## LEGAL PROTECTION FOR DOCTORS IN INDEPENDENT DOCTOR PRACTICE CLINIC PROVIDER OF PUBLIC SERVICES

Researchers.

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#### ABSTRACT

Doctors who work in accordance with medical service standards and standard operational procedures have the right to legal protection. The aim of the research is to ascertain the legal safeguards for doctors who provide general services in independent doctor practices. This kind of study employs an analytical descriptive method with secondary data and data processed through qualitative analysis, as well as a normative juridical approach. In conclusion: As regulated in Law of the Republic of Indonesia Number 29 of 2004 concerning Medical Practice, Law Number 36 of 2009 concerning Health, and Regulation of the Minister of Health of the Republic of Indonesia Number 512 of 2007 concerning Licensing and Implementation of Medical Practice, doctors are protected by law in provide health services. Meanwhile, doctors who work in hospitals are protected by the rules contained in Article 46 of Law of the Republic of Indonesia Number 44 of 2009 concerning Hospitals. However, in its implementation, many doctors who work in hospitals or independent practices feel wronged because the law seems to have no power at all.

Keywords: Legal Protection, Doctor, Independent Doctor Practice Clinics.

## I. INTRODUCTION

The existence of doctors in Indonesia is needed by the community to provide maximum health services, this is stated in the Sustainable Development Goals (SDGs) in the third point, a healthy and prosperous life which targets by 2030 to guarantee a reduction in the maternal mortality rate, reducing the death rate of babies under 5 years of age. , reducing the number of illnesses caused by infectious diseases, reducing traffic accidents and deaths, reducing the number of illnesses and deaths caused by pollution and substances. increasing sustainable research, using vaccines and medicines at prices that can be reached by the increasing the number public, of workers health in developing countries, services Providing and education related to sexual and reproductive health.<sup>1</sup>

<sup>&</sup>lt;sup>1</sup> Ruslan La Ane, et all, *Global Health*, (Padang: PT Global Executive Technology,2022), 26.

A patient's relationship with a doctor starts from the moment the patient enters the doctor's practice and the doctor expresses his willingness to provide services. whether the willingness is expressed verbally or impliedly called а contractual relationship.<sup>2</sup> These relationships are regulated by regulations so that there is harmony in carrying out the relationship, relationships without regulations will cause violations and unlawful acts.<sup>3</sup>

In Article 57 of Law of the Republic of Indonesia Number 36 of 2014 concerning Health Workers, all workers, including doctors, health have the right to receive legal protection in carrying out their when providing health profession services to the community as long as utilizing they comply Standard Operational Procedures, Professional Standards, and Professional Service Standards, acquire truthful health information from patients; receive recognition for his efforts; and secure protection for occupational safety and health; have the opportunity to add; has the right not to follow the patient's

<sup>2</sup> Sri Jauharah Laily, et al. "Doctor's Responsibility for Patient Losses in Therapeutic Agreements." *Positum Law Journal* 7, no.1 (July 2022): 43-66, <a href="https://doi.org/10.35706/positum.v7i1.6632">https://doi.org/10.35706/positum.v7i1.6632</a>

<sup>3</sup> *Ibid*, p. 48.

wishes; and other rights in accordance with applicable laws and regulations.<sup>4</sup>

In providing health services, it is possible that an undesirable event will occur, resulting in disturbance or disability in the patient.<sup>5</sup> It is explained in Article 5 of Law Number 36 of 2009 concerning Health, that all patients have the right to receive maximum health services in the form of access, resources, security, quality and also in determining the services they need.<sup>6</sup>

Implemented in the field, doctors who provide independent practice services are considered to be doing things that are not within their authority, even though this is still within their competence, such as treating diabetes mellitus, hypertension and so on.<sup>7</sup>

Practicing doctors provide general medical services which are within their competence or which are deemed not to be their competence or based on the patient's request to be

<sup>&</sup>lt;sup>4</sup> Regulation of Health Workers by Law Number 36 of 2014 of the Republic of Indonesia

<sup>&</sup>lt;sup>5</sup> Elita Halim setiono, "Health Services for the Elderly." *Keluwih*: *Journal of Health and Medicine* 3, no.1 (December 2021): 64-70, Surabaya-Indonesia,

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<sup>&</sup>lt;sup>6</sup> Regulation of Health by Law No. 36 of 2009 of the Republic of Indonesia

<sup>&</sup>lt;sup>7</sup>Health of the Republic of Indonesia, *Independent Practice of Rifaskes Doctors* 2019.(Jakarta: Health Research and Development Agency Ministry of Health of the Republic of Indonesia, Jakarta, 2019)

served by the doctor. The level of public doctors who trust in practice still independently is quite high, especially in rural areas, as seen by the large number of people who come to ask for public service treatment at the Independent Doctor's Practice clinic. General treatment is intended as treatment for children, adults, childbirth, accidents which then cause injuries so that medical action is needed and also giving further injections at the Doctor's Independent Practice clinic.<sup>8</sup>

Based on the explanation above, If a mistake is made in the delivery of health services by a doctor, the patient can claim the consequences of the loss in accordance with Law Number 36 of 2009 concerning Health Article 58 Everyone has the right to demand compensation for someone, health workers, and/or health providers who cause losses due to errors or negligence in the health services they receive.

The actions carried out by doctors which are considered outside their authority are part of the Unlawful Acts regulated in Article 1365 of the Civil Code, which states that every person who commits an unlawful act is obliged to compensate for the losses arising from the mistake.<sup>9</sup>

In carrying out their duties, doctors must comply with their standards and authority in order to avoid legal action that must be held accountable. So granting the right to compensation is an attempt to shield everyone from any negative effects physical and non-physical—caused by mistakes or carelessness on the part of healthcare professionals.<sup>10</sup>

Doctors as health workers also possess the right to equal treatment before the law, as well as recognition, guarantees, protection, and fair legal certainty. Legal protection originates from the concept of recognition and protection of human rights and the principles of the rule of law. The goals of the rule of law can be connected to the recognition and defense of human rights, which hold principal importance.<sup>11</sup> Consequently, legal

<sup>&</sup>lt;sup>9</sup> Nuril Hikam Efendi. "The Position of the Principle of Consensualism in Therapeutic Transactions between Doctors and Patients." *Interdisciplinary Journal On Law, Social Sciences And Humanities* 4, no. 2, (nov 2023): 208-223, https://doi.org/10.19184/idj.v4i2.38216

<sup>&</sup>lt;sup>10</sup> I Nyoman Adiana, et al. "Legal Liability of Hospitals for Negligence of Medical Personnel Which Result in Patients with Permanent Disabilities." *Journal of Multidisciplinary Research and Technological Innovation* 2, no 1, (January 2024): 148-160, https://doi.org/10.59653/jimat.v2i01.378

<sup>&</sup>lt;sup>11</sup> Basyarudin. "Indonesian Legal System's Judicial Evaluation of Medical Malpractice." *Cakrawala Ilmiah Journal* 1, no.5, (January 2022):

protection is necessary to enable doctors to conduct their jobs.

The formulation of the problem is what is the legal protection for doctors regarding the provision of general services by doctors at the Doctor's Independent Practice Clinic if there are no other health service facilities or at the request of the patient and what is the doctor's authority in providing general services at the Doctor's Independent Practice Clinic?

## II. RESEARCH METHODS

The research methodology employed is qualitative research, which is defined as study that yields findings not amenable to quantitative methodologies or statistical procedures.<sup>12</sup> The aim of this qualitative research is to gain understanding, theory describe develop and complexities.

The method used in this research is a normative empirical approach. This is done by connecting legal principles, applicable laws and regulations with the implementation that occurs in society. Primary, secondary, and tertiary legal texts are among the legal resources that will be used in this investigation.<sup>13</sup>

analysis The data used is qualitative data analysis with а normative approach. The data obtained studied and discussed is as comprehensive material in order to express the discussion using qualitative analytical methods to produce descriptive data.<sup>14</sup>

## III. RESULTS AND DISCUSSION

# 1. Legal Protection Efforts for the Medical Profession

After initially focusing on healing patients, development policies in the health sector gradually changed to efforts to improve public health with extensive, well-rounded, and longlasting community involvement, in the form of promotion, prevention, healing and restoration of health.<sup>15</sup>

The medical field, which was initially closed, is now starting to be

<sup>2013-1221,</sup> 

https://doi.org/10.53625/jcijurnalcakrawalailmiah.v1i 5.3175

<sup>&</sup>lt;sup>12</sup> Irwansyah, "Legal Research: Selecting Article Writing Techniques & Approaches, revised edition, fourth printing." (Makassar: Mira Buana Media, 2021), 136

<sup>&</sup>lt;sup>13</sup> Soekanto,"*Introduction to Legal Research.*" (Jakarta: UI-Press, 2020), 56

<sup>&</sup>lt;sup>14</sup> Iwansyah, Op.cit, 157

<sup>&</sup>lt;sup>15</sup> Habibi." The Responsibilities of Community Health Centers in Maintaining the Health of the Islamic Boarding School Community are Linked to Law Number 36 of 2009 concerning Health and Aceh Qanun Number 4 of 2010 concerning Health (Case Study of Scabies in Kuta Alam District, Banda Aceh City)." *Junal Aktualita* 2, no. 2 (December 2019): 598-614, https://doi.org/10.29313/aktualita.v2i2.5172

subject to various legal issues. In today's era, it can be felt that doctors' activities in curing patients are often hampered by the attitude of the patient or their family, namely the habit of suing the doctor legally if the treatment is deemed less successful.<sup>16</sup>

Director of the Health Consumer Empowerment Foundation, Marius Widjajarta, believes that the criminalization of doctors will continue as long as there are no nationally enforced medical service standards. Therefore, he urged the Ministry of Health to immediately develop these standards. So far, medical service standards only apply locally in each hospital. This is what then causes destruction when problems occur.<sup>17</sup> According to Marius, this destruction resulted in the implementation of and criminal civil regulations doctors. specifically for In fact. previously the Executive Board of the Indonesian Doctors Association

considered that the Supreme Court's decision to criminalize doctors was inappropriate. The reason is that doctors are a profession that can invade patients so they are not equated with crimes if there is no death.<sup>18</sup>

The medical profession needs to be guaranteed legal protection in order to provide certainty in carrying out health efforts for patients. Legislation that provides the basis for legal protection for doctors includes, among others; article 50 Law no. 29 of 2004 concerning medical practice and article 27 of Law no. 36 of 2009 concerning health. <sup>19</sup>

From a legal standpoint, the connection between the patient and doctor is included in the scope of contract law.<sup>20</sup> As an agreement, rights and obligations arise as a result of the agreement, the implementation of these rights and obligations then has the

<sup>&</sup>lt;sup>16</sup> Andre M. Watulingas, et al." Implementation of Legal Protection for the Doctor's Profession for Telemedicine Services at RSUP Prof. Dr. R. D. Kandou Manado." *Medical Scope Journal* 5, no. 2 (2021): 247-252, https://doi.org/10.35790/msj.v5i2.46257

<sup>&</sup>lt;sup>17</sup> Fikri Maulana Dewa Putra." Update on the Medical Practice Law in Relation to the Criminalization of Doctors in Malpractice Cases in Indonesia." *Magistra Law Review* 4, no. 1 (January 2023): 63- 73, http://dx.doi.org/10.56444/malrev.v4i01.3677

<sup>&</sup>lt;sup>18</sup> Vidi Galenso Syarief." Legal Protection of Medical Personnel and Health Personnel Through the Assembly Formed by the Minister of Health After the Omnibus Law on Health." *Collegium Studiosum Journal* 6, no. 1 (June 2023): 336-343, https://doi.org/10.56301/csj.v6i1.933

<sup>&</sup>lt;sup>19</sup> Erna Tri Rusmala Ratnawati." Legal Protection of Patients for the Right to Medical Confidentiality in Medical Services in the Era of the Covid 19 Pandemic." *Meta-Juridical Journal* 5, no. 2 (2022), https://doi.org/10.26877/m-y.v5i2.11294

<sup>&</sup>lt;sup>20</sup> Safitri Hariyani, Medical Disputes: Alternative Resolution of Disputes Between Doctors and Patients. (Jakarta: PT. Media Edit, 2005), 6

potential for disputes between doctors and patients which are usually called medical disputes. Medical disputes begin with a patient's lawsuit against the doctor, which is caused by the patient's dissatisfaction.<sup>21</sup>

On the other hand, the large number of lawsuits from patients turns out to have a negative impact, namely the fear of doctors in providing health care to patients. Doctors become doubtful and afraid, this was revealed at the congress of the Indonesian Health Law Association (PERHUKI) which was held on 24-25 November 1988, therefore doctors who already have complete administrative requirements to practice, have the right to obtain legal protection, so that they feel safe in carrying out his profession.<sup>22</sup>

Another impact that is quite worrying is that doctors practice defensive medicine, namely carrying out over-standard or sub-standard medical practices to avoid the risk of lawsuits which will ultimately be detrimental to the community itself as users of doctors' services.<sup>23</sup>

The legal protection model for the medical profession based on the balance between doctors and patients is as follows; 1) Every action taken by a doctor must obtain approval from the individual receiving treatment and/or their family ; 2) That doctors as legal subjects can be prosecuted for administrative penalties, civil penalties or criminal penalties, therefore doctors must carry out the provisions of medical practice based on Law no. 29 of 2004, and does not violate the terms of the therapeutic agreement and does not make any mistakes/omissions from the therapeutic agreement; 3) The form of resolving medical disputes is deliberation involving all parties, namely doctors, patients, clinic leaders or hospital directors and if deliberation does not produce an agreement, then the dispute is resolved through legal channels.<sup>24</sup>

<sup>&</sup>lt;sup>21</sup> Sulistini." Implementation of Non-Litigation / Out-of-Court Mediation as an Alternative for Resolving Medical Disputes at the Regional General Hospital, dr. Iskak Tulung Agung." *Mizan: Journal of Legal Studies* 10, no. 2 (December 2021): 276-283, https://doi.org/10.32503/mizan.v10i2.2107

<sup>&</sup>lt;sup>22</sup> Risfa Anesa, et all."Settlement of Medical Disputes Between Dentists and Patients in Pekanbaru City Based on Law Number 29 of 2004 concerning Medical Practice." *Journal of Science and Social Research* 4, no. 3 (June 2022): 343 – 351, https://doi.org/10.54314/jssr.v5i2.935

<sup>&</sup>lt;sup>23</sup> Finly.S."Legal Protection of Internists Against the Risks of Oral Chemotherapy Medical Procedures for Blood Cancer Patients." *Journal USM Law Review* 6, no. 1 (2023): 109-124, .<u>http://dx.doi.org/10.26623/julr.v6i1.6363</u>

<sup>&</sup>lt;sup>24</sup> Rossi Suparman."Legal Protection and Hospital Responsibility for Doctors in Medical Disputes." Syiar Hukum Journal of Legal

If it is concluded that the physician-patient relationship under the law, namely <sup>25</sup>; a) There is a need for medical scientific expertise; b) Good service quality; c) Usage results; d) Cost control; e) Public order; f) Legal protection of patients; g) Legal protection for health professions; h) Legal protection of third parties; and i) Legal protection of legal interests.

The implementation of the duties of medical personnel is an elaboration of obligations, while the rights and obligations of doctors according to Law Number 29 of 2004 concerning Medical Practice in Articles 50-51 state that doctors have the right; a) You can obtain legal protection provided that you fulfill your responsibilities in compliance with established protocols and professional standards; b) Providing health services in accordance with their competence; c) Obtain honest and complete condition information from the sufferer/sufferer's family; d) Obtain medical services.

Meanwhile, the obligations of doctors according to the law are: a) Provide health services as fully as possible according to the competence of the doctor who does it; b) Referring patients to more skilled facilities/doctors, if local doctors do not have the facilities/are less able to do so; c) Not disclosing patient secrets; d) assist in providing emergency assistance on humanitarian grounds; e) Following developments in medical science.

2. The Honorary Council for Medical Discipline in Indonesia: Its Function

The rise in reports, complaints and even demands for alleged medical negligence by doctors in Indonesia has affected public trust in doctors. Lawsuits identified as failure by doctors to carry out medical procedures are a problem that must be taken seriously by the government in order to provide protection for patients and doctors. Therefore, to bridge the above issues, the government through the Medical Practice Law formed a special assembly to protect the interests of both parties. This special assembly is under the auspices of the Indonesian Medical Council which is known as the Indonesian Medical Discipline Honorary Council (hereinafter abbreviated as MKDKI).

The regulations regarding MKDKI are regulated in Chapter VIII, Article 55 of the Medical Practice Law,

Sciences 1, no. 2 (2019): 188-215, https://doi.org/10.29313/shjih.v17i2.5441

<sup>&</sup>lt;sup>25</sup> Aris Priyadi." Therapeutic Contract/Agreement Between Doctor and Patient." *Journal of Pancasila and Citizenship Education Communication Media* 2, no. 1 (April 2020) : 1-12, https://doi.org/10.23887/jmpppkn.v2i1.134

namely: a) In order to maintain medical professionals' discipline while practicing medicine, the Indonesian Medical Discipline Honorary Council (hereinafter abbreviated as MKDKI) was formed; b) MKDKI is an autonomous institution from the Indonesian Medical Council; c) MKDKI in carrying out its duties is independent.

In general, MKDKI's task is to enforce the law on the implementation of medical practices that are detrimental to the interests of patients. Article 64 of the Medical Practice Law states that: MKDKI is tasked with receiving public reports, carrying out examinations and terminating cases of submitted doctor's disciplinary violations; and preparing guidelines and procedures for handling cases of disciplinary violations.

Meanwhile, Article 66 of the Medical Practice Law states: That all patients/patients' families can report/complain if they feel disadvantaged by the doctor's actions to the MKDKI. When making a complaint, you must provide identification of the name, address of the practice location and the time the action was taken, and the reason for the complaint.

In general, the Medical Practice Law does not yet provide a definition of a doctor's medical error or medical negligence. However, the MKDKI, which is mandated by the Medical Practice Law, is a special panel which is given the task of assessing whether there is a doctor's medical error, as well as conducting an examination and deciding regarding the actions of a doctor who is suspected of having committed a medical error. However, complaints from patients or the public to MKDKI do not eliminate their right to report suspected medical errors to the authorities for criminal proceedings or civil law suits.

Through the description above, the Medical Practice Law assigns the MKDKI the task of receiving all forms of complaints related to harm to patients or the public due to doctors' medical actions. On the other hand, the Medical Practice Law also provides an opportunity for patients or the public to make reports or complaints to the authorities. Thus, where does the existence and power of MKDKI lie in carrying out professional defense regarding patient complaints.

In a seminar in Jakarta attended by Deputy Chair of MKDKI Zabir Alwy with the theme "mechanisms and handling of complaints of alleged negligence", he received several criticisms about the existence of MKDKI, where several seminar participants questioned how MKDKI could be objective regarding investigations involving its colleagues. This is because loyalty and awareness among doctors are so closely and strongly intertwined.

Therefore, it is necessary to study the MKDKI's assessment measures in providing decisions regarding medical negligence committed by doctors. At the same time, it is necessary to study based on the Medical Practice Act what constitutes medical negligence. Based on the description above, the problem that will be studied is what are the characteristics of Medical Error Assessment according to the MKDKI and what is the mechanism for reporting suspected medical errors according to the Medical Practice Law.<sup>26</sup>

Regarding the laws and Minister of Health restrictions that govern the interactions between physicians and patients, Indonesia generally has a number of restrictions. Currently there are three main laws relating to the medical world, namely the Medical Practice Law, Health Law Number 36 of 2009 (hereinafter referred to as the Health Law) and Hospital Law Number 44 of 2009 (hereinafter known as the Hospital Law). These three laws have their respective functions and objectives.

In principle, the Health Law is a revision of the 1992 Health Law, where several articles were added, but there were also several articles that were deemed no longer appropriate and were deleted. The Medical Practice Law is a new legal product. Where this law was created specifically to protect not only doctors, but also protect patients in relation to the legal relationship between patients and doctors. Although the substance of the Health Law and the Medical Practice Law are different, both laws have the same general objectives and principles, namely protecting interests and creating legal certainty.

In relation to the matter of negligence within the medical field, the Medical Practice Law and the Health Law do not provide a definite definition of medical practice negligence. However, it can be interpreted normatively based on the theory and concept of negligence.

## IV. CONCLUSION

Law of the Republic of Indonesia No. 29 of 2004 concerning Medical Practices, Law of the Republic of Indonesia Number 36 of 2009 concerning Health, Law of the Republic of Indonesia Number 36 of 2014 concerning Health Workers, Law of the

<sup>&</sup>lt;sup>26</sup> Kastania Lintang, et all." The Position of the Indonesian Medical Discipline Honorary Council in Resolving Medical Disputes." *Volksgeist: Journal of Legal and Constitutional Sciences.* 4, no. 2 (2021): 167-179 , https://doi.org/10.24090/volksgeist.v4i2.5267

Republic of Indonesia Number 44 of 2009 concerning Hospitals and Regulation of the Minister of Health of the Republic of Indonesia Number 512 of 2007 concerning Licensing and Implementation of Medical Practice has regulated legal protection for doctors who carry out their duties in providing health services as long as they follow professional standards, standard operational procedures and medical ethics codes. However, for doctors who practice independently, there are not yet complete regulations that need to be further reviewed regarding the authority for actions that must be taken. So as to avoid negligence or mistakes or unlawful acts regarding medical procedures carried out. Therefore, a legal reformulation must be made in an effort to realize justice, legal certainty and benefits.

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