SYSTEMATIC REVIEW

The Policy Review Related to Supporting Families of People with Mental Health Problems in Indonesia

Herni Susanti^{1*}, Ice Yulia Wardani¹, Eka Malfa Sari²

¹The Department of Mental Health Nursing, Faculty of Nursing, Universitas Indonesia, Indonesia;

²The Department of Mental Health Nursing, Payung Negeri Institute of Health Science, Indonesia

(Received: October 2017/ Revised: November 2017/ Accepted: December 2017)

Abstract

Government policies and legislation can influence the mental health of the population, including the families of people with serious mental illnesses. Recently, mental health policies in Indonesia have focused on human right of the individuals with mental illnesses, and this may explain why there has been little emphasis on supporting families in Indonesia. A policy review was conducted to identify the government guidance related to the directives for mental health services to support the families of people with serious mental illnesses in the country. A systematic review approach was undertaken for 16 relevant documents related to policies, standards, and guidelines of mental health services for the families of people with serious mental illnesses in Indonesia. The findings of this policy review suggest that there are significant challenges for mental health services in Indonesia to support the families on behalf of their needs and wellbeing. The crux of the matter is that there have been policies that should be useful to professional, families and services users, yet problems to access these documents may exist. The information from the policy review can enhance the understanding about current mental health services in Indonesia. It is also a valuable source to direct an investigation about what Indonesian families want from the services. This study expects recommendations to respond to the needs which are practical and realistic based on the country's own limitations in terms of policy support and information access.

Keywords: Families; Indonesia; mental health services; policies

Introduction

Government policies and legislation can influence the mental health of the population, including families of people with serious mental illnesses (World Health Organisation/WHO, 2005). The functions of such healthcare policies are to describe the values, objectives and strategies of the government to improve the health of the population. They also specify the standards to be applied across all services, and linking them with other organizations that have a common vision, objectives and purpose.

Mental health policy in Indonesia has been focused on the human rights of people with mental illnesses (Irmansyah, Prasetyo, & Minas, 2009). Before 2014, the protection of human rights of people with mental illnesses had not yet been based on mental health legislation but was embedded in other general health policies (WHO, 2011). Such inadequate policy support has been an influential factor of potential human rights violations amongst individuals with mental illnesses and issues of protection

*Corresponding author's e-mail: herni-s@ui.ac.id

of the surrounding people. As a result, discussions about mental health issues in the country are dominated by attempts to protect individuals with mental health problems from discrimination and stigma of the illness (Irmansyah, Prasetyo, & Minas, 2009). This may explain why there has been little emphasis on supporting families in Indonesia.

The researcher attempted to fill this gap by identifying the extent to which Indonesian government policies acknowledged the needs of families of people with serious mental illnesses. Furthermore, issues of the accessibility of any relevant documentation should also be identified. This is useful to understand the extent to which they can be accessed by relevant stakeholders (e.g. families, service users, and health professionals). All information gathered from these accounts will be useful to attain a deeper understanding surrounding the Indonesian families' needs, especially factors that could influence the emergence as well as meeting the needs.

The aims were to identify Indonesian government guidance related to directives for mental health services to support families of people with serious mental illnesses, to examine and synthesize such guidance, to assess the accessibility of the guidance to relevant stakeholders e.g. mental health professionals, families, and service users (i.e. people with mental illnesses).

Method

A systematic search was undertaken for all relevant documents related to policies, standards, and guidelines of mental health services for families of people with serious mental illnesses in Indonesia. Inclusion criteria of this study were related to the existing policies/standards/guidelines directing professionals in providing services for people with mental health problems, designed for mental health professionals including specific disciplines such as nursing, medicine, psychology, and social workers. Exclusion criteria were not intended for mental health services and/or mental health professionals, focused only on mental health services for adolescents, those who misuse substances and people with psychosocial problems such as stress and domestic violence, dedicated for specific mental health workers except nurses, published as project reports for specific provinces.

A number of search strategies were employed for obtaining policy documents including searched websites for information relating to families in Indonesia, visited national and local libraries (e.g. the Indonesian Ministry of Health Library, the Indonesian National Library and some university libraries), and communicated with the staff in the Ministry of Health who are responsible for the documents distribution. These strategies of searching were undertaken from 2015 up to the end 2017.

Relevant data were extracted to assess whether (1) families involvement in the services and support for them have been acknowledged and (2) the guidance could be accessed by relevant stakeholders (i.e. service users, families and professionals). These procedures allowed the researchers to synthesise the policies' accessibility and contents whether the families' involvement in the services was facilitated. A summary of the data extraction is illustrated in Table 1.

Table 1. Summary of policy directives related to mental health services in Indonesia

No	Title	Date	Written/ Published by	Target Audience	Focus	Reference to families involvement in services	Reference to the needs of families	In public domain Yes/No
1	Guidance of Comprehensive Implementation of Mental Health Services and Substance Misuse in Public Health Centre in Jakarta	1996	Development Centre of Mental Health – Health Office of Jakarta in cooperation with Jakarta Mental Hospital	Health professionals (mainly GPs) working in frontline settings (Public Health Centres or General Hospitals)	How to provide medical and non-medical intervention for individuals with mental health problems	No	No	No
2	Basic and Complex Nursing Interventions	2003	Directorate of Nursing Service — Directorate General of Medical Services - The Ministry of Health, Indonesia	Leaders of Health services, Nurse managers, Nurse practitioners, Nurse educators	Nursing interventions can be delivered by nurses from different fields	No	No	No
3	Common Mental Health Problems in Society	2005	Directorate of Mental Health Service- Directorate General of Medical Services- The Ministry of Health, Indonesia	Public	How to provide appropriate helps for people with a wide range of mental health problems	Yes	Yes Explicitly stating the importance of addressing families on psychological needs associated with care giving experience	Yes
4	General Guidance of Community Empowerment in Mental Health	2005	Directorate of Mental Health Service - Directorate General of Medical Services- The Ministry of Health, Indonesia	Policy makers and stakeholders that execute community and family empowerment (teachers, religious leaders, NGOs, etc.)	How to conduct community and family empowerment to overcome mental health problems in the society; Management of services related to strategies, referral systems, and programme development	Yes	Yes Explicitly stating the importance of addressing families on psychological needs associated with care giving experience	Yes

No	Title	Date	Written/ Published by	Target Audience	Focus	Reference to families involvement in services	Reference to the needs of families	In public domain Yes/No
5	Guidance of Professional Career Development in Nursing	2006	Directorate of Nursing Service- Directorate General of Medical Services- The Ministry of Health, Indonesia	Governments (national and local), Leaders of Health of Offices, Leaders of Health Services, Nursing Education institutions, Nursing Profession Organisations, and nurses	Management of career development for nurses including psychiatric/mental health nurses based on its specific competencies	No	No	Yes
6	Standard of Psychiatric Nursing Practice	2006	Nursing Service- Directorate General of Medical Services- The Ministry of Health, Indonesia	Leaders of Health services, Nurse managers, Nurse practitioners, Nurse educators	Education related to nursing interventions should be delivered by psychiatric nurses	Yes	No	No
7	General Guidance for the Founders, the Steers, and the Practitioners of Community Mental Health Service	2007 (3 rd Ed)	Directorate of Mental Health Service- Directorate General of Medical Services- The Ministry of Health, Indonesia (Based on the Decision of the Minister of Health of Indonesia No 220/Ministry of Health/SK/III/2002)	The founders (national level), the steers (provincial Level), and the practitioners (district/ city level) of community mental health service; including policymakers, community and religious leaders from national, provincial, and local levels)	Management of how to work collaboratively and systematically to enhance people's mental health through community-based activities (policies, strategies, organizations, and programmes)	Yes	No	Yes
8	Guidance of the Implementation of Mental Health Service in Rehabilitation Facilities	2009	Directorate of Mental Health Service- Directorate General of Medical Services- The Ministry of Health, Indonesia	Professionals and owners of mental health rehabilitation facilities; relevant governmental institutions; & communities.	Management of services in mental health rehabilitation including targets, programmes, systems of implementation-on and referral	Yes	No	Yes

No	Title	Date	Written/ Published by	Target Audience	Focus	Refe- rence to families involve- ment in services	Reference to the needs of families	In public domain Yes/No
9	Minimum of Standard of Services in Mental Hospital	2009	Directorate of Mental Health Service- Directorate General of Medical Services- The Ministry of Health, Indonesia	Policymakers and Implementers of Mental Hospital Services	Management of services in every setting of a mental hospital involving minimum standards and indicators of human resources, services availability, time of services, and users' satisfaction.	No	No	Yes
10	Standard of Mental Hospital Services	2009	Directorate of Mental Health Service- Directorate General of Medical Services- The Ministry of Health, Indonesia	Policymakers and Implementers of Mental Hospital Services	Management of services in every setting of a mental hospital involving standards of administration, managerial and staff, facilities and equipment, policies and procedures, education and staff development	Yes	No	Yes
11	Guidance of Community Mental Health Service	2010	Directorate of Mental Health Service- Directorate General of Medical Services- The Ministry of Health, Indonesia (Based on Decision of the Minister of Health of Indonesia No 406/Ministry of Health/SK/ VI/2009)	Mental health workers, non-mental health workers working in community- based services, cadres including other community members who concern with mental health issues	Management of mental health services in community (principles, scope, mechanisms and examples of practices)	No	No	Yes
12	Policies of Mental Health	2010	Directorate of Mental Health Service- Directorate General of Medical Services- The Ministry of Health, Indonesia	Mental Health Professionals	Strategic Planning of National Mental Health Programmes	Yes	No	No

No	Title	Date	Written/ Published by	Target Audience	Focus	Refere- nce to families involve- ment in services	Reference to the needs of families	In public domain Yes/No
13	Guidance of Mental Health Services in Primary Health Service Facilities	2011	Directorate of Mental Health Service- Directorate General of Medical Services- The Ministry of Health, Indonesia	Health professionals working in primary health services	How to provide medical and psychological interventions for individuals with mental illnesses in primary health services	Yes	No	Yes
14	Guidance of Mental Health	2011	Directorate of Mental Health Service- Directorate General of Medical Services- The Ministry of Health, Indonesia	Health cadres	How to recognise mental health problems and to help people with various mental health problems	Yes	No	Yes
15	Guidance of Empowering Families of Patients with Mental Illnesses	2011	Directorate of Mental Health Service- Directorate General of Medical Services- The Ministry of Health, Indonesia	Health professionals, policymakers in cross-sectors and cross programmes health services, private/non-government institutions, health cadres, and families.	Management of services to empower the families of people with mental illnesses, so they are capable of helping the ill member effectively	Yes	Yes Explicitly stating the importance of addressing families on psychological needs associated with care giving experience	No
16	Training module for nurses: management for common mental health problems in the primary health services	2015	Directorate of Prevention and Control of Mental Health and Drugs Problems- Directorate of Prevention and Control of Disease-the Ministry of Health	Nurses	Guidance for training nurses to help patients with mental health problems	Yes	No	No

Results

The initial search found 68 documents. The documents were mainly produced by the national government (sources included documents from books, reports, presentation materials and supported by communications via emails with relevant parties). The documents were dated from 1992 to 2015 (1992 was the period when the National Health Law was issued as the foundation of mental health workers in Indonesian health care services).

The researcher excluded 52 documents which failed to meet the inclusion criteria, thus a total of 16 documents were retained for examination consisting of nine guidance papers, four papers of standards, one policy paper and one booklet. In general, they contained information regarding service provision for people with mental illnesses.

The subject matter was varied but included guidance for: the general implementation of mental health services (no. 1 and 14), Community and family empowerment (no. 4 and 15), Implementation of mental health services in specific facilities/settings i.e. community, rehabilitation and primary healthcare facilities (no. 7, 8, 11, and 13), Nurse practitioners (no. 5 and 16).

The reviewed standards regulated basic and complex nursing interventions e.g. helping service users for feeding and elimination (basic) and delivering group activities for service users (complex). This was shown in document no. 2. Other standards were about psychiatric nursing practice to service users, containing directives of assessment, planning, implementation and evaluation of services to service users as well as involvement of families in helping the professional care (no. 6); and the minimum services expected in mental hospitals (no. 9 and 10).

The document no. 12 described policies of mental health in Indonesia in which strategic planning for the national programmes was explicated e.g. policies and planning for partnerships amongst stakeholders, primary mental health services, community-based mental health services, systems of mental health workforce and finance. Lastly, the document no. 3 was a booklet that contained guidance to inform the general public of how to help people with mental illnesses.

The majority of the examined documents were published by the Directorate of Mental Health Service-Directorate General of Medical Services the Health Ministry of Indonesia (12 documents). To note, since the late of 2015, this institution has been renamed to Directorate of Prevention and Control of Mental Health and Drug Problems. This is a specific division of the Health Ministry that regulates mental health delivery nationally and covers all mental health professionals. There were two documents from the Directorate of Nursing Service -Directorate General of Medical Services-the Health Ministry of Indonesia. The directorate focuses on directing any health service (including mental health) delivered by nurse practitioners. However, since the late of 2015, the institution is abolished, and the function is blended with other relevant divisions. One document was published by Development Centre of Mental Health-Health Office of Jakarta in cooperation with Jakarta Mental Hospital. This is a local organization based in Jakarta, the capital city of Indonesia.

In relation to accessibility, the majority of the directives could be retrieved via the internet, but the other 5 documents were simply located in the library of Ministry of Health (no. 1, 2, 6, 12, 15 and 16) that are commonly accessed by health professionals but not by families.

These documents were intended for various audiences, though they were mostly dedicated to health professionals (no.1-2, 5-13,15 and 16). Documents no. 5-10 and 15 could be used by policymakers including those who were at local, provincial and national levels of government. Managers of mental health services were the target audience of documents no. 2, 5, 7 and 8 to guide the services provision. Documents no. 2, 5, 6, and 8 were dedicated to stakeholders in the community such as cadres, teachers, religious leaders and Non-Government Organizations. The contribution of health educators in mental health services was guided in documents no. 2, 5 and 6. How the general public can assist mentally ill people was informed in the document no. 3. However, only the document no. 15 was explicitly intended for families of people with mental illnesses in the country.

In terms of acknowledgment to families of people with mental illnesses, 11 directives contained reference to the need to involve families in helping their ill relatives with regard to medication and activities of daily living. However, such positive trends did not occur of providing support to the families' own wellbeing, with the exception of three documents (no. 3, 4 and 15), which provided information of how to care for mentally ill relatives, offered counselling services for families as well as peer support meetings.

Discussion

The results demonstrate that the policy documents have attempted to acknowledge the need of involving families in mental health services. This suggests that the Indonesian government does not underestimate the contribution families can make in helping people with mental illnesses. In developing countries with scarce mental health resources like Indonesia, the involvement of family members is financially important for the service development (Shinfuku, 1998; Ito, Setoya, & Suzuki, 2012), even though this may be not cost effective if the families contribute to the increased rates of relapses. Minas & Diatri (2008) emphasize that families in Indonesia play an important role in making decisions about the treatment for their mentally ill relatives. Communal value in the country is stronger than individual value (Kulihara et al. 2000; Ito, Setoya, & Suzuki, 2012).

Unfortunately, such positive recognition has not been followed by strong political endorsement ensuring that families receive adequate support based on their own needs and for their own wellbeing. As shown from the policy review, there were only three documents (no. 4, 5 and 15) as reference for services to support families by providing information of how they can help their mentally ill relatives, providing counselling by professionals and involving them in support groups/networking. However, these documents were mainly designed on behalf of relatives with a mental health problem so the families can be effective helpers for the person. There was no specific guidance dedicated to families supporting their own needs and for the sake of their wellbeing. The lack of attention to the families' interests/wellbeing is not only happening in Indonesia, but also in other countries that have strong policies to support the families (van der Voort, Gossens, & van Der Bijl, 2009; Kuipers, 2010). For instance, Kuipers (2010) criticizes the mental health system in the UK for not prioritizing efforts to address the needs of families of mentally ill people and to enhance their mental state. The existing services for families in the country are often offered only in relation to the service users' interest, even though there have been two national Acts of Parliament as the basis to support families i.e. The Families (Recognition and services) Act in 1995 and the Families and Disabled Children Act in 2000 (Families UK, 2014). The newest Care Act 2014 is promising because it sets out families' legal rights

in the same way as those they care for in terms of assessment and support provision (Department of Health of England, 2015), though the funding for the implementation has been a main concern (Community Care, 2015).

The most pragmatic explanation to the Indonesia context (i.e. no policy addressing the families' needs and wellbeing) is that currently the priority of the mental health leaders is to introduce the Mental Health Act (Directorate of Mental Health Service, 2011d). Instead of providing considerable attention on families, issues surrounding legal aspects in mental health areas are being more focused i.e. impacts of the unavailability of the act such as violation of human rights against mentally ill people (Irmansyah, Prasetyo, & Minas, 2010).

How people can access these policy documents is still unknown. Although the researchers were able to identify how the documents were retrieved (the process was completed on a personal basis). The documents could (mainly) be accessed via Indonesian Ministry of Health websites. It is unknown whether such easy access is applicable for mental health professionals, families and service users across the country. It is possible that every mental health service is equipped with computer-based facilities, but the quantity and quality may be inadequate. Similarly, it is possible that the families and service users access the websites to seek guidance which is relevant to their task as caregivers; however they may find difficulties in obtaining straightforward and simple information formats, as there is no specific guidance designed for families and service users. The printed documents can also be inaccessible. The researchers found that the documents for this policy review were mainly stored in the library of Ministry of Health which is located in the center of business areas. There is no adequate fact showing that these documents were available in every mental health facilities i.e. Mental Hospitals and Public Health Centers in the country.

Conclusion

The findings of this policy review suggest that there are significant challenges ahead for mental health services in Indonesia to support the families on behalf of their needs and wellbeing. The crux of the matter is to involve the families in services, yet (still) clear and strong policies to support them are unavailable. There have even been policies that should be useful to professionals, families and service users; problems to access these documents may exist. Information from this policy review has enhanced the researcher's understanding about current mental health services in Indonesia. It is a valuable source for the researchers to direct an investigation about what Indonesian families want from the services. Finally, it is also meaningful to have recommendations, so as to respond to the needs which are practical and realistic in adjusting to the country's own limitations in terms of policy support and information access.

Acknowledgment

The Financial support was provided by the Directorate General of Higher Education, the Ministry of Education and Culture Indonesia.

References

- Care Act. (2014). *Assessment and eligibility: Assessing needs and determining eligibility*. Retrieved from <http://scie.org.uk/care-act-2014>
- Community Care. (2015). *Council ready for care act but raise concerns about costs on eve of implementation*. Retrieved from <http://communitycare.co.uk>
- Department of Health of England. (2015). *Factsheet 8: The care act—the law for families*. Retrieved from www.gov.uk
- Directorate of Mental Health Service. (2011b). *Guidance of mental health*. Jakarta: Indonesian Ministry of Health.
- Directorate of Mental Health Service. (2011c). *Guidance of empowering families of patients with mental illnesses*. Jakarta: Indonesian Ministry of Health.
- Directorate of Mental Health Service RI. (2011d). *Issues in integrated and cross-sector programs in controlling mental health problems*. Jakarta: Indonesian Ministry of Health.
- Directorate of Mental Health Service RI. (2010a). *Guidance of community mental health service*. Jakarta: Indonesian Ministry of Health.
- Directorate of Mental Health Service RI. (2010b). *Policies of mental health*. Jakarta: Indonesian Ministry of Health.
- Directorate of Mental Health Service RI. (2009a). *Guidance of the implementation of mental health service in rehabilitation facilities*. Jakarta: Indonesian Ministry of Health.
- Directorate of Mental Health Service RI. (2009b). *Minimum of standard of services in mental hospital*. Jakarta: Indonesian Ministry of Health.
- Directorate of Mental Health Service RI. (2009c). *Standard of mental hospital services*. Jakarta: Indonesian Ministry of Health.
- Directorate of Mental Health Service RI. (2007). *General guidance for the founders, the steers, and the practitioners of community mental health service*. Jakarta: Indonesian Ministry of Health.
- Directorate of Nursing Service RI. (2006a). *Guidance of professional career development in nursing*. Jakarta: Indonesian Ministry of Health.
- Directorate of Nursing Service RI. (2006b). *Standard of psychiatric nursing practice*. Jakarta: Indonesian Ministry of Health.
- Directorate of Mental Health Service RI. (2005a). *Common mental health problems in the society*. Jakarta: Indonesian Ministry of Health.
- Directorate of Mental Health Service RI. (2005b). *General Guidance of Community Empowerment in Mental Health*. Jakarta: Indonesian Ministry of Health.
- Directorate of Nursing Service RI. (2003). *Basic and complex nursing interventions*. Jakarta: Indonesian Ministry of Health.
- Directorate of prevention and control of mental health and drugs problems RI. (2015). *Training module for nurses: management for common mental health problems in the primary health services*. Jakarta: Ministry of health.
- Development Centre of Mental Health–Health Office of Jakarta. (1996). *Guidance of comprehensive implementation mental health services and substance misuse in public health centre in Jakarta*. Jakarta: Indonesian Ministry of Health.
- Families UK. (2014). *Facts about families: Who are families? May 2014*. Retrieved from <http://www.familiesuk.org>

- Irmansyah, I., Prasetyo, Y. A., & Minas, H. (2009). Human rights of persons with mental illness in Indonesia: More than legislation is needed. *International Journal of Mental Health Systems*, 3(1): 14.
- Ito, H., Setoya, H., & Suzuki, Y. (2012). Lessons learned in developing community mental health care in East and South of East Asia. *World Psychiatry*, 11(3): 186–190.
- Kuipers, E. (2010). Time for separate psychosis caregiver service? *J Ment Health*, 19(5): 401-404.
- Kurihara, T., Kato, M., Sakamoto, S., Reverger, R. and Kitamura, T. (2000). Public attitudes towards the mentally ill: A cross cultural study between Bali and Tokyo. *Psychiatry Clin Neurosci*, 54(5): 547-552.
- Minas, H. and Diatri, H. (2008). Pasung: Physical restraint and confinement of the mentally ill in the community. *Int J Ment Health Syst*, 16(2): 8.
- Shinfuku, N. (1998). Mental health services in Asia: International perspectives and challenge for coming years. *Psychiatry Clin Neurosci*, 52(3): 269-274.
- Van Der Voort, T. Y., Goossens, P. J., & Van Der Bijl, J.J. (2009). Alone together: A grounded theory study of experienced burden, coping and support needs of spouses of persons with a bipolar disorder. *Int J Ment Health Nurs*, 18(6): 434-443.
- World health Organization. (2011). *Mental health atlas 2011*. Geneva: WHO Press.
- World Health Organization. (2005). *The world health report 2005: Mental health: New understanding, new hope*. Geneva: WHO Press.

Author Profile

Herni Susanti is a mental health professional who started her career 20 years ago when she joined the Department of Mental Health Nursing, Faculty of Nursing, University of Indonesia. She is now holding a position as the head of the Department of Mental Health Nursing in the Faculty of Nursing, University of Indonesia. She is also in charge of some organizations such as the Head of the Center of Indonesian Service and Development of Mental Health Disaster Nursing, Vice President of Mental Health Collegium in Indonesia, and Coordinator of Research Division in the Indonesian Mental Health Nurses Association.