

# Analisis Implementasi Kebijakan Pendayagunaan Tenaga Kesehatan ke Luar Negeri pada Fenomena Diaspora Tenaga Perawat Migran Indonesia di Pasar Kesehatan Global = Analysis of the Implementation of Overseas Health Worker Empowerment Policy on the Diaspora Phenomenon of Indonesian Migrant Nurses in the Global Health Market

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## Abstrak

Krisis ketidakseimbangan antara permintaan dan pasokan tenaga perawat di pasar kesehatan global menjadi perhatian, termasuk di Indonesia. Saat ini tenaga perawat Indonesia mengalami surplus, yakni sebanyak 2.298 perawat secara nasional, dan diprediksi akan terus meningkat di tahun-tahun mendatang. Di samping itu, hampir seluruh Puskesmas (99.9%) sudah memiliki perawat yang tersebar di seluruh Indonesia. Berdasarkan demand, saat ini terdapat 23.579 job order, namun hanya 20,4% penempatan tenaga perawat Indonesia di pasar global yang telah terpenuhi. Tantangan seperti kualifikasi yang tidak sesuai, kesulitan adaptasi budaya, ketahanan mental, karir stagnan, deskilling, dan brain waste bertentangan dengan tujuan Permenkes 37/2015 tentang Pendayagunaan Tenaga Kesehatan Indonesia ke Luar Negeri. Permenkes ini belum menjelaskan detail pendayagunaan sebelum dan pasca migrasi serta matriks peranan stakeholder. Analisis menggunakan teori Van Meter dan Van Horn (1975) melalui wawancara mendalam menunjukkan tujuan kebijakan mencakup alih ilmu, peningkatan profesionalisme, dan penyediaan lapangan kerja. Sumber daya dan komunikasi antar badan pelaksana memadai, namun peran pemerintah daerah dalam diseminasi informasi dan pelatihan perlu ditingkatkan. Disposisi badan pelaksana positif, namun kinerja kebijakan belum optimal, terbukti dari belum terpenuhinya job order, alih ilmu pengetahuan yang belum optimal, dan belum adanya payung hukum pendayagunaan pasca migrasi. Kemenkes berupaya meningkatkan kinerja dengan menyiapkan tenaga perawat berkualifikasi dan merinci pendayagunaan dalam revisi Permenkes 37/2015. Penelitian ini merekomendasikan optimalisasi koordinasi antara Kemenkes dan stakeholder lainnya seperti Kemdikbud, BP2MI, Pemerintah Daerah, Kemlu, dan Kemnaker.

.....The imbalance crisis between the demand and supply of nursing personnel in the global healthcare market is a concern, including in Indonesia. Currently, Indonesia is experiencing a surplus of nurses, amounting to 2,298 nurses nationally, and this number is predicted to continue to increase in the coming years. Moreover, almost all Community Health Centers (Puskesmas) (99.9%) already have nurses spread throughout Indonesia. Based on demand, there are currently 23,579 job orders, but only 20.4% of the placement of Indonesian nurses in the global market has been fulfilled. Challenges such as mismatched qualifications, cultural adaptation difficulties, mental resilience, career stagnation, deskilling, and brain waste contradict the objectives of Permenkes 37/2015 regarding the Utilization of Indonesian Health Workers Abroad. This regulation does not detail the utilization before and after migration, nor the stakeholder role matrix. An analysis using the theory of Van Meter and Van Horn (1975) through in-depth interviews shows that policy objectives include knowledge transfer, professionalism enhancement, and job creation. Resources and communication between implementing bodies are adequate, but the role of local governments in information dissemination and training needs to be enhanced. The disposition of the implementing bodies is positive, but policy performance has not been optimal, as evidenced by the

unfulfilled job orders, suboptimal knowledge transfer, and the absence of a legal framework for post-migration utilization. The Ministry of Health is working to improve performance by preparing qualified nurses and detailing utilization in the revision of Permenkes 37/2015. This study recommends optimizing coordination between the Ministry of Health and other stakeholders such as the Ministry of Education and Culture, BP2MI, Local Governments, the Ministry of Foreign Affairs, and the Ministry of Manpower.