



IMPLEMENTATION OF THE INDONESIAN ASSOCIATION OF ANESTHESIA TECHNICIANS (IPAI) ROLE IN DEVELOPING PROFESSIONAL STANDARDS FOR ANESTHESIA TECHNICIANS

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ABSTRACT

The Indonesian Association of Nurse Anesthetists (IPAI) plays a crucial role in strengthening the professional standards of Nurse Anesthetists, particularly through the formulation of competency standards, codes of ethics, and the implementation of credentialing mechanisms. This study aims to analyze the implementation of IPAI's strategic role within the applicable legal framework, particularly referring to the Decree of the Minister of Health of the Republic of Indonesia Number HK.01.07/MENKES/1416/2023. The research employs a normative juridical method with a descriptive qualitative approach, utilizing The primary data sources consisted of statutory regulations, including the Decree of the Minister of Health No. HK.01.07/MENKES/1416/2023, Law No. 36 of 2014, Law No. 17 of 2023, and Minister of Health Regulation No. 34 of 2020, and secondary data from the documentation of the Bali Provincial Board of IPAI. The findings indicate that although IPAI has obtained normative legitimacy within the national health law system, the implementation of its organizational functions still encounters several obstacles. These include uneven distribution of members across regions, weak regulatory enforcement for healthcare facilities, and limited involvement of IPAI in the credentialing process, all of which contribute to disparities in service quality. Furthermore, the absence of sanction provisions in KMK 1416/2023 leads to low compliance with the established professional standards. Therefore, regulatory harmonization between the KMK and Law Number 17 of 2023, institutional strengthening of IPAI at the regional level, increased legal literacy among health professionals, and the integration of a cross-sectoral digital credentialing system are necessary.

Keywords: credentialing; health regulation; indonesian association of nurse anesthetists; professional organization; professional standards

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INTRODUCTION

The profession of anesthetists plays a vital role within healthcare systems, particularly in medical procedures requiring anesthesia, such as surgical interventions. Their responsibilities extend beyond the administration of anesthesia to include maintaining patients' physiological stability throughout the entire course of medical care. Consequently, the professionalism and competence of anesthetists must be upheld through structured training, comprehensive regulations, and rigorous standards-based oversight.

In Indonesia, the Indonesian Association of Anesthetists (Ikatan Penata Anestesi Indonesia, IPAI) serves as the professional organization responsible for formulating and advancing professional standards, including competencies, professional ethics, and credentialing mechanisms. This role is legally recognized under the Decree of the Minister of Health of the Republic of Indonesia No. HK.01.07/MENKES/1416/2023, which explicitly affirms IPAI's authority in establishing standards and recognizing the competencies of anesthetists nationwide (Ministry of Health, 2023). Despite this strong legal foundation, the implementation of IPAI's role in professional development continues to face challenges, particularly at the operational level in hospitals and other healthcare

facilities. Several hospitals, especially in remote areas, disregard IPAI's recommendations in the recruitment of anesthetists, potentially creating disparities in the quality of anesthesia services (Wahyudi, 2021). Data from the Ministry of Health (2023) reveal that only 58% of hospitals in Indonesia comply with these regulations, while 42% do not, citing a lack of socialization efforts and the absence of clear legal sanctions. This gap highlights a major challenge in policy implementation at the field level.

At the international level, professional organizations such as the American Association of Nurse Anesthetists (AANA) and the Australian and New Zealand College of Anaesthetists (ANZCA) have obtained full legal legitimacy to establish standards and independently oversee anesthesia practice. For example, ANZCA successfully reduced adverse event rates by 25% within five years through the adoption of a stringent competency-based certification system (Smith & Jones, 2022). This underscores the urgency of harmonizing the 2023 Ministerial Decree with Law No. 36 of 2014 on Health Workers, which does not yet explicitly regulate the authority of supporting professional organizations such as IPAI. Indeed, Article 15 of the 2023 Decree only functions as a recommendation in enforcing standards, creating a legal vacuum in mechanisms of professional oversight and regulatory enforcement. This study aims to examine the role and authority of IPAI in developing professional standards for anesthetists, with particular attention to the existing legal framework. Furthermore, it will analyze the extent to which these policies have been implemented in practice. Using a normative and qualitative approach, this research seeks to contribute significantly to strengthening professional regulations and enhancing the standardization of anesthesia services at the national level.

METHOD

This study employed a normative juridical approach, a legal research method based on primary and secondary legal materials, using a qualitative descriptive framework as outlined by Marzuki (2022) and Soekanto and Mamudji (2020). This approach emphasizes systematic analysis of statutory regulations and documents produced by professional organizations. The primary data sources consisted of statutory regulations, including the Decree of the Minister of Health No. HK.01.07/MENKES/1416/2023, Law No. 36 of 2014, Law No. 17 of 2023, and Minister of Health Regulation No. 34 of 2020. Secondary data were obtained from academic publications as well as documentation provided by the Regional Branch Board of the Indonesian Association of Anesthetists (DPC IPAI) Bali, particularly regarding membership numbers and their distribution across districts and municipalities.

RESULT

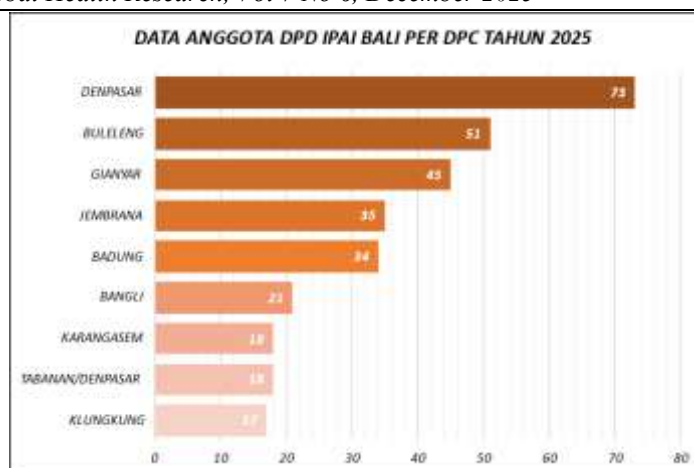
Legal Status of the Indonesian Association of Anesthetists (IPAI)

The Indonesian Association of Anesthetists (Ikatan Penata Anestesi Indonesia, IPAI) has obtained legal legitimacy through the Decree of the Minister of Health No. HK.01.07/MENKES/1416/2023 and Law No. 17 of 2023. Both regulations explicitly stipulate that professional organizations are authorized to establish standards of competence, ethics, and credentialing for healthcare professionals.

Disparities in Implementation Based on Data from the Bali Provincial Board of IPAI

Secondary data from the Bali Provincial Board of IPAI (DPD IPAI) in 2025 indicate disparities in the distribution of organizational membership across districts. The table below illustrates the distribution of IPAI members across the nine district/municipal branch boards (DPC) in Bali:

[Table of IPAI Membership Distribution Across Districts/Municipalities in Bali]



These uneven patterns of distribution suggest that the strategic role of IPAI, as mandated by the Decree of the Minister of Health No. HK.01.07/MENKES/1416/2023, has not yet been optimally implemented. This finding is consistent with the research problem and background, which emphasize that the effectiveness of developing professional standards is highly dependent on the organizational reach and level of participation of professional associations across all regions.

DISCUSSION

Legal Status of the Indonesian Association of Anesthetists (IPAI)

The findings of this study reinforce previous research by Wahyudi (2021), which indicated that the role of professional organizations within Indonesia's health system remains suboptimal due to the weak enforceability of regulations. Similar conclusions were reported by Murti (2024), who argued that the existence of regulation does not necessarily translate into effective implementation in practice, particularly in the absence of adequate sanctioning mechanisms and supervisory systems. These findings highlight that legal recognition of IPAI must be accompanied by institutional strengthening and effective monitoring mechanisms at the level of healthcare facilities. Furthermore, comparison with international counterparts such as the American Association of Nurse Anesthetists (AANA) and the Australian and New Zealand College of Anaesthetists (ANZCA) demonstrates that the success of foreign professional organizations is largely determined by strong legal support and nationally standardized implementation structures (Smith & Jones, 2022). In this regard, the current legal position of IPAI can be considered to have significant potential, but it is not yet matched by effectiveness in supervision and professional development. From a normative perspective, the strengthening of IPAI's legitimacy is also reflected in Law No. 17 of 2023 on Health. Article 270 of this law explicitly stipulates that professional organizations are tasked with maintaining quality, ethics, and competencies of healthcare professionals through the development of service standards and professional practice standards. Consequently, IPAI, as the professional organization for anesthetists, holds a strategic position within Indonesia's national health law framework.

Disparities in Implementation Based on Data from Bali IPAI Provincial Board

The involvement of IPAI in processes of recognition, placement, and evaluation of anesthetists across hospitals remains limited, primarily due to the weak normative obligations and the absence of sanctioning provisions in the existing regulations. These findings reinforce the conclusion that the success of health policy implementation—particularly in relation to professional standardization—depends not only on the strength of legal norms but also on the functional capacity and organizational reach at the regional level. This conclusion is consistent with the study of Fikri et al. (2025), which highlighted geographic constraints and weak regional organizational structures as major barriers to the equitable distribution of healthcare quality. In this context, IPAI's presence as a professional organization has not been sufficiently strong to extend its reach to remote areas or non-government hospitals. These findings also align with the Ministry of Health (2023) report, which indicated that only 58% of hospitals comply with credentialing requirements based on IPAI's

recommendations. Moreover, Coupette et al. (2021) emphasized the importance of digital systems in strengthening the governance of health professions. Thus, the development of an integrated digital credentialing system involving cross-sectoral collaboration, as proposed in this study, represents a relevant step toward addressing gaps in the implementation of professional standards.

CONCLUSION

Based on the normative juridical analysis and secondary empirical data, this study concludes that the Indonesian Association of Anesthetists (Ikatan Penata Anestesi Indonesia, IPAI) possesses strong legal legitimacy as a professional organization authorized to establish competency standards, codes of ethics, and credentialing mechanisms for anesthetists, in accordance with the Decree of the Minister of Health No. HK.01.07/MENKES/1416/2023 and Law No. 17 of 2023. However, the implementation of IPAI's role in the development and supervision of professional standards continues to face significant challenges. These are primarily due to disparities in membership distribution at the regional level and the absence of binding regulations for healthcare facilities. The key factors hindering the optimal enforcement of professional standards include the limited institutional capacity of IPAI in the regions and the weak supervisory mechanisms and administrative sanctions necessary to ensure hospital compliance with IPAI's recommendations.

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