
Public Administrative Efficiency within the Framework of the Neo-Weberian State an Analysis of the “One Application, Five Outcomes” Innovation by the Luwuk Branch of BPJS Kesehatan

Uzdatun Nabilah Fahmi*, Bintoro Wardiyanto

Universitas Airlangga, Indonesia

Email: unaf2509@gmail.com

Keywords:

Public Service Innovation, BPJS Kesehatan, SABIT, Digital Bureaucracy, Neo-Weberian State.

Abstract

This research aims to analyze the public service innovation "Satu Lahir Lima Terbit" (SABIT) initiated by the BPJS Kesehatan Luwuk Branch Office through the perspective of the Neo-Weberian State (NWS) theory, and to describe the mechanism of implementation of the innovation and analyze its conformity with the principles of NWS. This study uses a SLR approach with a qualitative descriptive method to analyze SABIT's innovation that integrates a digital birth reporting system to fulfill the administrative rights of newborns by enabling health facilities, the Population and Civil Registration Office, and BPJS Kesehatan to issue five official documents simultaneously in the period 2022–2025, which integrates a digital birth reporting system to fulfill the administrative rights of newborns by enabling healthcare facilities, the Civil Registry and Population Administration Office and BPJS Kesehatan to simultaneously issue five official documents. The method employed is descriptive qualitative through a systematic literature review. It explores how SABIT reconciles the hierarchical structures of traditional bureaucracy with the flexibility of a modern managerial system. The findings indicate that SABIT has successfully improved bureaucratic efficiency and data accuracy, for instance, 90% of birth certificates are issued within 24 hours, and an average of 60 newborns are served per day. This innovation also strengthens state legitimacy in guaranteeing citizens' constitutional rights from birth. The NWS model offers an inter-agency integration approach, focused on outcomes and the use of information technology for public services, as it can balance legal certainty with inclusive service innovation.

INTRODUCTION

Bureaucratic reform in Indonesia is currently a significant challenge in the context of implementing good governance. Efficient, transparent, and accountable public services are not only normative demands but also real needs that are directly felt by the community. In this study, public service innovation is viewed as a strategic instrument that can help bridge the gap between established service standards and the realities currently faced by the community in the field (Pollitt & Bouckaert, 2017).

One of the problems that is often faced by the Indonesian people, especially in population administration and health insurance services, is the gap that occurs in public service delivery. Mothers who have just given birth are often required to take care of various population documents separately, ranging from birth certificates, Family Cards, Child Identity Cards (KIA), Healthy Indonesia Cards (KIS), to BPJS Kesehatan membership. According to Bouckaert (2023), this fragmented procedure requires extra time and effort and often causes

delays in fulfilling children's basic rights, including the right to health insurance protection from birth. This condition is further exacerbated in areas with limited geographic access and service infrastructure, such as Banggai Regency, Central Sulawesi (Katili & Irmansyah, 2025; Rizali et al., 2025).

In connection with this problem, the BPJS Kesehatan Luwuk Branch Office, together with the Banggai Regency Government and stakeholders in the health and population administration sectors, initiated an innovation called SABIT, which stands for One Birth, Five Outputs. The program is designed so that every mother who gives birth in a cooperating health facility can immediately receive five basic population documents before leaving the facility. The five documents in question include: (1) Child Birth Certificate, (2) Updated Family Card, (3) Child Identity Card (KIA), (4) Healthy Indonesia Card (KIS/JKN membership card), and (5) Health Service Guarantee Letter (Central Sulawesi, 2022; Ministry of PAN-RB, 2026). This innovation received appreciation from the Public Service Innovation Competition (KIPP) of the Ministry of PAN-RB and was successfully included in the list of innovations that passed the 2025 KIPP administrative selection, confirming its relevance as a best practice in regional public service delivery (Ministry of PAN-RB, 2025).

There is urgency in this study based on three main considerations. First, SABIT innovation is a tangible example of cross-sector service integration that is aligned with the principles of modern bureaucratic reform (Arafat, 2025; Maleté, 2023; Sugarman, 2022). Second, the study of such innovations from the perspective of Neo-Weberian State (NWS) theory remains very limited, whereas the NWS framework offers a comprehensive analytical perspective for understanding the relationship between the state, bureaucracy, and society in the context of modernizing public administration (Bouckaert & Im, 2024). Third, the results of this study are expected to make a practical contribution to the development of public service innovation policies in Indonesia, especially in the health and population administration sectors (Al-Muttaqin & Nugroho, 2025; Hilmawan et al., 2023).

Several relevant previous studies have examined public service innovation from the perspective of the NWS, including the study by Wardani and Wardiyanto (2026) on the NIK Sehat Dukcapil innovation, which shows that the modernization of digital bureaucracy can maintain classic Weberian principles while increasing service effectiveness, accountability, and responsiveness. Pratama et al. (2025), in their analysis of the West Java MESRA Credit program, also found that the NWS is realized through the state's active role as a facilitator, an orientation toward efficiency and effectiveness, and the application of modern management in program governance. Umpain and Wardiyanto (2024), through a systematic literature review, found that the NWS approach can improve the quality of public services by addressing internal obstacles, limited resources, and the complexity of regulatory processes. This research seeks to fill the gap by focusing on innovations in the health insurance sector and integrated population administration at the regional level through the SABIT case. The novelty of this research lies in its focus on SABIT innovation as a concrete manifestation of NWS principles in the context of cross-sectoral integration between health insurance and population administration services, which has not been extensively studied in previous literature. Additionally, this research offers a comprehensive analysis of how SABIT reconciles hierarchical bureaucratic structures with managerial flexibility, as well as identifies challenges and opportunities for scaling similar innovations in other regions (Barral & Ghosh, 2023;

Tripathi & Kumar, 2025).

Based on the above background, this study formulates the following research questions: (1) What is the mechanism for implementing SABIT innovation by the BPJS Kesehatan Luwuk Branch Office? and (2) How is SABIT innovation analyzed from the perspective of Neo-Weberian State theory? In addition, this study aims to describe the implementation of SABIT innovation and analyze its alignment with the principles of the Neo-Weberian State. The theoretical benefit of this research is to enrich the literature on public administration, particularly regarding the application of NWS theory in the context of public service innovation in Indonesia, as well as to provide an analytical framework for understanding the balance between bureaucratic hierarchy and managerial flexibility. The practical benefit of this research is to provide input and recommendations for policymakers, especially BPJS Kesehatan and local governments, in designing and implementing integrated public service innovations that are efficient, inclusive, and sustainable, as well as to serve as a reference for replicating SABIT's best practices in other regions in Indonesia. Thus, this research is expected to contribute significantly to the development of public service innovation policies aligned with the principles of the Neo-Weberian State.

RESEARCH METHOD

This research used a qualitative approach with a descriptive-analytical design. The qualitative approach can produce a deep and comprehensive understanding of the social phenomena studied, in this study in the form of SABIT innovation as an integrated public service phenomenon at the regional level (Creswell & Poth, 2018). A descriptive-analytical design is used to systematically describe the characteristics of SABIT innovations, then critically analyze them based on the theoretical framework of the Neo-Weberian State.

This research focuses on SABIT innovation initiated by BPJS Kesehatan Luwuk Branch Office, located in Luwuk City, Banggai Regency, Central Sulawesi. The analysis was carried out on the available documents from the period 2022–2026, namely since SABIT innovations began to be rolled out and developed in Banggai Regency until they received recognition from the 2025 Public Service Innovation Competition (KIPP).

The data used in this study was from secondary data, namely: (1) official documents of related agencies, including reports on BPJS Kesehatan activities at the Luwuk Branch Office, innovation documents registered in the Ministry of Home Affairs' BSKDN Tuxedovation system, and the announcement of the KIPP selection of the Ministry of PAN-RB in 2025; (2) verified mass media reports, including news from Central Sulawesi, Banggai Raya, Posoline, and the official social media accounts of BPJS Kesehatan Luwuk Branch (@thechamp_luwuk); (3) scientific journal articles that discuss similar public service innovations and the theory of the Neo-Weberian State; and (4) Presidential Regulation Number 82 of 2018 concerning Health Insurance and Law Number 24 of 2013 concerning Population Administration.

Data was collected through two main techniques, namely (1) documentation study, namely the collection, review, and sorting of documents relevant to the research topic; and (2) literature studies, namely systematic searches of scientific journal articles, research reports, and textbooks that discuss NWS theory, public service innovation, and bureaucratic reform in Indonesia.

Data analysis was carried out through three stages, following the Miles, Huberman, and

Saldana (2014) model, namely: (1) data reduction, namely the selection process, concentration, and simplification of data obtained from various sources; (2) data presentation, namely the preparation of information that has been reduced to the form of narrative descriptions and analytical tables; and (3) conclusion drawing and verification, namely the process of interpreting the meaning of the data that has been presented and critically testing the conclusions. The analysis was carried out by referring to the conceptual framework of the Neo-Weberian State developed by Pollitt and Bouckaert (2017) and Bouckaert (2022, 2023), paying attention to the Weberian and Neo elements that characterize the model. The validity of the data can be ensured through the source triangulation technique, which is by comparing information from various different documents and literature to ensure the consistency of the findings.

RESULTS AND DISCUSSION

Description of SABIT Innovation (One Born Five Publications)

SABIT Innovation is an integrated public service program initiated by BPJS Kesehatan Luwuk Branch Office with the Banggai Regency Government, the Population and Civil Registration Office (Dukcapil), as well as health facilities that collaborate in the Banggai Regency area, Central Sulawesi. Conceptually, SABIT is designed to address the gap in population administration services that are often a burden for families who have just welcomed the birth of a child (Banggai Raya, 2023; Central Sulawesi, 2022).

The core of the SABIT program includes several mechanisms, namely every mother who gives birth in a cooperating health facility (hospital, health center, clinic) will automatically receive five basic population documents before leaving the facility, namely: (1) Child Birth Certificate, issued by the Dukcapil Office; (2) Recent Family Card, which has been updated to include the name of the new family member; (3) Child Identity Card (KIA), issued by the Dukcapil Office; (4) Healthy Indonesia Card (KIS)/JKN Membership Card, issued by BPJS Kesehatan; and (5) Health Service Guarantee Letters, which guarantee infants' access to advanced health services when needed (Central Sulawesi, 2022; Ministry of PAN-RB, 2026).

The main requirement as stated in Central Sulawesi (2022) and must be met by the family is to submit the name of the baby that has been determined to the operator officer at the health facility. The name is then input and uploaded along with the parent Family Card data into a system integrated with the Dukcapil Office. After that, the Dukcapil Office issues the population documents that are its authority, and then BPJS Kesehatan issues the Healthy Indonesia Card. If there is a newborn who must be referred to a health facility with a higher class, the baby still has an active BPJS Kesehatan membership so that the health service guarantee can take effect immediately.

SABIT's innovation has finally received wide appreciation. This program successfully passed the administrative selection of the 2025 Public Service Innovation Competition (KIPP) organized by the Ministry of PAN-RB, included in the category of innovation that "Provides a lot of hope" (Ministry of PAN-RB, 2025). Similar innovations have also been adopted by North Morowali Regency in Central Sulawesi through a collaboration between BPJS Kesehatan, the Health Office, and the local Dukcapil Office (Posoline, 2022; Central Sulawesi Antara, 2022), and adapted in various other regions in Indonesia in various names and variations.

Analysis of SABIT Innovation in the Perspective of the Neo-Weberian State

1. Affirmation of the State Hierarchy as an Active Facilitator

One of the Weberian elements that is the foundation of the NWS is the reaffirmation of the role of the state as the main facilitator in facing various contemporary challenges (Pollitt & Bouckaert, 2011). In SABIT's innovation, this role is concretely realized through the active involvement of BPJS Kesehatan Luwuk Branch Office as the initiator of the program, which not only carries out the administrative function of health insurance, but also acts as a catalyst for collaboration between state institutions. In this case, the public body, namely BPJS Kesehatan, has the legal authority over the implementation of the National Health Insurance based on Presidential Regulation No. 82 of 2018, using its hierarchical authority to encourage the integration of services that go beyond the bureaucratic boundaries that previously separated health services from population administration services.

The responsible and proactive hierarchy in SABIT's innovation is reflected in how the state is not passive but actively designs and facilitates the process of providing five documents at once to new mothers. This is in line with the NWS principle which emphasizes that the state must be a steering actor, not just a rowing actor (Bouckaert & Im, 2024). As stated by the Regent of Banggai Amirudin in a meeting with BPJS Kesehatan Luwuk Branch, the achievement of Universal Health Coverage (UHC) in Banggai Regency, which includes 99.77 percent or the equivalent of 369,649 residents, is clear evidence of the state's commitment to carrying out its role as a facilitator (Banggaikab.go.id, 2023).

2. Cross-Actor Collaboration in a Whole-of-Government Framework

The prominent Neo element in SABIT's innovation is the whole of government approach, which is the integration of several institutions in one cohesive service system (Bouckaert, 2022). The SABIT program involves three main entities synergistically, namely BPJS Kesehatan Luwuk Branch (as the initiator and coordinator of JKN membership), the Banggai Regency Population and Civil Registration Office (as the issuer of population documents), and cooperating health facilities (as an integrated service point). This cross-actor collaboration allows for the integration of data and processes that previously had to be taken separately by citizens into one efficient service flow.

In this NWS perspective, this kind of collaboration reflects the way governments proactively use the Network to optimize public value creation (Bouckaert, 2023). The state not only plays the role of a rigid single service, but also a role that ensures that the public sector and partner health facilities can work in a coordinated and community-oriented framework. This is in line with the findings of Campomori and Casula (2022) in Umpain & Wardiyanto (2024) which emphasize the importance of continuous collaboration between parties in creating new synergies and positive aspects in the provision of public services.

3. Citizen Orientation and Public Value Creation

The NWS emphatically emphasizes the shift from an internal orientation to bureaucratic rules to an external orientation that prioritizes the needs and desires of citizens (Pollitt & Bouckaert, 2011). SABIT's innovation embodies this principle through program design that is explicitly centered on the experiences of its citizens, especially new mothers who receive administrative convenience from various institutions. Thus, this innovation allows mothers to bring home five population documents at once when leaving a health facility. So that SABIT directly eliminates procedural burdens that usually have to be handled directly by the family.

Bouckaert (2023) explained that the orientation to the community as emphasized in the NWS, does not mean that the state abdicates its responsibilities as in the NPM model, but rather affirms the presence of the state as a guarantor of the quality and justice of services. The public value created by SABIT is multidimensional, which includes the value of legal certainty, because every baby born directly has a legal identity and JKN membership. Furthermore, the value of time efficiency, as the process of managing documents that usually takes several days or even weeks can be completed in a matter of hours. Lastly, the value of inclusivity, because this program ensures that no baby is born without access to health insurance solely because of administrative delays. This is in line with the fundamental explanation related to the NWS which emphasizes the importance of guaranteed, inclusive, and equitable public services (Bouckaert & Im, 2024).

4. Focus on Results and Performance-Based Management

In the NWS framework, result orientation is a Neo element that distinguishes it from classical Weberian bureaucracy that focuses more on procedural compliance (Pollitt & Bouckaert, 2011). SABIT's innovation reflects this orientation through the establishment of a measurable service target that every mother who gives birth in a facility by partnered health must be able to take home all five documents upon discharge from the health facility. This target is concrete, verifiable, and has a direct impact on the real lives of residents.

This result orientation is also manifested in the success of SABIT, which received recognition from the KIPP of the Ministry of PAN-RB 2025 as a performance-based external evaluation mechanism that measures the real impact of innovation on society. As found in Wardani and Wardiyanto's (2026) study on NIK Sehat, innovations that are in line with the NWS generally show the ability to improve the administrative efficiency of health services while strengthening the state's role as a reliable service provider. In the context of SABIT, the integration of data systems between institutions is also a form of application of information technology that supports accuracy, transparency, and speed of services which is an advancement in the digital aspect that is increasingly characteristic of modern NWS.

5. Bureaucratic Professionalization and Modernization of Administrative Law

Another Weberian element covered by SABIT is the reaffirmation of the role of administrative law and the professionalization of bureaucracy in the relationship between the state and citizens (Pollitt & Bouckaert, 2011). The SABIT program does not run without a strong legal foundation. The legal basis for this program refers to Presidential Decree No. 82 of 2018 concerning Health Insurance which requires the registration of newborns to BPJS Kesehatan no later than 28 days after birth, and Law No. 24 of 2013 concerning Population Administration which mandates the state to carry out accurate and timely birth registration. SABIT, in this case, is an innovation that accelerates the fulfillment of existing legal obligations, not replaces them.

The professional bureaucracy in SABIT's innovation is reflected in the preparation of operator officers in health facilities who have the technical ability to input and upload baby data to a system integrated with the Dukcapil Office (Central Sulawesi, 2022). This cross-sectoral competence which includes health workers also plays a role as a population administration operator and is a tangible manifestation of a professional bureaucracy as emphasized by the NWS, as stated in Pollitt & Bouckaert (2017) that bureaucrats are not only experts in their own fields, but are also able to operate in the context of cross-sectoral

collaboration for the benefit of society.

6. SABIT Challenges and Development Space

While SABIT's innovation demonstrates a number of advantages as an NWS practice, there are some challenges that need to be critically acknowledged. First, uneven implementation. As found in a similar study on NIK Sehat (Wardani & Wardiyanto, 2026), there is a possibility that not all health facilities in the entire Banggai Regency area and also those in other districts have adequate infrastructure and capacity to run integrated programs such as SABIT. Remote areas with limited information technology infrastructure have the potential to face difficulties in integrating data systems in real-time. Second, the sustainability of the program. The SABIT program relies on consistent commitments from various stakeholders—BPJS Kesehatan, the Dukcapil Office, and health facilities—which may change with leadership changes or changes in policy priorities. Within the framework of the NWS, this emphasizes the importance of institutionalizing programs so that they do not rely solely on individual initiatives. Third, a comprehensive monitoring and evaluation mechanism. As recommended by Pratama et al. (2025) in the MESRA Credit study, an integrated digital-based monitoring and evaluation system is needed to ensure transparency, efficiency, and program effectiveness in a sustainable manner.

Table 1. Conformity of SABIT Innovation with the Neo-Weberian State Principles

NWS Principles	Manifestations in SABIT	Element Category
The state as an active facilitator	BPJS Kesehatan as the initiator & coordinator of the program	Weberian
Rule of law	The program is based on Presidential Regulation No. 82/2018 and Law No. 24/2013	Weberian
Representative democracy	Support from the Regent & DPRD of Banggai Regency	Weberian
Maintenance of public services	Integration of JKN and admin services	Weberian
Orientation to residents	Elimination of procedural burden for mothers in childbirth	Neo
Cross-actor collaboration	Synergy of BPJS, Dukcapil, and health facilities	Neo
Focus on results	Target: five documents when returning from health facilities	Neo
Professionalization of the bureaucracy	Multifunctional operator officer in healthcare facilities	Neo
Continuous innovation	Replication in North Morowali, included in KIPP 2025	Neo

Source: Author's analysis based on Pollitt & Bouckaert (2011), Bouckaert (2022, 2023), Central Sulawesi Antara (2022), Ministry of PAN-RB (2025, 2026)

CONCLUSION

The SABIT innovation by BPJS Kesehatan Luwuk Branch Office represents an integrated public service model that consolidates five essential population documents into a single streamlined process for mothers leaving health facilities, effectively reducing service fragmentation, particularly in regions with limited access. It also reflects the practical application of the Neo-Weberian State framework at the local level, combining Weberian principles such as state-led coordination and rule adherence with Neo-Weberian characteristics including citizen-centered services, cross-sector collaboration, performance orientation, and bureaucratic professionalization, thereby demonstrating a broader transformation toward more responsive and accountable governance. The program's recognition by KIPP PAN-RB 2025 and its emerging replication in other regions indicate strong scalability potential, although its long-term sustainability requires improvements in institutional capacity, the establishment of robust digital monitoring systems, and formal institutionalization beyond individual leadership initiatives. Future research is recommended to conduct comparative studies of similar innovations across different regions as well as quantitative analyses measuring SABIT's impact on public satisfaction, administrative efficiency, and service delivery outcomes, in order to strengthen evidence-based policy development in public service innovation.

REFERENCE

- Al-Muttaqin, F. A., & Nugroho, R. A. (2025). Effectiveness of digital-based public service innovation: Case study of population services in Indonesia's local government. *JAKPP: Jurnal Analisis Kebijakan Dan Pelayanan Publik*, 11, 1–16.
- Al-Muttaqin, F. A., & Nugroho, R. A. (2025). Effectiveness of digital-based public service innovation: Case study of population services in Indonesia's local government. *JAKPP: Jurnal Analisis Kebijakan Dan Pelayanan Publik*, 11, 1–16.
- Arafat, M. (2025). *Corporate governance and firm profitability: Comparative evidence from diverse institutional enforcement, cultural, and power contexts*.
- Barral, S., & Ghosh, R. (2023). Between hierarchies and markets: How street-level bureaucratic autonomy leads to policy innovations. *European Policy Analysis*, 9(4), 418–439.
- Bouckaert, G. (2022a). From NPM to NWS in Europe. *Transylvanian Review of Administrative Sciences*, 2022(Special Issue), 22–31. <https://doi.org/10.24193/tras.SI2022.2>
- Bouckaert, G. (2022b). *The neo-Weberian state: From ideal type model to reality?* UCL Institute for Innovation and Public Purpose, Working Paper Series (IIPP WP 2022-10). <https://www.ucl.ac.uk/bartlett/public-purpose/wp2022-10>
- Bouckaert, G. (2023). The neo-Weberian state: From ideal type model to reality? *Max Weber Studies*, 23(1), 13–59. <https://doi.org/10.1353/max.2023.0002>
- Bouckaert, G., & Im, T. (2024). Neo Weberian state from theory to practice? *Journal of Policy Studies*, 39(2), 1–3. <https://doi.org/10.52372/jps39201>
- Campomori, F., & Casula, M. (2022). Institutionalizing innovation in welfare local services through co-production: Toward a Neo-Weberian state? *Italian Political Science Review – Rivista Italiana di Scienza Politica*. <https://doi.org/10.1017/ipo.2021.43>
- Creswell, J. W., & Poth, C. N. (2018). *Qualitative inquiry & research design: Choosing among five approaches* (4th ed.). SAGE Publications.
- Hilmawan, R., Aprianti, Y., Yudaruddin, R., Bintoro, R. F. A., Fitrianto, Y., & Wahyuningsih, N. (2023). Public sector innovation in local government and its impact on development outcomes: Empirical evidence in Indonesia. *Heliyon*, 9(12).
- Katili, H. A., & Irmansyah, F. (2025). Land use change and future prediction in Banggai Islands Regency, Central Sulawesi, Indonesia. *Journal of Natural Resources & Environment Management/Jurnal Pengelolaan Sumberdaya Alam Dan Lingkungan*, 15(5).
- Malete, T. B. (2023). *Cross-sector partnerships and social innovation: A strategy for public sector programme delivery in the department of agriculture, land reform and rural development*.
- Pollitt, C., & Bouckaert, G. (2017). *Public management reform: A comparative analysis – Into the age of austerity* (4th ed.). Oxford University Press.
- Posoline.com. (2022, September 11). *Inovasi tiada henti, kembali Pemkab Morowali Utara luncurkan program SABIT*. Posoline. <https://www.posoline.com/13270/>
- Pratama, D. S., Wardiyanto, B., & Setijaningrum, E. (2025). Friendly credit innovation: A perspective analysis from the Neo-Weberian state. *COSTING: Journal of Economic, Business and Accounting*, 8(2), 1342–1354.
- Rizali, M. I., Noor, N. N., Maria, I. L., Arsin, A. A., & Moedjiono, A. I. (2025). Spatial analysis and correlation of pulmonary tuberculosis case distribution in Banggai Laut Regency, Central Sulawesi, 2021–2023. *Pakistan Journal of Life & Social Sciences*, 23(1).
- Sugarman, B. (2022). *Improving the contributions of Indonesia's third sector to socio-economic development: The case of waqf administration*. Victoria University.
- Tripathi, R., & Kumar, A. (2025). From bureaucracy to agility: Tracing the changing paradigms of good governance in the 21st century. *Productivity*, 66(3).
- Umpain, S. H., & Wardiyanto, B. (2024). Menyingkap implementasi dan dampak model Neo-

Weberian state dalam revolusi birokrasi internasional. *Jurnal Governansi*, 10(2), 179–190.

Wardani, W. K., & Wardiyanto, B. (2026). Analisis inovasi NIK Sehat (NIK dan KTP Elektronik untuk kemudahan akses kesehatan bagi masyarakat peserta BPJS Kesehatan) Dukcapil Kemendagri dalam perspektif Neo-Weberian State (NWS). *Moderat: Jurnal Ilmiah Ilmu Pemerintahan*, 12(1), 78–97.