesia, 51% on the eastern regions, 8% on central government entities, and only 1% on public service agencies or state-owned enterprises. Figure 2 compares the number of health-themed performance audits with the total number of performance audits conducted from 2008 to 2023.



**Figure 2.** Comparison of health-themed performance audits report with performance audits report conducted by BPK from 2008 to 2023

Source: BPK RI (2008–2023)

The number of performance audits has been increasing since 2008, reaching its peak in 2016. It remained significant from 2017 to 2020, reached a second peak in 2021, and fluctuated until hitting a third peak in 2023. These fluctuations demonstrate BPK's strong commitment to conducting this type of audit. Simultaneously, the similar data above also exhibits that, since the beginning, health-themed performance audits have been a priority of BPK. The number fluctuated between 2008 and 2023, with peaks in 2012, 2020, and 2021, particularly during the COVID-19 pandemic. After the pandemic subsided, the number of health-themed performance audits fell to 37 in 2022 before increasing slightly to 55 in 2023.

### **Influence of New Public Management**

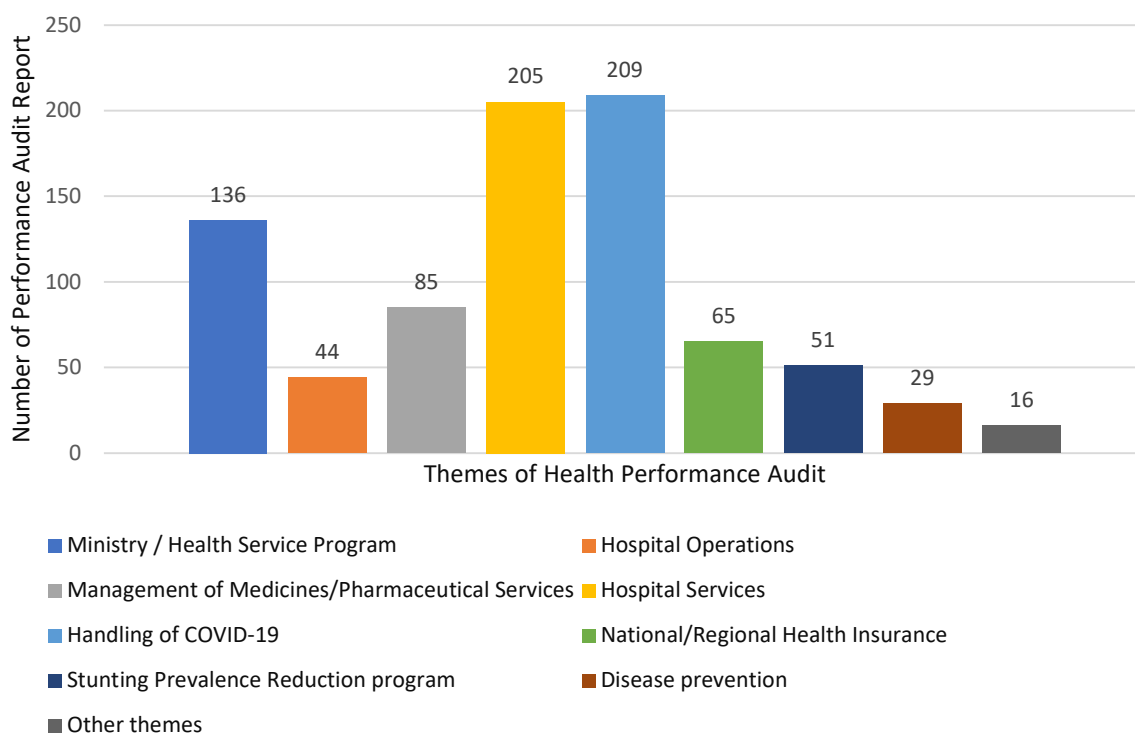
According to Basuki (2018), in the reform era, the reinventing government paradigm emerged along with a shift from a bureaucratic paradigm to a post-bureaucratic paradigm. The paradigm initiated by Osborne and Gaebler (1992) and operationalized by Osborne and Plastrik (1997) has the following characteristics: (1) catalytic, (2) community-driven, (3) competitive, (4) mission-oriented, (5) result-oriented, (6) customer-oriented, (7) entrepreneurial, (8) anticipatory, and (10) market-oriented, known as new public management (NPM). Parker et al. (2019) validated that NPM affects stakeholders who focus on public resource management and the considerations of the efficiency and effectiveness of public sector management performance.

Furthermore, Basuki (2018) explained that NPM possesses seven components, namely, (1) maximizing the use of professional management in the public sector, (2) utilizing performance indicators, (3) emphasizing the significance of output control, (4) changing focus to smaller units, (5) emphasizing more on competition, (6) implementing private management models in the public sector, and (7) emphasizing savings in the use of resources. There are demands for a whole-of-government approach in the implementation of public administration (Sutawijaya & Kurniawan, 2020). This approach emphasizes the importance of collaboration among various government institutions to generate more optimal outcomes and impacts.

A literature review by Mattei, et al. (2021) examining two decades of research highlights a transformation in public sector auditing, reflecting shifts from traditional public administration to NPM and recent new public governance. As is the case in many countries, the implementation of public sector reforms has resulted in the influence of the NPM paradigm on public sector governance in Indonesia. Performance audits reflect the broad parliamentary and public attention to the management of public funds and resources, as well as their programs and impacts (Bowerman et al., 2003; Guthrie & Parker, 1999, as cited in Parker et al., 2019). Performance audits are a necessary component of public sector management worldwide, as there is a growing pressure to enhance efficiency and regain public trust, particularly in the wake of the global financial crisis (Reichborn-Kjennerud, 2014).

According to Hood (1991, in Sendjaja et al., 2015), as a result of governance evolution, NPM aims to improve the governance system of the bureaucratic system from traditional to more efficient by incorporating elements of market orientation in the government management system. In the context of Indonesia, the development of performance audits conducted by BPK is an effort to build audit capacity that can realize government management that meets the elements of economy, efficiency, and effectiveness, listens to public aspirations, or applies the NPM paradigm and then develops into a new public service. The impact of the NPM approach can be observed in BPK's health-focused performance audits, which prioritize the achievement of effective program objectives. The themes of hospital services and hospital operational performance illustrate the impact of NPM on the public sector in Indonesia, particularly audits conducted by BPK. Figure 3

presents the theme grouping of the 2008–2023 health-themed performance audits conducted by BPK.



**Figure 3.** Themes of the 2008–2023 health performance audits conducted by BPK

*Source: BPK RI (2008–2023)*

The audit themes can be classified into (1) ministry/health service programs; (2) management of medicines/pharmaceutical services; (3) handling of COVID-19; (4) stunting prevalence reduction program; (5) hospital operations in terms of infrastructure, administration, and financial management; (6) national/regional health insurance comprising the aspects of funding and medical services; (7) hospital services, encompassing inpatient services and outpatient services, and (8) disease prevention, including the prevention and management of endemic diseases and pandemics. Meanwhile, other themes involve topics related to post-disaster rehabilitation and reconstruction, health programs funded by the Special Autonomy Fund, enhancement of health resources, development of the National Health System, and Hajj health services.

The implementation of audit recommendations is crucial for the success of a performance audit. The survey results by Andrianto et al. (2017) prove that BPK’s performance audits elevate auditee performance. Auditees at the regional government level benefit more than the central government. The survey results are clear: the more often performance audits are conducted, the better the quality of BPK’s recommendations, and the greater the benefits to the auditee. In fact, 90% of respondents agree that BPK’s performance audit recommendations can be implemented.

### **Evolutionary Process of BPK’s Health Sector Performance Audits**

There has been an evolution in the maturity of BPK’s role in implementing its constitutional mandate (Aritonang, 2017). One of the BPK leaders concerned about promoting people’s welfare through audits was Harry Azhar Azis, who served as Chairman from 2014 to 2017 and as Member VI from 2018 to 2021, overseeing health-themed performance audits. Azis emphasized the significance of BPK audits in ensuring the best opinion on government financial reports and encouraging improvements in people’s welfare, for example, by increasing the human development

index and other indicators. According to him, one area that must be encouraged through performance audits is the achievement of the health index of the Indonesian population (Azis, 2016).

This process goes hand in hand with the addition of BPK's performance audit capacity, which also encourages the achievement of SAI maturity. BPK's participation in international forums, such as INTOSAI, ASEANSAI, and SAI20, as well as various international short courses attended by BPK personnel, has also facilitated the introduction of best practices from different countries and encouraged the fulfillment of international commitments. Cordery and Hay (2021) state that Mimetic Isomorphism is one form of SAI response to adjust to environmental developments, including in uncertain environmental conditions. The approach was developed based on neo-institutional theory, where, according to Cordery and Hay (2020), SAIs tended to copy successful or legitimate organizations through coercive, mimetic, and normative isomorphism. In line with this theory, following the implementation of public sector audit reform in Indonesia since the collapse of Soeharto's regime (Harun et al., 2019), Atmaja et al. (2023) asserted that BPK, which inherited the Napoleonic model from the Dutch colonial government, subsequently embraced the private sector audit standards and the Westminster SAI model on a significant scale. Furthermore, in the context of Indonesia, Putra (2020) employed normative legal research to explore regulations that supported BPK's future foresight auditing. This process indirectly supported the achievement of SAI maturity as Anwar Nasution, who served as Chairman of BPK from 2004 to 2009, established the roadmap.

This commitment has contributed to BPK's maturity by continuously enhancing the performance audit process and its derivative products. This process can be likened to climbing the rungs of a pyramid, with the initial stages focusing on combating corruption, enhancing transparency, assuring accountability, and elevating economy, efficiency, ethics, equity, and effectiveness. In the second phase of SAI maturity, increasing insight ultimately facilitates the achievement of foresight. The 840 health-themed performance audits during 2008–2023 exhibited that all have an oversight function, with only a small number incorporating an additional insight function. Conversely, the foresight function is implemented through BPK viewpoints (see the Appendix). The progressive evolution of health-themed performance audits into one of BPK's most prominent and influential initiatives can be traced in a chronological sequence as oversight, insight, and foresight function.

### ***Oversight function to oversee the National Medium-Term Development Plan (RPJMN)***

Since the inception of state financial governance reform, BPK has played a pivotal role in ensuring the efficacy of government programs in achieving state goals. Interviews with several senior auditors revealed that BPK initiated this endeavor by overseeing the success of the medium-term national development plan (RPJMN). This effort aligns with BPK's mission of promoting public accountability and transparency in state financial management. Since then, most health-themed performance audits at BPK have performed an oversight function. Oversight is the role of ensuring good governance of state finances and compliance with legislation. Efforts can be made to prevent fraud, cheating, waste, abuse, and mismanagement in the management of state finances. Moreover, oversight encourages improvements in the economy, efficiency, ethics, values of justice, and government effectiveness (Mukthadir, 2015).

During the RPJMN 2010–2014 period, health development was directed at enhancing access to and quality of health services. Development targets are directed at increasing access to health services for mothers and children, elevating community nutrition, disease control, and

environmental health, and fulfilling health resources in remote areas. Additionally, support is provided for community empowerment and health promotion, the provision of health insurance for the poor, the provision and distribution of drugs and health supplies, the development of health management and information, and population control. BPK's 2011–2015 Strategic Plan emphasizes institutional development to create a BPK that is free and independent, professional, and credible to play an active role or to encourage accountable and transparent state financial management (BPK RI, 2011a). Nonetheless, all health-themed performance audits during this period performed an oversight function using regulation provided by the government, such as related to hospital operations, the management of medicines/pharmaceutical services, hospital services encompassing inpatient services and outpatient services, and national/regional health insurance.

During the 2015–2019 RPJMN period, the government initiated the Healthy Indonesia Program to improve the degree of health and nutritional status of the community through health efforts and community empowerment and was supported by financial protection and equalization of health services. The RPJMN 2015–2019 focused on improving the following main targets: the health and nutrition of mothers and children; disease control; access to and quality of basic and referral health services, particularly in remote, underdeveloped, and border areas; universal health service coverage and the quality of national health insurance program (SJSN) management; the fulfillment of health personnel needs, drugs, and vaccines; and the responsiveness of the health system. Conversely, the BPK Strategic Plan 2016–2020 emphasized the benefits and quality of BPK audit results to strengthen transparency and accountability in state financial management, as well as increase the role of BPK to encourage the achievement of state goals (BPK RI, 2016a). Thus, BPK seeks to enhance stakeholder understanding, quality control systems, bureaucratic reforms, maturity models of audit institutions, and international standards to provide value and benefits. In this period, all health-themed performance audits still perform oversight functions, such as related to national/regional health insurance, the management of medicines/pharmaceutical services, and ministry/health service programs.

During the 2020–2024 RPJMN period, the government plans to mainstream the Sustainable Development Goals (SDGs), enhance the quality and competitiveness of human resources, and focus health development on improving health services toward universal health coverage. This approach emphasizes strengthening primary health care and increasing promotive and preventive efforts. Health programs focus on reducing maternal and infant mortality, reducing the prevalence of stunting in toddlers, improving disease control, and acculturating healthy living behaviors. In the 2020–2024 Strategic Plan, BPK designed an audit strategy that can oversee the implementation of the SDGs, reduce the impact of the COVID-19 pandemic disaster, and support the stunting prevalence reduction program (BPK RI, 2020a). This strategy emphasizes audits that respond to strategic issues and recommendations that can be followed up. During the 2020–2024 RPJMN implementation period, there was a disruption to public health, namely, the outbreak of the COVID-19 pandemic, which also fundamentally affected the design of BPK's health-themed performance audits. During this period, several performance audits and health-themed derivative products began to perform insight and foresight functions.

### ***Insight function and the influence of SDGs***

There were 840 health-themed performance reviews in 2008–2023, but only a few of them touched on government policy, known as insight. Insight is a function that enables the examination of public policies and issues. The role of insight can be fulfilled by offering viewpoints on programs and policies and by encouraging government agencies and entities to collaborate more effectively across sectors. Furthermore, it can facilitate constructive relationships between the government and



non-governmental partners, thereby enhancing the potential for positive outcomes for the community.

A selected number of health-themed performance audits have been identified as having the potential to provide insight. Furthermore, a derivative product of the performance audit on the theme of National Health Insurance is also produced through BPK viewpoints. BPK viewpoints contain recommendations for policy improvements in the aspects of membership management, delivery of services, and funding. Nonetheless, Sari et al. (2022) posited that the implementation of the SDGs necessitates the fulfillment of four criteria: policy coherence, appropriate participation, agile reflexivity, and structure fit for purpose.

During this process, BPK's international associations have significantly influenced the implementation of the SDGs in audits as part of fulfilling international commitments. The active involvement of BPK personnel in the INTOSAI Development Initiative (IDI) has also encouraged the implementation of IDI's SDG Audit Model (ISAM Model) at BPK (IDI, 2020). Cordery and Hay's (2021) research on the development of SAIs in various countries concluded that there is an evolutionary process among various SAIs in the world, which is influenced by mandate and jurisdiction, as well as interactions with international SAIs, resulting in mutual influence and being influenced. In 2018, BPK conducted a performance audit on the readiness for implementing SDGs in Indonesia, followed by a performance audit in 2019 on the effectiveness of government programs that contributed to achieving the SDGs.

Moreover, BPK also conducted a performance audit related to SDGs to strengthen the country's capacity for early warning and risk reduction, as well as national and global health risk management in 2021. In 2022–2024, BPK plans to continue to oversee the implementation of the SDGs in Indonesia, encompassing the achievement of target 3.8 on universal health. BPK also performed a performance audit on health-related SDGs to anticipate future pandemics as a lesson learned from the COVID-19 pandemic. A more detailed performance audit in the health sector related to SDG themes using the insight approach can be found in the Appendix.

When designing an audit with an SDG perspective, the IDI asserts that three things must be considered: policy coherence, multi-stakeholder engagement, and leaving no one behind (IDI, 2020). Meanwhile, BPK's contribution to the impact of audits is determined by the value chain, which, for performance audits, is determined by outputs, namely, coverage, quality, timeliness, and the issuance of audit reports, the outcome of follow-up by the legislative and implementation of recommendations by the government, and the role of SAI in building impact through improving public services and people's quality of life (IDI, 2021).

### ***Foresight function and COVID-19 pandemic***

Since the WHO declared the novel coronavirus disease (COVID-19) a global pandemic on 11 March 2020, the BPK has responded immediately through its audit function. BPK has implemented a risk-based comprehensive audit encompassing a significant number of performance audits. In 2020 and 2021, the number of health performance audits focused on handling COVID-19 and the COVID-19 vaccination peaked, with 210 and 105 audit reports, respectively.

The COVID-19 pandemic has created an uncertain situation, often referred to as volatility, uncertainty, complexity, and ambiguity or turbulence, uncertainty, novelty, and ambiguity. This condition requires an increase in the BPK function to the foresight level, namely, a process that enables the identification of long-term implications of current government decisions or policies, key trends and challenges, and the utilization of the results of BPK audits and viewpoints that can

respond to strategic issues of concern to stakeholders. This process facilitates the citizens' and decision-makers selection of policy alternatives in the future (BPK RI, 2021b).

In 2021, BPK issued the first strategic foresight to the Indonesian government to provide an overview of the possibilities that could occur due to the COVID-19 pandemic within five years (2021 to 2026). Four scenarios were outlined in the narrative regarding the best to worst possibilities related to eight sectors, namely, (1) health, (2) economy, (3) finance, (4) social, (5) politics, (6) education, (7) environment, and (8) technology. BPK provides viewpoints on four areas that typically appear in the discussion of experts, one of which is related to (1) health system reform (BPK RI, 2021b).

BPK argues that Indonesia's national health system has been unable to adequately address the crisis due to several interrelated issues, encompassing deficiencies in funding, inadequate facilities, a shortage of health workers, and the unavailability of essential medicines. To elevate the current situation, it is essential to prioritize expanding health facilities, medical equipment, and health workers, ensuring that they meet international standards and are distributed proportionately across regions. A re-evaluation of the budget structure for health care is necessary to ensure an adequate supply of hospitals and crisis centers. Furthermore, health services must endeavor to adopt a more preventive and promotive approach and to innovate continuously in the field of health technology (BPK, 2021b).

Performance audits with a health theme have significantly contributed to improving the governance of programs and policies in the health sector. The interviews with senior auditors of Directorate General of Audit VI obtained information that the Ministry of Health has utilized the results of BPK's performance audits to improve the formulation of the substance of Law Number 17 of 2023 concerning health. The substance accommodated in the enhancement of the post-COVID-19 pandemic law, among others, is related to the following: (1) one of the objectives of health administration is to increase health resilience in the face of extraordinary events or outbreaks; (2) support for health laboratories in the provision of primary health services and during extraordinary events and outbreaks; (3) the application of the one health concept through coordinated and integrated efforts with the animal health sector, agriculture, environment, and other sectors, (4) the utilization of health reserves for extraordinary events, outbreaks, and disaster emergencies, (5) the utilization of health technology encompassing the use of whole genome sequencing laboratories, and (6) the simplification of regulations on extraordinary event outbreaks and health quarantine measures.

## CONCLUSION

Thematic audits conducted by BPK are designed to identify performance audit themes that can effectively oversee the RPJMN. One such approach is to conduct a performance audit on the implementation of the RPJMN for the 2009–2015, 2014–2019, and 2019–2024 periods. This audit would encourage the achievement of state goals. The concept of NPM also influences the selection of audit topics, encompassing those related to the focus on achieving program objectives and public service themes. Moreover, the SDGs, which represent an international commitment, also influence health-themed performance audits. The COVID-19 pandemic has further encouraged the development of insight and foresight functions of BPK. BPK successfully released its inaugural strategic foresight during the pandemic in October 2011. The BPK viewpoints support the management improvement of the National Health Insurance Program and also assist the

government in developing greater resilience in anticipating similar pandemics in the future. Nonetheless, BPK still practices minimal insight and foresight approaches. Based on the quantitative approach, BPK only has five of the 840 health-themed performance audits that have an insight approach, and only one BPK viewpoint utilized a foresight approach. Thus, in the future, it is necessary to intensify the implementation of insight and foresight functions within BPK to enhance the impact of health-themed performance audits.

Based on the description, several recommendations can be proposed. First, BPK should place greater emphasis on responding to public aspirations, particularly in relation to the most recent issues that have become a matter of public concern. Second, the design of health-themed performance audits must involve all relevant stakeholders and BPK internal units to produce recommendations that can inform the development of more effective government policies. Third, it is imperative to effectively manage and enhance the tacit knowledge of BPK performance auditors, both at the central and regional offices. Furthermore, the utilization of information technology advances, encompassing big data analytics and the government's One Data initiative, is crucial to enhance the efficiency and effectiveness of the performance audit process.

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## APPENDIX

Examples of oversight, insight, and foresight functions of health-themed performance audits or BPK viewpoints

Health-themed performance audit reports or BPK viewpoints	Significant findings and/or recommendations
<p>Performance audit report on the readiness to prevent, detect, and respond to outbreaks of human diseases originating from animals with national/global impacts, conducted from 2020 to the third quarter of 2021 at the Ministry of Agriculture and other related agencies—oversight and insight (released in 2021)</p>	<p>BPK recommends the Ministry of Agriculture to (1) coordinate with the Coordinating Ministry for Human Development and Culture regarding the duties, functions, and authority of the Ministry of Agriculture in the National Health System with a one health approach, as well as the establishment of structured institutions to make the highest decision on technical animal health; (2) establish veterinary authority at the Ministry of Agriculture level and coordinate with provincial and regency/city veterinary authorities; (3) improve the monitoring of animal traffic, animal products, and other animal carrier media outside the quarantine work area.</p>
<p>Performance audit report on the readiness to prevent, detect, and respond to the impacts of antimicrobial use and antimicrobial resistance on public health risks originating from aquaculture products from 2020 to 2021 (third quarter) at the Ministry of Maritime Affairs and Fisheries and other related agencies—oversight and insight (released in 2021)</p>	<p>BPK recommends the Ministry of Maritime Affairs and Fisheries to (1) share data and information on surveillance results with other related ministries/agencies on a regular basis to realize a national health system with a One Health approach; (2) develop and stipulate provisions on antimicrobial resistance control and socialize to related parties; (3) order the Aquaculture Antimicrobial Resistance Control Team to immediately perform the tasks that have been set; (4) develop the competence of personnel assigned to the laboratory and provide antimicrobial resistance test kits; (5) establish guidelines for surveillance activities to prevent the use of antimicrobials and antimicrobial resistance; (6) conduct a risk management process for activities to prevent, detect, and respond to the impact of antimicrobial use and antimicrobial resistance; (7) establish domestic cooperation related to research activities in the field of antimicrobial resistance, diagnostic methods, new antimicrobials, and antibiotic replacement innovations; (8) establish an early warning system, share data and information, and socialize it to related parties; and (9) establish guidelines for handling the impacts of antimicrobial use and antimicrobial resistance.</p>
<p>Performance audit report on the effectiveness of achieving SDGs in building a strong and resilient national public health system from 2020 to the third quarter of 2021 at the Ministry of Health and other related agencies—oversight and insight (released in 2021)</p>	<p>BPK recommends the Ministry of Health to (1) regulate the division of responsibilities in the Minimum Service Standards for the Health Sector and the Minimum Service Standards for Disaster Sub Affairs clearly and not overlapping; 2) revise the Ministry of Health’s 2020–2024 Strategic Plan to align strategic targets, program indicators, and activity indicators to support the follow-up of the National Action Plan for Health Security (NAPHS); 3) develop more detailed regulations related to the implementation of health surveillance that require the private sector to conduct health surveillance; (4) review and use claim data to strengthen the implementation of health surveillance; (5) increase cooperation with stakeholders involved in accelerating the completion of the National Health Account; (6) optimize coordination in the preparation of disease vulnerability maps as material for the preparation of disease risk maps that have the potential to cause public health emergencies by the National Disaster Management Agency (BNPB); (7) develop clear guidelines</p>

Health-themed performance audit reports or BPK viewpoints	Significant findings and/or recommendations
<p>BPK viewpoint regarding the management of the implementation of the National Health Insurance Program (JKN). BPK viewpoints are derivative products of performance audit reports on the National Health Insurance Program conducted between 2016 and 2020—insight (released in January 2021)</p>	<p>related to health crisis management; and (8) compile a list of diseases that are prioritized for analysis and preparation of risk assessments by provincial/district/municipal governments.</p> <p>BPK audit results related to JKN revealed that there are still fundamental problems in the implementation of the JKN program, especially related to the management of membership, delivery of services, and funding. Recommendations were given to the president to coordinate the relevant ministers to enhance the policy coherence to overcome the existing problems. Such practical recommendations are: (1) realizing a single valid and real time data of JKN program participants by integrating the JKN program membership database system with other technical ministry database systems; (2) realizing the achievement of the Universal Health Coverage target through institutional coordination to improve/drafting regulations, including the JKN program membership identity criteria as a requirement in managing public services, (3) ensuring that the JKN program participants obtain optimal services; and (4) realizing the sustainability of the financial capacity of JKN to minimize financial deficits (BPK RI, 2021a).</p>
<p>BPK's strategic foresight viewpoints that provide an overview of the possibilities that could occur in Indonesia for a period of 5 years from 2021 to 2026 due to the COVID-19 pandemic. The strategic foresight using the scenario planning approach through four scenarios—foresight (released in October 2021)</p>	<p>The recommendations pertaining to the health reform indicated that Indonesia's national health system has been inadequate in addressing the crisis due to several challenges related to funding, facilities, health workers, and the availability of medicines. To enhance the effectiveness of the health reform, it is essential to prioritize the expansion of health facilities, medical equipment, and health workers that meet international standards and are distributed proportionately across regions. Furthermore, the budget structure for health care must be re-evaluated to ensure an adequate supply of hospitals and crisis centers. Furthermore, health services must endeavor to adopt a more preventative and promotive approach and to innovate continuously in the field of health technology.</p>
<p>Performance audit report on SDG point 3.8 to achieve national health insurance coverage in the Health Social Security Administering Body and other related agencies for the fiscal year 2021 until semester I 2022—oversight and insight (released in 2022)</p>	<p>BPK recommends the Health Social Security Administering Body to (1) update the cooperation agreement between BPJS Kesehatan and the Ministry of Home Affairs related to the provision of the updated population data of potential JKN participants on a regular basis; (2) improve coordination with the Ministry of National Development Planning (Bappenas) and the Ministry of Social Affairs to determine and fulfill the target of Health Insurance Contribution Assistance Recipients (PBI JK) participants; (3) implement the interoperability of the JKN information system with related ministries/agencies; (4) coordinate with local governments to solve problems in enhancing the quality of health facility services; and (5) establish compensation criteria and control mechanisms for the implementation of compensation.</p>