

Analysis of the Achievement of Minimum Service Standards for Mental Health Services in Surabaya

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ABSTRACT

Background: Indonesia is facing a mental health crisis, with 1 in 10 people experiencing mental disorders. Among the 282,654 households with individuals suffering from severe mental disorders, only 0.6% are receiving treatment, and just 0.5% are regularly taking medication. In Surabaya, 0.19% of the population is identified as People with Mental Disorders (PMD). **Objective:** This study aims to evaluate the achievement of the Minimum Service Standards (MSS) Policy for Mental Health on PMD in Surabaya in 2023. **Methods:** This research utilized a cross-sectional design and descriptive analysis to analyze data. Secondary data was gathered from a cohort of PMD services within the Surabaya Health Service Working Area in 2023, involving a total sample of 5,766 PMD individuals. **Results:** In 2023, the MSS for People with Mental Disorders achieved 100.3%, surpassing previous years and meeting the target of 100%. However, that achievement was not consistent across all health centers in Surabaya. About 48% of community health centres did not meet the MSS target. This shortfall is attributed to the presence of specialized social institutions for mental health cases and the absence of mental health post activities in certain areas. **Conclusion:** The implementation of the Mental Health MSS for PMD in Surabaya in 2023 met the Ministry of Health's target, achieving 103.33%. The trend from 2020 to 2023 shows a continuous increase in MSS implementation, though the distribution of achievements is uneven across community health centers. Out of 63 health centers, 30 (48%) have not yet reached the 2023 MSS.

Keywords: Mental Disease, Mental Health Care, Mental Health Service, Minimum Service Standards, Psychological Well-being

INTRODUCTION

Mental health remains a significant global issue, burdening countries worldwide (WHO, 2022). According to the Global Burden Disease (GBD) study conducted by WHO in 2019, the prevalence of mental disorders globally reached 10.7%, affecting approximately 970 million people (WHO, 2022). In Indonesia, the situation is critical, with 1 in 10 individuals experiencing mental health issues. The 2018 RISKESDAS survey revealed that 6.7% of Indonesian households had family members with serious mental disorders, equating to 282,654 households. Among these, 85% of individuals with severe mental illness

(PMD) are receiving treatment, and 48.9% are consistently taking their medication. Unfortunately, inadequate access to health services leads to severe consequences: 14% of PMD individuals remain shackled for life, while 31.5% endure shackling for up to three months (Risksdas, 2019). However, basic health services, including pharmacological and psychosocial therapy, have proven 70-90% effective in reducing symptoms and improving the quality of life for those with mental disorders (National Alliance of Mental Illness, 2021).

Efforts to overcome mental health problems have been stated in the Sustainable Development Goals (SDGs), which is a national commitment in all

countries, target 3.4 in the SDGs, namely reducing 1/3 of premature deaths due to non-communicable diseases through preventive efforts and improving welfare and target 3.4.2, namely reducing the number deaths due to suicide (National Institute of Mental Health, 2021). Efforts to implement SDGs targets in Indonesia are carried out by providing health services for People with Mental Disorders (PMD) in accordance with the Minimum Service Standards (MSS). Minimum Service Standards (MSS) are services provided absolutely to all citizens, including people with mental disorders. MSS are determined by the central, regional, and district/city governments and implemented by health workers in health facilities belonging to the central government, regional government, and the private sector (Permenkes, 2024). The Minimum Service Standards (MSS) for individuals with severe mental disorders, such as schizophrenia and acute psychosis, involve comprehensive mental health evaluations. These include interviews, mental status examinations, and clinical diagnoses. Additionally, education is provided to patients and their families on the importance of medication adherence. Initial management steps, such as making referrals and monitoring medication intake, are also part of the MSS. The goal of these standards is to effectively treat and prevent severe symptoms of mental disorders, thereby reducing the incidence of shackling (Kementerian Kesehatan, 2021).

Surabaya Government is intensively managing and treating people with mental disorders (PMD) by establishing various Social Ministry Halls/Centers. These include UPTD Kalijudan Surabaya, Griya Werdha, Rumah Anak Prestasi, UPTD Kampung Anak Negeri, and UPTD SCE Keputih, which handle individuals through sustainable programs for People with Social Welfare Problems (PMKS). These programs cater to homeless people, beggars, abandoned children, and individuals with severe mental disorders (Dinas Sosial Kota Surabaya, 2022). The need for such initiatives is underscored by the rising number of people with severe mental disorders in Surabaya, which reached 5,580, or 0.19% of the total population, in 2023. To support these efforts, the Mayor of Surabaya formulated

a plan to implement the Minimum Service Standards (MSS) for Mental Health, as stated in Surabaya Mayor Regulation No. 138 of 2023. Key initiatives include forming a Community Mental Health Implementation Team (TPKJM), identifying the factors contributing to mental health cases, and managing people with mental disease (PMD). The program involves cross-sector collaboration for promotive, preventive, curative, and rehabilitative efforts. It also includes increasing mental health screenings, establishing mental health posts, and conducting Jirona (Psychologic, Cigarettes and Drugs) screening for students in grades 4-6 of elementary school and grades 7-8 of junior high school, BINDU JIRONA (Integrated screenings of psychologic, cigarettes and drugs) for grade 9 of junior high school. SDQ (Strenghts and Difficulties Questionnaire) screenings are used for grades 10-11, while SRQ (Self Reporting Questionnaire) screenings are conducted for individuals aged 18 and above. Additionally, the plan aims to improve treatment and referrals for people with mental disease (PMD), assist with medication compliance, enhance the performance of the TPKJM team, and provide outreach through mass media (Peraturan Walikota Surabaya, 2023).

Given the high number of people with severe mental disorders (PMD) and the regulations set forth by the Mayor of Surabaya, it is crucial to conduct research to evaluate the effectiveness of the Mental Health Minimum Service Standards (MSS). This research aims to analyze the MSS's achievements in delivering health services to PMD within the Surabaya Health Service Work Area in 2023.

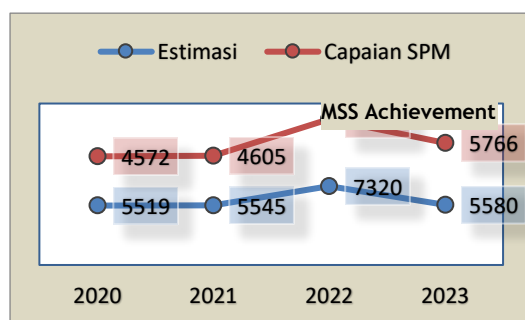
METHODS

This research utilized a cross-sectional design, drawing on secondary data from the Surabaya City Health Service, specifically the 2023 Surabaya City Mental Health Cohort. Conducted at the Surabaya City Health Service in 2023, the study included a total sample of 5,766 individuals with mental disorders. The primary focus was on severe PMD, specifically those diagnosed with schizophrenia and acute psychosis.

Data analysis was performed using descriptive statistics, including frequency

distribution and mean, to assess the frequency distribution and average achievement of the Mental Health Minimum Service Standards (MSS) within the Surabaya City Health Service Work Area in 2023. The ethics of the study is under review by the ethics committee of the Faculty of Public Health, Universitas Airlangga.

RESULTS AND DISCUSSION



1. Trend in the Number of PMD Patients in Surabaya from 2020 to 2023

Figure 1. The Characteristics of Patients with Hypertension

The number of PMD (severe mental disorder) patients in Surabaya City was highest in 2022 compared to other years. This increase was attributed to an estimated calculation of 0.25% of the population. In 2023, a new calculation method was adopted using the East Java Province estimate of 0.19% of the population, resulting in a decrease in the estimated number of PMD in Surabaya. All recorded PMD patients are individuals with Surabaya KTPs (identity cards). Since 2020, the number of PMD in Surabaya has steadily increased, likely due to the COVID-19 pandemic, which led to significant income loss, the loss of family members, and restricted social interactions for many residents. Surabaya's role as the governmental and economic hub of East Java has exacerbated the stress and burden on its inhabitants, leading to higher stress levels because Surabaya is the largest city after Jakarta

which has the highest population density in East Java, Surabaya is also known as a city of trade and industry. In such conditions, the ability to adapt and survive both physically and psychologically is an ability that must be possessed by every individual, if someone does not have the ability to adapt well then a burden will be created that causes stress from various environmental pressures (Sayidah Aulia ul Haque, 2021). Since 2020, the number of PMD in Surabaya has steadily increased, likely due to the COVID-19 pandemic, which led to significant income loss, the loss of family members, and restricted social interactions for many residents. This is in accordance with research conducted in Denmark, which states that cases of mental disorders are greater in urban areas and it was found that the risk of schizophrenia increases two-fold in people who live in big cities for the first 15 years (Gruebner O, 2017).

The high incidence of mental disorders in urban areas like Surabaya is attributed to factors such as low social and economic quality, including education and income, as well as low social support and social segregation. This segregation can manifest in the perception of minorities by certain ethnicities or races (D-fone; J-White et al, 2014). This is also at risk of happening in the city of Surabaya because there are minority groups such as the Madurese (7.5%), Chinese (25.5%), Arabs (7%), and expatriates, and the poverty rate in the city of Surabaya is still around 136.37 thousand people as of March 2023 (Badan Pusat Statistik, 2023). Schizophrenia cases are particularly higher among immigrant populations due to the stressors of transition and adaptation. Additionally, psychotic cases significantly increase among individuals from minority groups or ethnic backgrounds (Long J, 2014).

2. Characteristics of People with Mental Disorders (PMD) in Surabaya City based on Gender and Age

	Schizophrenia		Acute Psychotic	
	%	N = 5577	%	N = 189
Gender				
Male	62.0	3459	47.1	89
Female	38.0	2118	52.9	100
Age				
Toddler	0	0	0	0
Childhood	0	0	0.5	1
Teenagers (11 - 25)	3.1	174	18.0	34
Adults (26 - 45)	52.5	2930	52.9	100
Elderly (45 - 65 years)	32.5	1811	16.9	32
Seniors (> 65 years old)	11.9	662	11.6	22

Table 1. Characteristics of PMD based on Gender and Age in Surabaya in 2023

Data collected by the Surabaya City Health Service through the cohort register of all Community Health Centers in Surabaya revealed that out of 5,766 PMD sufferers, the majority were male, accounting for 61.8%. According to a study by the WHO, social differences between women and men, such as responsibilities, status, and power, contribute to differences in emotional management (WHO, 2022).

Age is also a significant factor in the development of mental disorders. Research findings indicate that 4,873 people with mental disorders in Surabaya are adults and elderly individuals aged 26 to 65 years. A similar research in Spanish

Health Interview Surveys in 2017, which involved 22.141 respondents aged 18 and above, found a significant increase in mental disorder cases among those aged 36 to 67 years (Maestre-Miquel C, 2021). The causes of mental disorders at a younger age can include genetic predisposition, psychological changes resulting from early life difficulties, or lifestyle changes (OM, 2018). In older adults, mental disorders can be attributed not only to social and environmental factors but also to life experiences, the aging process, functional abilities, and conditions of loneliness that lead to psychological stress (WHO, 2022).

	%	N = 5766
Gender		
Male	61.8	3563
Female	38.2	2203
Age		
Toddler (0 – 5)	0	0
Childhood (5 – 11)	0	1
Teenagers (12 - 25)	3.6	208
Adults (26 - 45)	52.5	3030
Elderly (45 - 65)	32.0	1843
Seniors (> 65)	11.9	684

Table 2. Cases Based on Gender and Age in Surabaya City in 2023

Based on the data, schizophrenia is the most common severe mental disorder (PMD) in Surabaya City in 2023, with 62% of cases found in men. Research at Fudan University of Shanghai also stated that the prevalence of schizophrenia in China also had the same results, namely the prevalence of schizophrenia in men was 1.4 times greater than in women (Li X, 2022).

Schizophrenia symptoms in men also tend to appear 3.2 to 4.1 years earlier than in women. The incidence of schizophrenia is more common in individuals under 40, with peak onset occurring between the ages of 20 and 29.

Biological factors such as higher serum concentrations of antipsychotics and dopamine receptors in women, as well as the neuroprotective function of the hormone estrogen, contribute to the higher prevalence of schizophrenia in men (Li X, 2022).

Additionally, 52.9% of acute psychotic cases in Surabaya were found in female subjects. The high incidence of acute psychosis in women in the city of Surabaya can be caused by environmental pressures such as discrimination, high burdens of caring for children and families with disabilities or caring for geriatrics. A similar study conducted on patients

treated in the Psychiatric Ward of a European Hospital from 2011 to 2015 found that 59% of acute psychosis cases occurred in women. This was linked to a higher burden of stressors and a family history of acute psychosis (Á. López Díaz, 2016). Women are also at risk of acute psychosis due to physiological mechanisms such as an excessive number of dopamine receptors in the mesolimbic tract, decreased glutamate function, dysfunction of gamma-aminobutyric acid (GABA), and an imbalance of

acetylcholine on women's body (Calabrese J, 2023). The onset of psychosis typically begins in the early teens to mid-20s for men, and from the late teens to late 20s for women, with psychotic cases rarely found in children (Calabrese J, 2023).

3. Trend of Minimum Service Standards (MSS) Achievement for PMD in Surabaya City from 2020 to 2023

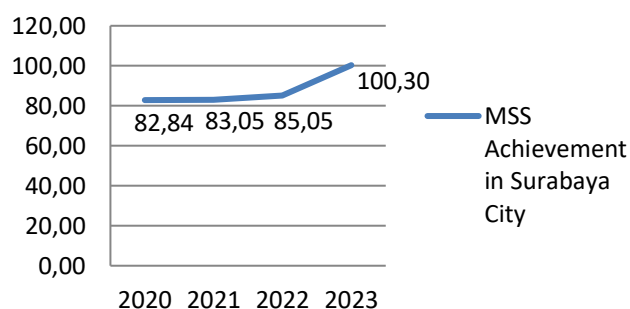


Figure 2. Trend of MSS Achievement in Severe PMD in Surabaya City from 2020 to 2023

Based on the graph, it is evident that the achievement of Minimum Service Standards (MSS) has consistently increased each year. In 2023, MSS services for people with severe mental disorders (PMD) reached the highest level at 100.3%. This accomplishment indicates that the implementation of MSS in Surabaya City has met the targets set by Minister of Health Regulation No. 4 of 2019 and Presidential Decree No. 33 of 2016, which aim to ensure that all identified PMD receive 100% mental health services, including those who have been shackled.

Health services for people with mental disorders in Surabaya adhere to the Minimum Service Standards (MSS) as outlined in Minister of Health Regulation No. 6 of 2024. These services include mental health examinations through interviews, mental status evaluations, and clinical diagnoses. Additionally, the standards emphasize education on medication adherence for patients and their families, as well as initial management steps such as making referrals and monitoring medication intake (Permenkes, 2024).

The implementation of MSS in Surabaya is carried out through both indoor and outdoor methods. Indoor services are provided at the Surabaya City Health Center, offering consultation and referral services within the facility. Outdoor services focus on social and environmental evaluations, monitoring medication adherence, and providing family support. These outdoor activities also include targeted mental health education for high-risk groups. With the MSS target achieved in 2023, no found cases of shackling were reported in Surabaya. According to Ministry of Health data, in 2022, there were 4 cases of brackets, 6 cases of shackles, 3 cases of beams, and 7 other similar incidents in Indonesia (Kementerian Kesehatan RI, 2022). This success is attributed to cross-sector collaboration in identifying and supporting PMD, ensuring they receive appropriate care at the Ministry of Social Affairs Centers in Surabaya.

4. Coverage of MSS Achievements in Health Service Work Areas in 2023

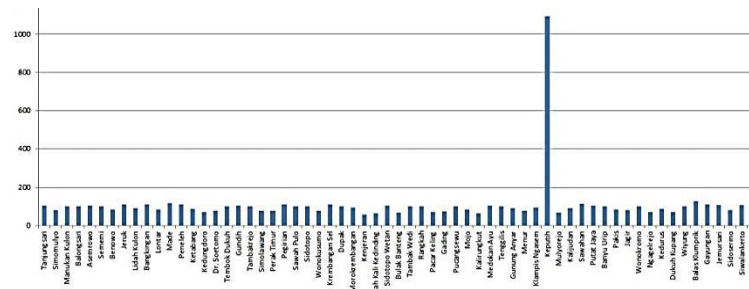


Figure 3. Coverage of MSS Achievements in the Surabaya City Health Service Work Area in 2023

■ Achieved ■ Not Achieved

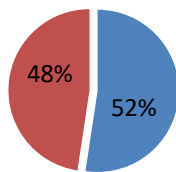
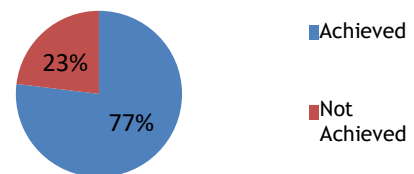


Figure 4. Achievement Proportion of Mental Health MSS for PMD at Surabaya City Health Centers in 2023

The diagram reveals that 48% of community health centers in Surabaya City, or 30 health centers of 63 of all the health centers in surabaya, did not meet the MSS target of 100%. Meanwhile, 33 health centers representing 52% of the total, successfully achieved the MSS target. This discrepancy may be attributed to the fact that many PMD in these areas have already undergone rehabilitation and treatment at Social Service Centers. According to the Basic Health Research Agency (RISKESDAS) in 2018, 85% of individuals with mental disorders in Indonesia received treatment at mental hospitals or health facilities, yet only 48.9% adhered to their medication regimen (Riskesdas, 2019).

The Social Center Environment (SCE) in Keputih District, currently caring for 798 People with Mental Disorders (PMD), has resulted in the highest achievement of health services in alignment with the MSS across all Surabaya City Health Centers. SCE, managed by the Surabaya City Social Service, serves as a rehabilitation and welfare improvement facility for homeless people, beggars, individuals with mental

disorders, street children, and neglected psychotics (Perwali, 2021). It coordinates with various institutions to provide health and social welfare services, including health assessments, diagnoses, treatments, skills training, and mental and spiritual guidance for PMD. This collaboration ensures the successful reintegration of PMD into their families. The concerted efforts of the Social Service, District Social Welfare Team (TKSK), Community Social Workers Association (IPSM), Karang Taruna, and the Disaster Preparedness Team have



significantly enhanced the achievement of health services for PMD in Surabaya (Perwali, 2021).

Establishing mental health centers at each community health center can further improve the identification of people with mental disorders. However, in Surabaya, only a small number of community health centers have such posts. Out of 63 community health

centers in the city, only 13 have a dedicated mental health post.

Figure 5. Achievement of MSS Targets by Community Health Centers that have mental health post (Posyandu Jiwa) in Surabaya City

The diagram indicates that 77% of Community Health Centers with mental health posts achieved the MSS target of over 100%. This suggests that establishing Mental Health Centers in every Community Health Center can significantly improve access to health facilities for people with mental disorders (PMD) and facilitate the identification and support of individuals with mental health issues. Services provided at these mental health posts comply with MSS standards and include monitoring physical health, assessing clinical symptoms, providing psychopharmaceutical therapy, vitamins, and nutritional supplements, offering non-psychopharmaceutical therapy, controlling symptoms, enhancing personal skills, and boosting productivity (Kementerian Kesehatan RI, 2020). Research conducted in England on 204 respondents who did not undergo mental health examinations revealed that 81.4% of them avoided seeking help due to social stigma and shame about their condition (Salaheddin K, 2016; Munira L, 2023).

Community Health Centers in Surabaya City, as First Level Health Facilities (FKTP), are working to meet MSS targets through promotive and preventive efforts related to PMD cases. Promotional efforts include forming mental health teams, identifying at-risk individuals such as those facing discrimination, physical and verbal violence, or with a history of suicide attempts, conducting routine mental health education and counseling in the community, collaborating with cross-sector organizations for mental health education, and monitoring and evaluating the outcomes of community education initiatives (Kementerian Kesehatan RI, 2020). Preventive measures taken by the Surabaya City Health Center include mental health screenings for elementary, middle, and high school students as well as the general public, and implementing support programs for parents of teenagers, the elderly, and those with disabilities related to ODMK and PMD

(Kementerian Kesehatan RI, 2020). Future research should examine the relationship between the achievement of MSS for mental health and the welfare of PMD in Surabaya, as well as assess mental health services in the city according to each MSS indicator set by the Ministry of Health.

CONCLUSION

In 2023, the number of people with mental disorders receiving health services according to the Minimum Service Standards (MSS) in Surabaya City was 5,766 out of an estimated 5,580, representing 100.3% of the estimated number. This indicates that the MSS achievement at the city level was met, and the trend of MSS implementation in Surabaya has been consistently increasing from 2020 to 2023. However, the distribution of MSS achievements is uneven across the areas; out of 63 Community Health Centers, 30 (48%) Community Health Centers have not yet met the 2023 Minimum Mental Health Service Standards.

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