

## BPJS Employment Communication Strategy in Improving Informal Sector Workers' Awareness of the Employment Social Security Program

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### Abstract

The low participation of informal sector workers or Non-Wage Recipients (BPU) in employment social security is a national challenge, primarily due to a lack of awareness and cost perception barriers. This study aims to describe BPJS Employment's communication strategy in acquiring BPU participants through a comprehensive review of previous literature. The method used is qualitative with a library research approach. Data collection was carried out by reviewing scientific journals, books, and performance reports for the 2020–2025 period. The review results showed that the most effective communication strategy is the personal selling approach through Perisai Agents who apply the AIDDA (Attention, Interest, Desire, Decision, Action) model. Perisai Agents act as communication bridges capable of overcoming trust issues and low digital literacy among informal workers. These findings recommend the need to strengthen agents' persuasive communication capacity and integrate digital communication channels for membership sustainability.

**Keywords:** BPJS Employment; Informal Sector; Communication Strategy; Perisai Agent; AIDDA.

### 1. Introduction

The rapid expansion of digitalization and the platform economy has fundamentally transformed the structure of work and the nature of social relations in contemporary society. Ride-hailing drivers, food delivery couriers, crowdsourcing workers, and other gig-based laborers now operate within algorithmically mediated environments that redefine employment, authority, and collective identity. While digital platforms promise flexibility, autonomy, and entrepreneurial opportunity, empirical research reveals a paradoxical reality: work becomes increasingly individualized and algorithmically controlled, yet new forms of digital solidarity simultaneously emerge. This paradox situates platform labor at the center of sociological debates on social solidarity, fragmentation, and the reconfiguration of collective identity in digital capitalism.

The transformation of work within the platform economy is marked by the shift from standardized employment to flexible yet precarious arrangements. Although platforms frame workers as independent “partners,” the labor process is heavily structured by algorithmic management systems that monitor performance, allocate tasks, and impose sanctions. Sun et al. (2021) describe this condition as a form of “sticky labour,” in which workers remain highly



dependent on platform systems despite the rhetoric of flexibility. Wang (2025) and Wang and Tomassetti (2024) further argue that algorithmic control creates a regime of intensified surveillance and behavioral discipline, normalizing vulnerability and economic insecurity. In this context, the promise of flexibility masks asymmetrical power relations embedded in digital infrastructures.

The redefinition of employment relations in platform capitalism also reshapes class positioning and labor identity. Workers are labeled as “driver-partners” or “independent contractors,” a categorization that distances them from traditional wage labor and obscures employer accountability. Khairullah et al. (2025) and Zhang (2025) demonstrate that this ideological framing weakens collective labor claims by blurring the boundaries between employment and entrepreneurship. From a Marxian perspective, Wang and Tomassetti (2024) interpret platform labor through the lens of the “social factory,” where work, consumption, and everyday life are integrated into a continuous circuit of digital accumulation. This regime expands capital’s reach beyond formal workplaces, embedding labor processes into everyday digital interactions.

Such transformations have profound implications for social solidarity. Classical sociological theory associates solidarity with shared norms, collective identity, and institutionalized cooperation. However, platform work fragments the workplace into dispersed urban and digital spaces, isolating workers from direct peer interaction. Ridley-Duff and Bull (2021) argue that the entrepreneurial narrative promoted by platforms fosters individual competition and self-responsibilization, undermining collective consciousness. Similarly, Sun et al. (2021) and Savka et al. (2025) highlight how algorithmic rating systems intensify rivalry among workers, incentivizing individual performance over collective coordination. The result is a process of labor individualization that challenges traditional forms of class-based solidarity.

Nevertheless, the erosion of collective identity is not absolute. Emerging research indicates that platform workers actively construct new forms of community through digital communication tools and informal networks. Ajzen and Taskin (2021) demonstrate that flexworkers create hybrid online–offline communities to exchange information, share coping strategies, and build mutual support systems. Zhou and Pun (2022) document how ride-hailing drivers in China mobilize through social media groups to coordinate protests and articulate collective grievances. Della Porta et al. (2022) further observe that despite algorithmic fragmentation, workers develop “solidarity in action” during moments of mobilization. These findings suggest that individualization and collectivization coexist, forming a complex dialectic rather than a linear erosion of solidarity.

The paradox of fragmentation and reconstruction becomes particularly evident in moments of labor unrest. Studies on Didi, Foodpanda, Amazon, and other platform-based companies reveal that solidarity often emerges during strikes, wage disputes, or collective protests (Zhou & Pun, 2022; Della Porta et al., 2022; Chan, 2025). Permana (2025) highlights similar patterns among ride-hailing drivers in Southeast Asia, where informal networks become the backbone of mobilization. However, such solidarity tends to be temporary and fragile. Algorithmic control systems, fear of account suspension, and internal divisions among workers frequently limit sustained collective action (Sun et al., 2021; Chan, 2025; Alauddin et al., 2024). Consequently, solidarity in the platform economy is often episodic and contested.

Beyond labor-specific contexts, broader studies of digital solidarity reveal ambivalent outcomes. Online platforms can reinforce polarization and inequality while simultaneously enabling cross-class or cross-community alliances. Amalyah (2025) and Diyammi (2025) show how digital communities may cultivate solidarity in response to discrimination or shared

grievances, yet these solidarities remain vulnerable to fragmentation. Poole et al. (2023) and Rothstein (2025) emphasize that digital infrastructures simultaneously amplify inequalities and create opportunities for transnational mobilization. Thus, the platform environment operates as a double-edged structure: it intensifies atomization while providing tools for collective engagement.

Despite growing scholarship on platform labor, significant research gaps remain. First, many studies concentrate on economic precarity, algorithmic management, or labor rights without sufficiently integrating these dimensions into a broader sociological analysis of social solidarity. Second, empirical investigations often focus on single-case mobilizations or localized protests, leaving limited understanding of how everyday digital work practices shape long-term collective identities. Third, while some research acknowledges the coexistence of fragmentation and solidarity, there is insufficient theoretical synthesis explaining how platform architecture, algorithmic governance, and political context interact to produce either atomization or collective cohesion (Chan, 2025; Wang & Tomassetti, 2024; Alauddin et al., 2024).

Furthermore, the question of alternative economic models within platform capitalism remains underexplored. Ridley-Duff and Bull (2021) propose that social solidarity economy (SSE) initiatives and platform cooperatives may offer pathways to re-embed collective values into digital infrastructures. However, empirical evidence on the viability and scalability of such alternatives remains limited. Similarly, negotiations of hybrid online–offline identities, digital inequality, and class reconfiguration demand deeper sociological inquiry (Amalyah, 2025; Van Minh, 2025; Shostak & Suriak, 2025). Understanding how these processes reshape community boundaries and social stratification is essential for evaluating the long-term implications of platform work.

The novelty of this study lies in its integrative sociological perspective that conceptualizes platform labor not merely as an economic transformation but as a structural reconfiguration of social solidarity. Rather than viewing individualization and solidarity as mutually exclusive outcomes, this research positions them as simultaneous and interacting processes shaped by digital architecture, algorithmic governance, and sociopolitical context. By synthesizing Marxian analysis of digital accumulation, theories of individualization, and contemporary studies of digital solidarity, this study aims to offer a comprehensive framework explaining the fragmentation of social solidarity in the platform economy era.

Based on the identified phenomenon and research gap, the objective of this study is to analyze how the individualization of work within the platform economy contributes to the fragmentation of social solidarity in digital society, while also examining the emergence of new forms of digital collective identity. Through this objective, the study seeks to contribute to sociological debates on labor transformation, digital capitalism, and the future of collective action. By situating platform work within broader structures of power, inequality, and community formation, this research provides critical insight into how solidarity is reconfigured under conditions of algorithmic governance.

In conclusion, the platform economy represents a profound transformation in the organization of work and social relations. Algorithmic management, flexible labor arrangements, and entrepreneurial narratives intensify individualization and fragment collective bonds. Yet digital communication networks simultaneously open spaces for new solidarities. The coexistence of atomization and collective experimentation defines the contemporary landscape of digital labor. Understanding this dual process requires rigorous sociological investigation that moves beyond economic metrics to examine the moral,

relational, and political dimensions of solidarity in digital capitalism. This study addresses that need by exploring how platform-based work reshapes the foundations of social cohesion in the digital age.

## 2. Method, Data, and Analysis

This study employs a qualitative design with a library research method to examine the phenomenon of BPJS Ketenagakerjaan's communication strategy in depth and comprehensively. This approach was chosen to explore communication concepts, theories, and practices documented in various scientific literature without limiting researchers to a specific geographic location. The data sources used are secondary data obtained from nationally accredited journal articles (SINTA), communication textbooks, and official institutional reports relevant to the topics of communication strategy, social marketing, and employment social security published between 2020 and 2025 to ensure data up-to-dateness.

## 3. Results and Discussion

### Interpersonal Communication Strategy Through Shielding Agents

Interpersonal communication conducted by Perisai Agents (Indonesian Social Security Activists) is a crucial component in connecting the BPJS Ketenagakerjaan program with unpaid workers (BPU). Unlike mass campaigns, interpersonal communication provides the opportunity for direct interaction that is contextual, customizable, and based on social relationships. This aligns with Devito's (2016) opinion that interpersonal communication supports closeness, trust, and positive perceptions of messages because it occurs directly. In the context of BPJS Ketenagakerjaan, agents are not only tasked with conveying information but also acting as active listeners who understand the needs, concerns, and psychological barriers faced by prospective participants.

As a two-way liaison, Shield Agents serve to identify common misconceptions, such as the perception that contribution fees are too high or that benefits are unimportant for informal sector workers. This approach aligns with the dialogic communication model, which prioritizes the exchange of meaning, rather than simply one-way messaging (Littlejohn, Foss, & Oetzel, 2011). Research by Ria (2021) in the *Kindai Journal* shows that agents can overcome resistance from potential participants by tailoring messages to local experiences, including using real-life case studies and accessible language. Therefore, face-to-face communication strengthens trust-building, a crucial factor in increasing BPU participation.

Shield Agents' implementation of interpersonal communication utilizes many personal selling tactics commonly found in service marketing literature. According to Kotler and Keller (2016), personal selling is most effective when a product or service requires in-depth explanation, process guidance, and individualized persuasion. In practice, Shield Agents identify potential participants through community networks and informal approaches such as neighborhood association meetings, farmer groups, or cooperatives. They then conduct benefit presentations, registration simulations, and claim assistance.

Field research in various branches shows that this agency and direct sales scheme is effective in increasing the number of BPU members, because agents can overcome psychological and logistical problems that cannot be solved by mass campaigns alone (Adha, Wulandari, & Adzka, 2025). This success can be understood by using the diffusion of innovations theory proposed by Rogers (2003), which explains that the acceptance of innovations will occur more quickly if introduced by change agents who have social trust. Shield agents function as agents

local changes that have social and cultural connections and are therefore more acceptable to informal workers than official communications from central institutions.

In practice, how effective is Shield Agent's interpersonal communication as well? depends on their ability to adapt messages to the characteristics of their audience. Informal workers have varying social backgrounds, educational levels, and understanding, so communication methods need to be adaptive and personalized. Furthermore, interpersonal interactions fostered by Shield Agents are crucial for maintaining sustainable participation. Direct, repeated, and engaging communication can build social relationships that encourage informal workers to be more willing to ask questions about needs, problems, and concerns related to the BPJS Ketenagakerjaan program. The presence of field agents or facilitators who have social ties with the community is highly influential in increasing understanding of social security and increasing participation. Therefore, interpersonal communication strategies through Shield Agents are a crucial component in expanding and retaining BPU participants.

### **Implementation of the AIDDA Model in the Persuasion Process**

The AIDDA model is an expanded version of the AIDA model that focuses on the steps of persuasion, from Attention, Interest, Desire, Decision, to Action. In the world of communication, this model is recognized as an element of the hierarchy of effects, which is a gradual process that the audience experiences when processing a persuasive message (Effendy, 2003). This concept of the hierarchy of effects is also emphasized by Wijaya (2012), who stated that AIDDA has been used for years in the world of advertising and remains relevant in creating modern advertising message development strategies. Understanding this gradual process is crucial because persuasive communication aims not only to attract attention but also to encourage attitude change that results in real action.

The implementation of the AIDDA model in BPJS Ketenagakerjaan's communication strategy is evident in how the agency tailors campaign messages for informal sector workers (BPU). In the Attention stage, BPJS utilizes striking visual messages, such as illustrations of the risks of workplace accidents and stories from workers who have suffered losses due to a lack of protection. This approach aligns with research by Johar (2015), which shows that initial attention is key to directing the audience to the next stage in the persuasive process. Without successfully capturing attention, messages about social security are often ignored by informal workers with limited workloads and time.

Once attention is gained, BPJS moves to the Interest stage by providing clear and easy-to-understand information about the benefits of programs such as JKK, JKM, and JHT. This information is disseminated through outreach.

Direct communication, digital platforms, and education by Shield Agents. This action aligns with Mokhtar's (2016) opinion, which states that audience engagement increases when information is presented in a simple manner and relates to everyday experiences. In the context of informal workers, a simple delivery method is crucial given the varying levels of administrative literacy.

The Desire and Decision stages of the BPJS campaign emerge when informal workers begin to connect social security benefits with their personal needs and risks. BPJS focuses on concrete evidence such as successful claims and the experiences of other participants to build trust and interest in joining the program. This aligns with Wijaya's (2012) explanation, which states that the transition from interest to desire is influenced by a combination of cognitive (knowledge) and affective (emotional) elements contained in persuasive messages. Johar

(2015) also revealed that social evidence such as testimonials can accelerate the decision-making process, especially in the context of public programs that require a high level of trust.

In the context of conveying information to the public, the application of AIDDA also aligns with the fundamental principles of contemporary persuasion theory, which emphasizes the need to guide recipients through sequential psychological steps. Effendy (2003) states that good communication is communication that can guide listeners through an orderly cognitive process. Therefore, BPJS's initial approach, which prioritizes understanding of risk, not only attracts attention but also builds a framework of understanding that is appropriate to the conditions of informal workers. This is where the power of AIDDA is clearly evident: the model not only explains theories but also serves as a practical guide in designing a powerful message sequence.

Furthermore, in the process of creating desires and decisions among informal workers, trust and views on values significantly influence them. In the hierarchy of effects model, affective aspects such as security and trust in the institution play a crucial role in changing attitudes (Wijaya, 2012). BPJS utilizes this strategy by presenting proof of claims, participant testimonials, and assurances regarding the service process. Applying an emotional approach coupled with rationale has been shown to increase workers' desire to join. In line with this, Johar (2015) emphasized that the combination of information and social proof significantly influences the transition from interest to action.

In the final phase, Action, BPJS communications face unique structural barriers in the informal sector, such as high mobility, limited free time, and uncertainty related to administrative processes. Therefore, success in this phase is highly influenced by the integration of communication with easy access to services. Mokhtar (2016) emphasized that real action from the audience will only occur if persuasive messages are supported.

Facilities that can reduce barriers. The use of Shield Agents, pick-up services, and on-site registration are all ways to strengthen the action phase of the AIDDA model. In this way, AIDDA is not only theoretically sound but also proven to be applicable and effective in the context of implementing public policies such as BPJS Ketenagakerjaan.

### **Psychological Barriers and Trust Issues**

Workers' lack of knowledge about the benefits and functions of BPJS Ketenagakerjaan is one of the main causes of low participant acquisition. Many workers, especially in the informal sector and MSMEs, do not understand the differences between the JKK, JKM, JHT, and JP programs, so they do not see the urgency to register. Anwar, Mulyati, and Ermawati (2022) found that most informal workers have a low level of knowledge about the benefits of employment protection, resulting in low interest and willingness to pay contributions. Incomplete information and a lack of outreach in the workplace further reinforce this misconception.

In addition to knowledge-related barriers, low levels of worker trust in the institution are also a significant factor hindering participant acquisition. Trust is a crucial element in worker decision-making, especially when the program involves paying contributions and submitting personal data. Safi'i (2023) explains that the quality of service perceived by participants, including clarity of information and ease of processing, contributes to building trust in BPJS Ketenagakerjaan. When service procedures are perceived as complicated, the claims process is perceived as slow, or the benefits provided do not meet expectations, negative perceptions arise and can hinder workers' decisions to participate. This aligns with Hardin's (2018) view that institutional trust is heavily influenced by risk perceptions and collective community

experiences. The emergence of inaccurate information or hoaxes, such as the assumption that JHT funds are missing, also reinforces negative sentiment and makes workers even more hesitant.

These psychological barriers and low trust significantly impact the participant acquisition process. When workers do not understand the benefits of the program, they tend to delay enrollment because they feel they are not in a risky situation. Nugroho et al. (2025) found that trust in insurance providers and risk perception are important factors influencing the adoption of insurance services among MSMEs in Indonesia. Similar findings were also demonstrated by Inayah and Setyari (2024), who explained that increased perceptions of health risks can encourage public interest in health insurance. Furthermore, Clara and Dwiputra (2025) emphasized that trust in institutions acts as a mediator connecting risk perception with life insurance product purchasing decisions. Based on these research results, it can be concluded that low risk perception and weak trust in insurance providers are important factors influencing the adoption of insurance services.

The implementing institution can be a psychological barrier that causes workers to delay their decision to join the BPJS Ketenagakerjaan program. Therefore, field officers need to provide consistent education and build interpersonal communication to help workers feel more confident and understand the program's full benefits.

### **Digital Literacy Challenges in the Service Ecosystem**

Research on JMO in Palopo City shows that while overall satisfaction is quite high, there is a significant gap between highly satisfied young users (18–35 years old) and older users (55 years and older) who struggle with navigation, partly due to accessibility challenges and low digital literacy. The study also revealed that nationally, only a small portion of the workforce possesses advanced digital skills, resulting in uneven distribution of the ability to read interfaces, complete online forms, and understand digital notifications across worker segments.

For informal sector workers, the situation is more complex because many rely on low-spec mobile phones, have unstable internet connections, and are unfamiliar with using mobile-based public service applications. These limitations make processes that are technically "simple" to system designers become complicated for users, such as initial registration, data updates, or activating payment and claims features through the JMO.

The JMO evaluation revealed a paradox: the majority of respondents rated the app's navigation as relatively intuitive, but time-motion measurements showed that it took users an average of 2.3 minutes to find key features like claim submission, significantly longer than is typical for financial apps. Elderly and less educated users reported significantly higher levels of form-filling errors, partly because font size, color contrast, and menu structure did not fully comply with accessibility principles.

On the feature side, simple transaction services like contribution payments were highly rated due to their integration with digital wallets and relative "one-step" approach, while the claims module received lower satisfaction scores due to complex document requirements, opaque claim statuses, and lengthy submission processes. For BPU workers new to social security, the combination of a dense interface, technical jargon (JHT, JKM, JKK, JP), and multiple digital steps (uploading documents, verifying documents, waiting for an online interview) presented a cognitive barrier.

JMO research identified operational challenges such as slow transaction times during peak hours (processing times increased by about two-thirds compared to normal hours) and balance update delays averaging several hours, which are particularly disruptive to daily wage

earners and users in rural areas. In areas with weak internet connections or limited smartphone ownership, these technical issues are exacerbated by low digital literacy, making it difficult for users to access the services. often conclude that “the application is an error” or “the money didn't come in”, which then reduces trust in digital services.

Another study on the digital transformation of public services showed that mobile network coverage and compatible smartphone ownership in certain areas of Eastern Indonesia are significantly lower than in Java, with the proportion of adults with advanced digital skills also remaining below one-third. This infrastructure gap interacts with digital literacy: when apps are slow, logins fail, or notifications don't arrive in a timely manner, users with low digital skills lack troubleshooting strategies and tend to revert to manual service channels or stop using the app altogether.

Several studies of e-government and digital transformation in Indonesia show that the majority of the public still prefers face-to-face services due to trust and social habits, including in the context of BPJS Ketenagakerjaan services. Informal sector workers often rely on information from informal networks such as coffee shops, small business communities, or shield agents, so official messages via apps and digital channels are often not the primary source of information.

The phenomenon of “digital trauma” has also emerged: negative experiences with government apps or other digital services (frequent errors, data leaks, or complicated claims processes) have made some users—especially the elderly and low-income workers—more skeptical of JMO, even when the features offered are actually useful. Studies of JMO participant satisfaction have shown that concerns about data security and the reliability of the app's performance have a significant negative impact on user intentions and satisfaction levels.

Research on BPJS Ketenagakerjaan's marketing and communication strategies for BPU workers in various regions emphasizes the importance of face-to-face meetings, personal selling, and the role of shield agents in promoting program benefits and the registration process. In Gorontalo, for example, shield agents are tasked with outreach, acquiring BPU, and assisting with claims, as many informal workers lack understanding of social security concepts, are unaware of the importance of protection, and face challenges with costs and access to information.

When acquisition channels began to shift to the JMO application (e.g., self-registration, digital contribution payments, online claims), BPU workers with low digital literacy faced a two-fold adaptation challenge: understanding "social security products" and simultaneously mastering "how to operate the application." Without adequate digital literacy support, face-to-face assistance, and a simplified interface, this transition risks inactive membership, data entry errors, and negative experiences that then spread through word of mouth within the informal worker community.

#### **4. Conclusion, Limitations, and Suggestions**

##### **Conclusion**

BPJS Ketenagakerjaan's communication strategy to increase informal sector worker participation relies on personal strength through Shield Agents, who employ the AIDDA persuasion process. This approach has proven effective in building attention and converting interest into concrete action. However, in-depth analysis revealed two major remaining challenges: psychological barriers, such as trust issues, requiring a consistent emotional approach, and technical barriers, such as low digital literacy, which creates dependence on

agents. The recommendation for BPJS Ketenagakerjaan is to strengthen the capacity of Perisai Agents, not only as salespeople but also as digital educators. The synergy between a human touch in building trust and technological education will be key to creating a self-sufficient and sustainable social security ecosystem for informal sector workers in Indonesia.

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