

BPJS Kesehatan's Interpersonal Communication Goals in Handling Participant Complaints

Interpersonal Communication Goals *BPJS Kesehatan* dalam Penanganan Pengaduan Peserta

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ABSTRACT

One of the Social Security Administering Agency of Health Insurance (BPJS Kesehatan) duties is to handle complaints submitted by its participants. This study aims to analyze how the complaints by the BPJS Kesehatan of the Solok branch office to its participants through interpersonal communication are based on emphasizing interpersonal communication. This study uses data collection methods with structured interviews with the BPJS Kesehatan and with the three participants who submitted complaints according to the researcher's needs, then the method of observation and documentation. Researchers use data reduction, data presentation, and verification techniques for data analysis, while data validation techniques use triangulation, which checks data from various sources. This study indicates that the purpose of interpersonal communication can be achieved through several aspects of communication, namely emphasis on interpersonal needs, emphasis on communication channels, emphasis on messages, emphasis on listening skills, and emphasis on feedback. From the five aspects of interpersonal communication emphasized, it was found that the purpose of the BPJS Kesehatan interpersonal communication on its participants is to understand the information or messages conveyed and change attitudes.

Keywords: *interpersonal communication, public service, complaints handling, BPJS Kesehatan, communication development*



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INTRODUCTION

Communication is the essential activity by which human beings can relate to each other through different types of communication. Such communication can be from the most personal communication to communicating with many people. Relationships in communication make it easier for a person to explore social life in the family, society, company, and wherever humans are. Communication has goals to run effectively (Setyowati, 2019). The communication process is said to be effective when messages can be conveyed and appropriately received, and there is feedback to achieve understanding, especially in handling complaints of BPJS Kesehatan participants. Because health is a primary need, every citizen must have welfare in the health sector. For this reason, the government formed the JKN-KIS program organized by BPJS Kesehatan (Ramadhani et al., 2021).

BPJS Kesehatan is one of the government institutions in public services that provides services with direct interaction with participants or the community. Humans as social beings who develop, relate, or interact with other humans. At this time, BPJS Kesehatan is also inviting people to register and get good health services. It is one of the most critical government programs supporting national development (Setiyono, 2018). Services are closely related to communication, especially interpersonal communication that interacts directly with the community or the public (Pamungkas et al., 2015; Samiaji et al., 2022). Public service is one of the government's targets to create a prosperous society. Public services are not only related to administration, one of which is in the health sector, which is included in the provision of services (Kusumadinata & Fitriah, 2017).

In public services, the organizing institution must provide public services under the implementation of services, information management, management of public complaints, and consultation services. In this case, there is also an unevenness of health services which raises complaints from the public. Starting from the limited services provided, the need for reading glasses for civil servants cannot be claimed, and monthly dues are increasing (Kristiyaningsih et al., 2017). In general, BPJS Kesehatan participants also complained about the services provided by hospitals or clinics in collaboration with BPJS Kesehatan. The complaint made the participants feel that they did not get what they were entitled to until they directly reported to the nearest branch office to ask for information or explanations related to the matter (Hasibuan, 2019; Marta, 2019).

In everyday life, humans often carry out social communication with the community. Communication can vary, intrapersonal, group, mass communication, and communication within an organization (Walangadi et al., 2017). The intensity of communication interaction is also inseparable from giving and receiving information. The communication interaction of one of the organizing bodies, namely BPJS Kesehatan (Social Security Administering Agency of Health Insurance), is in charge of organizing national health insurance for all people. Amid Coronavirus Disease 19 (Covid-19), WHO (World Health Organization) has confirmed that in January 2021, there were 90.335.008 people affected by the virus in the world, and 1.954.339 people died, while for Southeast Asia, 12.338 were affected by the virus. Specifically for the territory of Indonesia, there were 846.765 confirmed positive Covid-19, and 24.645 people died (Onyeaka et al., 2021).

The importance of health, in addition to encouraging the government to create a health insurance program in the form of JKN-KIS through BPJS Kesehatan, also forms what is called UHC or universal health coverage where the community must have comprehensive and quality health services not only for chronic treatment but also preventive treatment (Kementerian Kesehatan, 2021).

The large number of people infected with the virus requires the role of BPJS Kesehatan as the organizing body to provide services due to different situations caused by Covid-19. The number of participants in the national health insurance program in 2018 was 201.660.548 people, while in February 2019, there were 217.549.455 participants. It shows an increase from September 2018 to February 2019 of 15.8 million people (OJK, 2020).

An increase in the number of participants also occurred in December 2020, with a total of 222.461.906 people with details of 96.602.766 PBI APBN participants (Recipients of State Contribution Assistance), 36.164.395 PBI APBD (Recipients of Regional Contribution Assistance), 17.371.291 PPU-PN (Participants Recipient of Wages) 37.775.606 PPU-BU, 30.436.484 PBPU-Independent workers (Participants of Non-wage workers) 4.111.361 non-workers (Ramadhani et al., 2021). The increase in the number of participants in the health insurance program was also accompanied by the Covid-19 pandemic that hit various countries worldwide. Various channels convey this information to overcome the increasing number of complaints accommodated by BPJS Kesehatan, either directly (face to face)

or through various media services or other complaint service channels. Handling complaints from communication participants is a central need between communicators and communicants (Mayangsari & Salim, 2021).

Based on the number of BPJS health participants for public service providers formed by the government, communication is essential in providing information and BPJS health as a service provider tasked with serving the community (Faradilla et al., 2020). BPJS health officers communicate well to the national health insurance program participants by providing information and complaints services. According to Tasrif (2016), interpersonal communication is crucial in conveying information to someone. Furthermore, communication is another interest in dealing with Covid-19, especially for BPJS Kesehatan with the National Health Insurance (JKN) program) which is a public legal entity formed to administer the national health insurance program by the state government to achieve national development. Through the health insurance program from the government, the public is given easy access to health services in the provided health facilities. Many people register themselves and their families as participants in the health insurance program established by the government to have health insurance (Agung et al., 2021; Nida, 2014). Communication development has a broad scope, including communication elements, process, forms of communication, nature of communication, communication methods, communication techniques, functions, communication models, fields, and objectives (Isnaini, 2018).

Communication, in general, is overlapping, especially human communication, but interpersonal communication is a central basis for understanding human communication. Interpersonal communication has a huge role in informing all communication levels. In various types of communication, it cannot be separated from involving other people, so interpersonal communication is the first communication (A. W. Saputra & Salim, 2022). The purpose of communication is to influence each member to achieve goals together so that communication has an essential role in an agency/institution in achieving a goal. Some interpersonal communication does not have a clear or specific purpose, but in the organization, interpersonal communication must have a clear purpose. It is done to achieve organizational goals, especially when the organizers have to send messages to many members (Briandana, 2019; Salim et al., 2021).

Interpersonal communication is designed to maintain the connectivity of two attached individuals in both physical and psychological aspects. In correlation to the health insurance process, the institute requires a deep understanding of their consumer's situation to provide the best possible solution while minimizing potential conflict within interpersonal communication (Hariyanti et al., 2021; Rahayu, 2017). Interpersonal communication is the process of delivering (encoding) and receiving (decoding) messages from two or more people between the communicator (sender) and the communicant (recipient) of messages either directly or indirectly/through the media (Suherman & Suhardan, 2019). *Interpersonal communication* is a procedure that makes two or more people exchange information and feelings that can be conveyed through verbal and non-verbal messages. This communication is concerned with what is said. The other process of delivering the message is the aspect of interpersonal communication.

Interpersonal communication has several aspects of emphasis in achieving communication goals. Some aspects of pressure in interpersonal communication, namely emphasis on interpersonal needs, means the need for socializing with others called control (Asrarudin et al., 2020). Interpersonal communication is also known as action-oriented, which can be interpreted as an action with a goal orientation, some goals of interpersonal communication, namely understanding information and attitude change. According to Susanto & Kumala (2019), a change in a person's attitude will occur through efforts to influence the attitudes of others to encourage other individuals to behave as expected. It is one of the most challenging things to achieve in communication.

Responding to participant complaints can be done with various types of communication, two of which are interpersonal and mass communication. However, interpersonal communication can provide excellent sensitivity and attention. The wider the interpersonal interaction, the wider the attention given to the interlocutor during communication, and vice versa, the smaller. The more interpersonal interaction occurs, the fewer people will pay attention to it. Interpersonal communication in handling complaints is not just listening to complaints from the community, but by communicating through BPJS Kesehatan interpersonal and the public can see through the ability of the five senses to capture emotions as a source of information and body language, and this will affect the quality of communication (BPJS Kesehatan, 2020).

As one of the institutions or bodies formed by the government, BPJS Kesehatan is in direct contact with the public to provide and handle participant complaints. It makes interpersonal communication important. Smooth interpersonal communication in serving the public is mainly an informative message so as not to cause complaints from participants. The aspects of communication that are applied will be vertical and horizontal processes in the field of interpersonal communication (Prasetyo et al., 2020). Forming a good quality of service requires interpersonal communication to help and guide the delivery of public services.

Communication activities between service-providing staff and the public can be said to be interactions in communication. If the interaction consists of only a few people, then the communication interaction occurs interpersonally. BPJS Kesehatan's communication in serving participants is a benchmark for public trust in the public's perception of the institution.

Relationship of staff interpersonal communication to participants in providing health services can affect the institution's image. According to Oguntoke & Annegarn (2014), the resolution of complaints has several impacts on customer satisfaction that form issues to the institution's image so that the image formed plays a role in attracting new customers or retaining existing customers. In addition, complaints that occur can be in the form of complaints with high intensity and tend to require product or service evaluation.

Most of the complaints from participants were related to the procedures, rights, obligations, and benefits of the BPJS Kesehatan service. Just like interpersonal communication of BPJS Kesehatan staff is crucial in disseminating information to participants, uneven delivery of information is still a complex communication problem. However, much information has been conveyed by BPJS Kesehatan through digital platforms such as the BPJS Kesehatan personal portal, online media, and other information that can be accessed via the internet. According to Gao et al. (2021), the ease of accessing this information is not entirely accepted by the public. People aged 40 and over who do not look literate with digital technology, especially in the city or district of Solok. People tend to be more receptive to information interpersonally accessed than to access information digitally. People need accurate information to make a decision. Information is disseminated throughout various communication arrangements, where the current dominance is mainly disseminated through mass communication platforms (Harry et al., 2022).

Public services in the government or private sector hope to get the best service possible. Different backgrounds and public interests make the service-providing staff, and the community receiving the service must be able to adjust to each other so that what is conveyed is received by the desired PA funds conveyed by the community and the service provider staff to each other. Public service is one of the government products made to fulfill public rights. Service is comprehensive, which applies to anyone with an interest and organization whose job is to provide services (Budiana et al., 2020).

Communication in public services can be used to see the quality of services provided by BPJS Kesehatan. Such as listening to the aspirations conveyed by the community to institutions in conveying information. The main emphasis in interpersonal communication of BPJS Kesehatan as a service provider is effective communication, reducing the possibility of misunderstandings in the communication process so as not to misunderstand and capture different meanings from BPJS Kesehatan or the public (Puspitasari & Waty, 2019). This research is related to communication within the scope of service for more optimal results. According to Hunyadi (2019), public understanding depends on communication skills that convey messages.

The lack of optimization in participant services evaluates BPJS Kesehatan by holding *money* (monitoring and evaluation) for BPJS Kesehatan, which provides information and handles complaints in the Solok branch area. This activity was carried out because the officers were not optimal in inputting participant complaint data. Determining data in the application for providing information and participant complaints is important because officers can provide information to participants and get information easily and quickly. In addition, participants can also submit complaints directly to the complaint handling officer (BPJS Kesehatan, 2021). However, what happened was that the application intended for providing information to participants had not run optimally in various hospitals or other parties in collaboration with BPJS Kesehatan. Even though it has provided services in the form of the JKN Mobile application, PANDAWA services are in the form of services used through WhatsApp chat, and also branch offices that can be visited directly. These services are not optimal enough for participants, for example, in the evenness of information about Prospective Employees in the Dharmasraya area, which must still be carried out direct socialization in order to obtain comprehensive information (N. Saputra & Marta, 2020). The large number of BPJS Kesehatan participants as previously explained requires

BPJS to continue to pay attention to the quality of the services that have been built such as service recovery through service channels that have been provided to respond and follow up on participant complaints. However, participants still ask for information and submit complaints directly to the participation and service fields of participants at the branch office using interpersonal communication (Marta et al., 2022). This research emphasizes interpersonal communication as communication in public services that are oriented to empathize with each other to carry out their respective duties and responsibilities to support government programs in welfare in the health sector, so this research is useful for progress and evaluation materials for an institution, especially those directly related to society. Interpersonal communication here is not just a concept between two or more people communicating, but more complex to the things that have been explained earlier.

BPJS Kesehatan, in this case, discusses interpersonal communication of staff and the community that can be included in development communication. Development communication refers to efforts to change more positively involving several aspects (Lestari, 2017). Some of these aspects can be seen in the interpersonal communication of BPJS Kesehatan staff and participants in providing information. Interpersonal communication is one-factor influencing consumers. Consumers or the public will be more likely to feel satisfied with staff who provide services with attitudes, social perceptions, and empathy for people's beliefs during communication contacts (Kondrla & Durkova, 2018). Balanced communication contacts will improve the performance of BPJS Kesehatan and can also create community loyalty or BPJS Kesehatan participants (Ahid, 2021). Complaints submitted by participants are handled by the field of participants and service of participants involved or face to face with participants at the Solok branch office.

Based on the description of the background above, the research related to interpersonal communication goals in the Field of Membership and Participant Services in Handling Complaints from BPJS Kesehatan Participants in the Solok Branch. Interpersonal communication is carried out directly by the participant's Participation and Service sector to handle complaints from participants who have not received complete information from the service channels that have been provided such as the JKN Mobile application, SIPP or Information Channel and Complaint Handling, web or the official BPJS portal, for this reason, the purpose of this study is to find out how the communication carried out by the participation field in serving and handle complaints from participants who come directly to the branch office to submit complaints and obtain information.

METHODS

In this study, the author used a qualitative descriptive approach, describing the findings obtained from observations or surveys in the field. Observations were carried out for 40 days. After observations in the field, and then determined the source to be interviewed to obtain data. The speakers were five people, two of them from the institution and the other three from BPJS Kesehatan participants.

After conducting a field survey, the author determines the subject of the study, namely the field of Participation and Participant Services, the first resource person is the staff who takes care of the participant's data, the second resource person is the staff who handles participant complaints directly. The information obtained from the author's BPJS is used to determine the interview participants. Three other speakers were BPJS participants who made complaints related to services. After finding the resource persons, the researchers systematically compiled interview guides based on indicators in research problems and conducted direct interviews.

After conducting the interview, the data were transcribed, coded, analyzed, and summarized. The deductive coding method was used to analyze the interview transcript data, starting with the formulation of the theory, followed by the formulation of the hypothesis, observation, and confirmation of the data. The researcher focused on essential matters related to interpersonal communication problems in public service institutions and presented them narratively to make it easier to understand the problems. The final stage of the evaluation of findings is to validate by checking the data through source triangulation, namely by confirming the data to the data source of the BPJS institution and the participants interviewed. This study was conducted on August 03, 2020-July 13, 2021 with the information 03 August-18 September 2020 survey and observation in the field and from September to July determined participants and collected data.

RESULTS AND DISCUSSION

Interpersonal Communication

This study has several findings that researchers will present in this section. The findings researchers found in BPJS Kesehatan handling complaints to BPJS Kesehatan participants were described based on interviews, observations, and some necessary documents. According to Latukolan et al. (2021), communication is the transmission of messages that aim to obtain the meaning of specific changes. The definition of communication emphasizes the purpose of communication, namely obtaining a message meaning and inevitable changes. Then, communication is divided into several more specific parts, one of which is interpersonal communication. Communication has the purpose of obtaining specific changes.

Interpersonal communication is delivering and receiving messages from two or more people between the communicator and the communicant of messages directly or indirectly/through the media (Puspita & Ratnaningsih, 2015). Maximizing the effectiveness of interpersonal communication is essential to conduct a behavioral change within a single message. The change will create a new meaning for the afflicted individual who perceives the world (Lestari et al., 2021).

BPJS Kesehatan conducts interpersonal communication with participants to explain the complaints submitted. *Interpersonal communication* is a procedure that makes two or more people exchange information and feelings that can be conveyed through verbal and nonverbal messages. This communication is concerned with what is said and how the process of delivering the message is. Some aspects of interpersonal communication emphasize. Interpersonal communication has several aspects of emphasis in achieving communication goals. Some aspects of pressure in interpersonal communication are as follows.

Emphasis on Interpersonal Needs

Interpersonal communication is intended for communication between two or more people to meet their social needs. Humans need to satisfy the social needs of other people (Qorib, 2020). One of the social needs is to influence. *Control* is the need to build and maintain what satisfies interrelated people. This statement shows that BPJS Kesehatan goes through several stages in influencing/controlling participants based on previously studied ethics or rules. BPJS Kesehatan listens to the complaints submitted by participants without interrupting the conversation. Then, BPJS Kesehatan explains why the participant does not get the desired service, then BPJS shows the regulations relating to complaints to control or influence participants.

Emphasis on Direct Channels

Communication can be done through various channels, namely direct communication (face-to-face) and communication through electronic media. Direct communication can be delivered orally and face-to-face, while communication through the media is used when direct communication cannot be done (Zuccarini et al., 2017). Pressure on channels, namely communication carried out by BPJS Kesehatan with participants through various channels, direct communication, face to face and delivered orally and through electronic media. Here are some types of communication channels in interpersonal.

Direct Communication.

Communication that is done directly can be done face-to-face or by sending it through direct words. Direct communication can also be done in a room provided by the communicator or communicant. BPJS Kesehatan communicates directly with participants who come to the branch office through frontline staff or who make complaints at the hospital through PIPP staff if in the hospital.

BPJS conducts interpersonal communication directly by meeting face to face with BPJS health participants. This direct communication is also one of the BPJS health programs in providing information known as PIL (Direct Information Provision). Direct communication can also be done by holding a meeting or an event facilitated by the Health Service or Social Service, where BPJS Kesehatan acts as a resource person, and participants can submit complaints. Then, direct communication at branch offices is handled by BPJS health officers, namely frontline staff.



Figure 1. Frontliner Staff Direct Communication. **Source:** Research Documentation

Figure 1 above is a direct communication by the BPJS Kesehatan Solok branch in providing information or handling participant complaints. Participants can request information or submit complaints by waiting for the queue to be handled by the frontline staff.

Electronic Media Communication

Two or more mutually beneficial parties can conduct media communication over long distances. This communication occurs at different points in space, between different locations. Each place is individual with a different island or continent. However, communication, especially electronic media, can still be done interpersonally, even through media channels. People can connect over long distances and talk face-to-face without meeting face-to-face. The media that can connect these people are landlines and cell phones. Media communication in interpersonal communication must choose the right words. Then make sentences that contain particular meanings.

Communication is not only done directly. It is also done through the media. The media used to handle complaints are electronic, such as telephone, radio, and WhatsApp and Telegram applications. Communication is carried out through various channels in person, face to face, or through the media. Direct communication is carried out by coming to the branch office, the existence of a PIL (Direct Information Provision) program at the hospital, and a meeting facilitated by an agency. As for communication through electronic media such as talk shows on the radio, telephone calls, WhatsApp, and Telegram.

Emphasis on Message

Emphasis on messages in interpersonal communication using communication messages that are informative and persuasive communication message. The message is described as follows.

Informative messages. Informative messages are carried out by providing information in facts and data to the communicant (Harita et al., 2020). Informative messages put forward facts or facts that convey the message. BPJS Health delivers informative messages by showing the regulations or rules that the government has set. The regulations shown to the participants can be in the form of physical or soft file regulations.

Persuasive message. A persuasive message is an effort made by entering opinions and thoughts that aim to change a person's attitude (Fensi & Christian, 2018).

Persuasive messages can persuade the communicant to accept the information/message conveyed. The interpersonal communication process uses two types of messages described above: informative and persuasive, to make it easier to distinguish the two types of messages. It can be concluded that informative messages refer to facts and data, while persuasive messages include opinions and thoughts to influence others. After the communication message is informative, BPJS Kesehatan will deliver persuasive messages to complete the communication process.

BPJS Kesehatan performs two types of message delivery in interpersonal communication, namely informative communication messages and persuasive communication messages. BPJS Kesehatan carries out informatively conveyed communication messages by showing the regulations or rules sent to participants. The communication message conveyed persuasively is carried out by BPJS Kesehatan by providing understanding to participants that the rules are not from BPJS Health itself. In addition,

the persuasive statement carried out by BPJS Kesehatan uses an integration method that places itself as a participant. BPJS Kesehatan also feels and empathizes with participants who submit complaints.

Emphasis on Listening Skills

According to Bakri & Barmawi (2017), listening is divided into several elements: listening, paying, attending, understanding, and responding. BPJS Kesehatan needs listening skills as the organizing body serving the public. The elements of listening skills the described as follows.

Hearing. The first element in listening skills is hearing, which includes an automatic physiological process in receiving auditory stimuli. First, at this stage, physical impairment of the hearing apparatus can cause difficulties. Second, placing the sounds in a meaningful sequence or arrangement and forming words. Third, the words are contained in a pattern that forms language. It can result in a message from the communicator to us.

BPJS Kesehatan listens to complaints submitted by participants and accommodates messages submitted by participants without interrupting the conversation.

Attending. Attending means focusing awareness on certain stimuli, which is selective attention (paying attention to certain stimuli while discarding other incentives). One of these particular processes is how you can hear one voice when more than one person is talking simultaneously.

When interpersonal communication is in progress, BPJS Kesehatan pays attention to messages from complaints submitted by participants by looking at the participants' faces and focusing on when participants are talking, conveying complaints to BPJS Kesehatan.

Understanding. Understanding is the third element in listening skills. Understanding can be interpreted as a process of giving meaning to the words heard and following the meaning intended by the communicator (sender of the message). BPJS health understands participants by looking at their emotional stability of the participants and showing empathy.

BPJS Kesehatan understands participants in two ways: first, by empathizing with the complaints submitted, and second, by looking at participants' emotional stability and willingness when submitting complaints.

Responding. Responding to the other person when the communication process is one of the emphases of listening skills. Responses can be given when the other person has finished speaking or when the other person asks for a response. Responding to information or messages conveyed is vital to getting feedback. The response also determines whether the information or message is adequately conveyed and understood.

BPJS Kesehatan responds to complaints submitted by participants during interpersonal communication by providing explanations using soft words and avoiding words that can trigger emotions or words of rejection. Terms of a disclaimer such as cannot, not guaranteed, and so on. BPJS Kesehatan responds to participant complaints by seeing that the participant is a friend, friend, or family member who requires assistance.

Emphasis on Feedback

According to Hidayat (2020), communication feedback is the most important thing in communication to confirm whether the message can be delivered and appropriately received and understood or not. The feedback is explained as follows.

Immediate Feedback. Immediate feedback is the feedback that is obtained immediately after the information or message is delivered. Feedback can be given to communicators or communicants. Immediate feedback occurs in communication channels.

BPJS Kesehatan conducted interpersonal communication with participants who submitted complaints directly facing faces by coming now the branch office to get direct feedback with one working day settlement. If the complaint submitted is not related to other fields, on the contrary, if the complaint is related to different domains, it will take up to a maximum of five working days. In contrast to communication carried out using media channels with delayed feedback.

BPJS health participants also said that the frontline could directly give the communication activity at branch offices. BPJS health officers provide answers and explanations to complaints submitted.

BPJS Kesehatan provides immediate feedback to participants who come to BPJS Kesehatan branch offices through frontline staff.

Kantor Cabang	Kantor Cabang Solok	Apresiasi/kesan positif Bapak/Ibu terhadap pelayanan di Kantor BPJS Kesehatan	Count of Kode Kedepatian Wilayah
Kota Kabupaten	Jenis Layanan	Kesehatan	Wilayah
Kota Solok	Penambahan/Pengurangan Anggota Ke-	nyaman dan cepat	1
		nyaman dan cepat	1
	Pendaftaran Baru PBP/PP (Mandiri/Peningkatkan	nyaman dan cepat	1
	Penggantian Kartu Hilang	Baik	2
		pelayanan cepat	1
		Ramah	1
	Perubahan Identitas	Bagus	1
		Cepat dan mudah	1
		pelayanan cepat	3
		puas dengan pelayanannya	1
		Ramah	1
		ruangan nyaman	1
		urusan mudah	1
		cepat dan jelas pelayanan	1
	Perubahan Puskesmas/Klinik/Dokter K	yang diberikan	1
		tingkatkan lagi	1
Kota Solok Total			18
Grand Total			18

Figure 2. Customer Feedback BPJS Kesehatan Branch Office. **Source:** Internal Document

Figure 2 above is the customer feedback received by BPJS Kesehatan from participants. This customer feedback is done monthly, directly sending the filling form to participants. The document was distributed to 15 participants who asked for information or complained to the branch office. The feedback based on these data shows that adding or removing members is convenient and fast.

Kantor Cabang	Kantor Cabang Solok	Saran/masukan Bapak/Ibu untuk perbaikan pelayanan di	Count of Kota/Kabupaten
Nama Rumah Sakit	Apresiasi/kesan positif Bapak/Ibu terhadap pelayanan di Rumah Sak	Rumah Sakit	Count of Kota/Kabupaten
RSIA PERMATA BUNDA	-	-	32
	bagus	-	4
		Tidak	1
	baik	-	2
	bgs	-	1
	Pelayanan bagus	-	4
		bagus	1
	Pelayanan baik	-	1
	pelayanan ramah	-	2
	pelayanan rsia bagus	-	1
RSIA PERMATA BUNDA Total			49
RSUD MOHAMMAD NATSIR	-	-	1
RSUD MOHAMMAD NATSIR Total			1
Grand Total			50

Figure 3. Hospital Customer Feedback. **Source:** Internal Document

Figure 3 above is also the feedback received by BPJS Kesehatan from participants conducted once a month. Customer feedback from Figure 3 is from hospitals collaborating with BPJS health, such as RSIA Permata Bunda. The results from filling out the hospital form differ from customer feedback at the branch office. Participants said that the service provided was good, friendly, and reasonable.

Delayed Feedback. Delayed feedback means that communicators and communicants cannot immediately know the responses to the information or messages delivered. According to (Setiawan et al., (2021), delayed feedback usually occurs in communication using electronic media such as telephone, WhatsApp, Telegram, and other media. The time it takes to respond to messages sent through these electronic media channels shows that feedback is delayed.

BPJS Kesehatan also uses media channels and applications to communicate with participants. The media and applications used also take time to respond. It responds to messages sent via telephone, radio, WhatsApp, and telegram media channels, indicating delayed feedback.

The points above explain that the definition of communication is very complicated, for the emergence of divisions of the definition of communication depends on which point of view or aspect one will see in interpersonal communication. If someone views communication for social purposes, communication is a social need. This interpersonal communication point of view can also be used as a benchmark in this study.

Based on the data obtained above, BPJS uses interpersonal communication to transmit messages to participants. BPJS conveys information directly and in the media, while complaints are submitted by dating directly to branch offices, an event involving the public, or a direct meeting by BPJS. Several aspects must be considered by BPJS, such as influencing the public, communicating at branch offices, and via WhatsApp and Telegram so that communication in public services is conveyed.

Interpersonal Communication Goals

Interpersonal communication is also action-oriented, interpreted as an action with a goal orientation. According to Komalasari & Fajarica (2019), here are some goals of interpersonal communication.

Understanding Information/Message. Understanding information or messages is one of the goals of communication. Messages can be received well when the information or messages are understood. Without understanding the messages, communicators and communicants will find it difficult to change attitudes. Understanding means bringing about change for the better for the parties who communicate. Understanding the message or information the interlocutor conveys is indicated by communicating the party's agreement to the message.

BPJS Kesehatan helps participants understand what is being complained about by showing the existing regulations and asking what participants do not like until the participant finally says that he understands. It indicates that BPJS Kesehatan provides services to participants so that participants understand and understand. BPJS health participants noted that the information/messages could be understood even though, initially, the participants were exceptionally steadfast in their stance.

BPJS Kesehatan participants submit complaints because they cannot use the BPJS Kesehatan card. It is not active and has an identity error that the participant understands the information/message conveyed by the BPJS health officer.

Attitude Change. A change in a person's attitude will occur through efforts to influence the attitudes of others. A person will try to influence and understand his speech in various situations. The influence of attitude, in this case, is often called social influence and subtle persuasion. In interpersonal communication, small/medium groups, and organizations, influencing attitudes is essential. A process of influencing attitudes is also called persuasion. BPJS health encourages BPJS health participants who make complaints to behave as expected. It is one of the most challenging things to achieve in communication.

BPJS Kesehatan generates action on participants in several ways, namely making it easier for recipients to understand what participants expect and convincing participants about the objectives that have been conveyed, which makes sense by explaining the regulations and rules that have been set. Not only change in participants' attitudes toward the goal of interpersonal communication but also the satisfaction of participants and BPJS officers themselves in providing happy services to participants. Participants who understand and receive the information/messages conveyed get their satisfaction as BPJS health officers.

BPJS Kesehatan officers also have a communication goal so that participants are satisfied with the answers they get from BPJS health officers. BPJS health officers are also happy because the participants are confident with the information/message. In addition, BPJS health participants also said that after receiving information/messages from BPJS health officers, participants did what the BPJS health officers said. BPJS health participants understand the information and receive the information/message and show an attitude of approval.

Handling of Participant Complaints. A complaint is an expression or feeling of dissatisfaction with a service. The complaint can be verbal or non-verbal. BPJS Kesehatan participants usually submit complaints by dating directly to the nearest office in the nearest area or directly to the branch office.

Handling complaints is one of several ways that BPJS Kesehatan does for incoming complaints. The type of complaint itself is in the form of dissatisfaction with services, the failure of the institution to meet the expectations of BPJS Kesehatan participants, and the typical response is given. Complaint handling is a service BPJS Kesehatan to participants as a public service provider to convey information and handle complaints.

BPJS Kesehatan provides various services in handling complaints. Participants can choose the service channel they want. Staff who handle complaints are included in the scope of the KPP, namely staff who handle complaints outside and inside the BPJS health office. Some staffs who specifically handle complaints are PIPP (Information and Complaints Handling) staff and frontline staff of UP3 (Complaints Handling and Information Provision Unit) at the BPJS Kesehatan branch office.

In handling participant complaints, several procedures must be implemented. The mechanisms or procedures the institution has implemented will also assist participants in submitting complaints ranging from mild to severe complaints that must be resolved in related fields. In addition to services at branch offices, BPJS health participants can also complain through the media provided. The media can be telephone, radio, WhatsApp chat, and Telegram.

Some of the other complaints that arise are complaints submitted with various procedures or several stages so that participants choose from two sides. When the complaint is submitted and will only harm the participants in terms of time or material, participants prefer not to submit complaints to BPJS Kesehatan but spread the complaints through word of mouth to fellow BPJS Kesehatan participants.

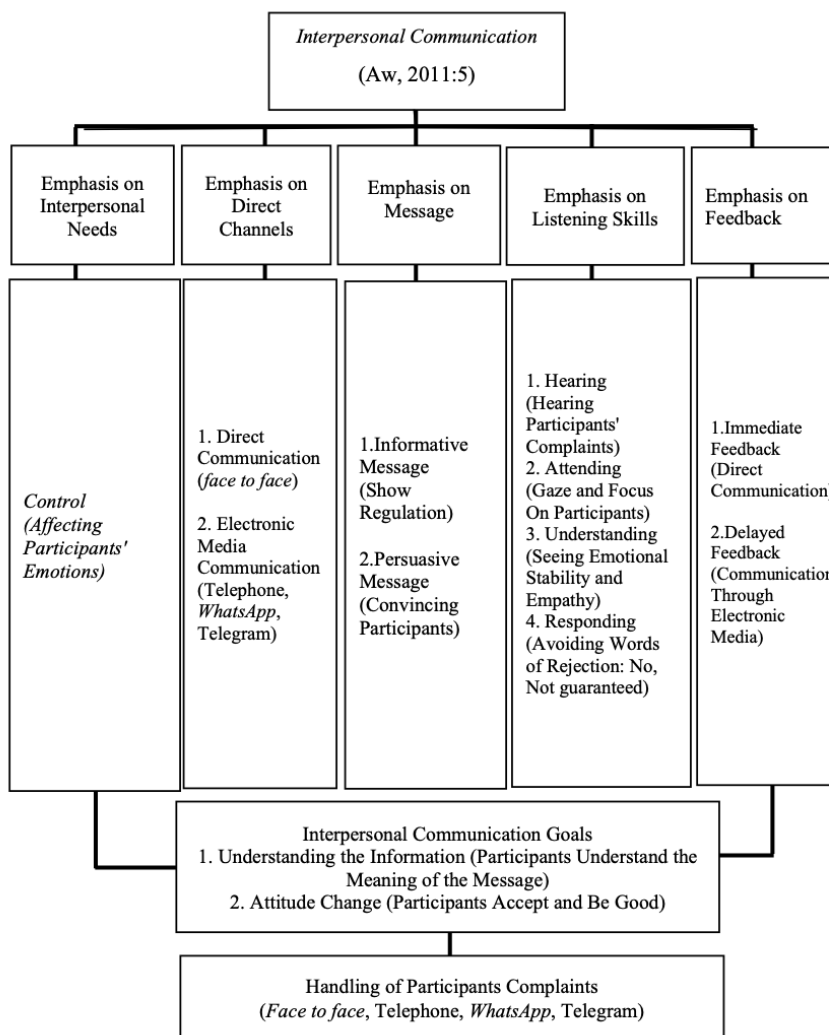


Figure 4. BPJS Kesehatan Interpersonal Communication Model. **Source:** Research Result

Overall, the interpersonal communication in the services of BPJS Kesehatan participants in the Solok branch had several aspects of pressure, namely, pressure on interpersonal needs with control over the communicant. Second, the pressure on the channel used is face-to-face and through electronic media.

Third, the emphasis on the message is conveyed in an informative and persuasive manner. Fourth, listening skills emphasize four elements: hearing, attending, understanding, and responding. Fifth, the emphasis on feedback consists of immediate feedback or feedback that is fast/immediate and delayed feedback or feedback that is long/delayed. These five things are aspects of pressure on interpersonal communication, while in interpersonal communication, goals or goals to be achieved, namely understanding information/messages and changing attitudes. All aspects of the pressure and objectives carried out in this study relate to handling complaints from BPJS Kesehatan participants in the Solok branch.

DISCUSSION

This study discusses interpersonal communication in handling complaints as a whole. In everyday life, we often deal with bureaucracies or government agencies. These matters are related to the services provided and received, one of which is public services. The condition of public services can be accepted or not depends on the communication process. BPJS Kesehatan is an institution formed by the government, one of the institutions or agencies that provide services to the public. The data results found that BPJS Kesehatan uses interpersonal communication that pays attention to several aspects of communicating with its participants.

Several aspects of emphasis, ranging from influencing the public to getting feedback, change attitudes on the problems sought for solutions through public service communication. Based on the results above, community involvement is not only a participant of BPJS Kesehatan. It is the object of communication development but has an even more critical role as a subject of control in development to see each problem from a different point of view to be solved together. Thus, the interpersonal communication approach of public services and community members targeted for communication development requires the synergy of initiators, facilitators, and regulators (Kusumadinata & Fitriah, 2017).

Some things that must be considered in communication for public services are interpersonal needs, direct communication, media used, skills in listening to complaints, and feedback received to evaluate in the following process. BPJS Kesehatan is only an institution name where the more important thing is the human resources, be it the staff who carry out their work or the community who want to find a solution to their complaints. Interpersonal communication between BPJS Kesehatan is to see the communication process and build synergy between related human resources. Another thing that is more important than the communication process is human resources, which can build the welfare of both parties. With community institutions as facilitators that connect two or even more communication processes that emphasize interpersonal communication in public services, to build communication between BPJS and the community, interpersonal communication media is needed, which needs to be built informative and persuasive.

The expected effect of interpersonal communication in public services is to build institutions with the construction of communication and human resources or the public that will shape the institution in the future is displayed what it looks like. In this study, the focus of the research is interpersonal communication in public services. The same thing has also been studied in previous research on communication in services but more towards communication patterns. The first study refers to research by Hasibuan (2019), which focuses on interpersonal and mass communication models with fast and slow feedback. In this study, the authors emphasized how communication is used to serve the public, not to determine whether the feedback received is fast or slow.

Communication activities are vital. The study said librarians are responsible for providing information and will add positive things to readers (Badri, 2022). Likewise, BPJS Kesehatan is a public service responsible for providing and disseminating information, referring to Pontoh (2013), which focuses on forms of communication used to increase knowledge and relate it to the role of teachers in their students. Researchers outline that carrying out the communication process, especially interpersonal communication, requires effort to achieve the intended interpersonal communication. As there are models, forms even approach used.

The research results obtained in the data collection process found that serving the public related to providing information or complaints. Several aspects must be followed gradually so that the services provided to the public are maximized, such as the interpersonal needs of institutions and the community to influence each other, direct communication channels, and communication media used by BPJS must be received by participants, messages that are packaged in an informative and persuasive manner to change the attitude of BPJS or the public. In addition to these aspects, four elements help the

communication process in public services, namely the ability to listen to BPJS and the public during communication, pay attention to what is a complaint with each other, listen to the duties and obligations of each other and get feedback. This study aims to show interpersonal communication development applied in public services to understand each other's information and make attitude changes.

This research has two implications, the first implication is the theoretical implications produced by this study, namely interpersonal communication which is the main communication in handling complaints, which is useful for maintaining stability and communication between participants who are directly or indirectly related to the institution. However, this theory can be developed and viewed from other angles such as development communication which basically still refers to interpersonal communication. Specific theories such as interpersonal communication can then be modified to the theory of development communication with a wider scope. Meanwhile, the practical implication of this study is to provide comprehensive information to the institution because the complaint is submitted directly so that the institution can directly analyze what persuasive or preventive measures can be taken before the complaint spreads more broadly to other fields. In addition, this research can also be a scientific reference for institutions in communicating and optimizing every aspect needed in handling complaints from participants.

CONCLUSION

Based on the presentation of the data and analysis, The researcher concluded that the communication used to handle participants' complaints was communicated interpersonally, directly, or indirectly through the media. Aw (2011)Aw's (2011)

Then, interpersonal communication BPJS Kesehatan uses five aspects of pressure. One of the pressure aspects of concern is the pressure aspect of interpersonal needs, which categorizes media and interpersonal communication with specific barriers. Radio, also used for disseminating information at BPJS Kesehatan, is one of the media that is not included in the category of interpersonal communication because it is mass.

Institutional communication in public services is one of the government's goals to create welfare. Therefore, improving communication in various fields, one of which is the health in addition to the services carried out by BPJS, by paying attention to several aspects of communication that emphasize the rights and obligations of institutions and the community. BPJS is obliged to provide public services, including the implementation of services to participants, management of participant complaints submitted directly or in the media, provision, and management of information to the public, and consultation services.

The results and discussion in this study found that two things are highlighted in the process of interpersonal communication in public services. First, The communication process carried out by BPJS follows the policies or SOP that have been set by the institution. Secondly, the communication process that also looks at from the characteristics of a diverse society such as age, level of education, and values interfere with its communication process. These two things can encourage or hinder BPJS Kesehatan and the public, in achieving their respective goals.

The position of interpersonal communication in this study is a transition that bridges the BPJS Kesehatan service institution with participants because BPJS in charge of providing services to create welfare must attach importance to the communication aspect so that the message can be conveyed and there is a change in attitude. Complaints submitted by the participants are a form of communication that still needs to be considered to build welfare and common goals.

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