

# CHAPTER I

## INTRODUCTION

### 1.1 Background

Indonesia is a developing country that in carrying out the development process is exposed to a variety of issues that are closely related to demography issue. Human Development Index show as a criticism and improvement of the use of per-capita figures as a format of prosperity of the society who are only focused on economic aspects only. While the prosperity of regional communities surely includes not only economics aspects but also the social aspects such as the level of education, and public health degrees.<sup>1</sup> Human as a population as we can see that human beings are always trying to improve, improve the level of welfare of his life, for the sake of the survival of the human population. Because human beings as creatures of god in this world is inseparable from the birth and death, then the human as the population increases and always growing.<sup>2</sup>

A high population growth will affect the government in the business of developing and enhancing the development for the welfare of the citizens.the number of population growth, the composition of the age and the rate of increase or decrease in the population that influence by fertility (birth), mortality (death),

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<sup>1</sup> Sjafrizal, *Perencanaan Pembangunan Daerah Dalam Era Otonomi*. PT RajaGrafindo Persada. Jakarta. 2014. Hal. 166

<sup>2</sup> Saidihardjo, *Dasar-Dasar Kependudukan*, Bursa Buku Sasana Triguna. Yogyakarta. 1974. Hal 80

and migration (settlement).<sup>3</sup> The third factors is the influential factors and these factors because there was a great change in population. The population density in each area are not the same and vary depending on the circumstances of birth and death and other factors. The population density is important to know the symptoms of social on each region.<sup>4</sup>

The demography issue talking most especially due to the rapid population increase. Rapid population increase will cause the number of inhabitants in a region or state into a double in the shorter time. And it would be bad form the occurrence of population explosion.<sup>5</sup> The population explosion is a rapid multiplication rate once and can destroy the population itself. These symptoms will be marked the ever increasing demands of the facilities of life as the provision of foodstuffs, building schools, hospitals, recreation, employment, expansion of housing etc. that if not fill can render the big destitution.<sup>6</sup>

Things that need to be done to suppress the rapid population growth that is, promote family planning programs to limit the number of children in a family in general and the mass. The countries in the world such as the countries of asia, Africa, and latin America have found the solution in tackling the problems of the population in the world. They encourage joint efforts of countries in the world to

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<sup>3</sup> Ibid Hal. 81

<sup>4</sup> Ibid hal 26

<sup>5</sup> Ibid hal 90

<sup>6</sup> Ibid hal 91

immediately determine concrete measures in tackling the problem of world population. Necessary steps as follows:<sup>7</sup>

1. The population is stabilized/balanced
2. The consumption of natural resources and the generation of pollution must be reduced to a quarter of the level of consumption of the year 1970s
3. The organization of education and provision of health facilities are more preferred. There are 4 kinds of health techniques namely:
  - a. Follow the growth of children
  - b. Use of breast milk
  - c. Immunization
  - d. Oral rehydration treatment therapy (ORT)
4. A greater emphasis is given to the production of food, so it will be quite possible to fulfill everyone's needs.
5. A major priority given to enrichment efforts and protection of soil to prevent erosion.

Not just in the world but in Indonesia has been applied to programs that help to limit the urban population. One such program is family planning, family planning is a program that limits the number of children born to a

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<sup>7</sup> Abu Ahmadi, *Ilmu Sosial Dasar*. Rineka Cipta. Jakarta. 2009. Hal. 27-28

family with the goal of keeping the life that exist in the quality family. In family planning programs there are contraception that can be selected. Contraception is basically to prevent or manage an existing pregnancy in husband and wife relationship. So it can be inferred that the purpose of family planning is set periodically pregnancy that exists within a family on purpose by the rules of the law of legislation.

Family planning has been added by the government of Indonesia since 1968, which effectively runs the new beginning in 1970.<sup>8</sup>

- a. The nature of the implementation of the family planning program is voluntary for the followers/participants. There must be no coercion from the government as well as the officers as it aligned with the philosophy of the nation namely Pancasila.
- b. The facilities family planning programs is a community throughout Indonesia especially those married couples/families both in the city as well as in the villages.
- c. Purpose of family planning programs:
  1. Increase the degree of public health especially the children, the mother by rarefy the birth

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<sup>8</sup> Ibid hal 36

2. Reducing the rate of populating growth, in order to be balanced between the populations by national production.

d. Efforts of family programs, including:

1. Birth rarefy
2. the treatment of infertility
3. marriage advice

With the program it is expected that family planning can be widespread for the whole society to love little family prosperously.

According to the act no. 52 of the year 2009 on the development of demography and family development, demography related to the number, structure, growth, distribution, mobility, dissemination, quality and conditions of well-being related to political, economic, cultural, religious and social environment of the local residents, then follow up with the birth of government regulation number 62 year 2010 about demography agency and the national family planning and family planning goals.<sup>9</sup>

In achieving success for mothers and children prosper must be applied to a wide range of efforts. Is the same case with family planning. And in the implementation have got full support from the community. The support of the

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<sup>9</sup> Undang-Undang Nomor 52 Tahun 2009 Tentang Perkembangan Kependudukan Dan Pembangunan Keluarga

full participation of society can be also on the implementation of family planning programs.

Humans are known as social creatures because human beings will not be detached with the community. A human reality born, alive and thriving in the community. Because that's what humans are aware of or do not always get along, communicating and collaborating with the community environment, as well as neighbors and other community. Because the human interaction also participate in efforts and activities in the community. Because human are social creatures as well as the individual who also need the community, either from a small neighborhood, such as the village, the village to the big countries or the world.<sup>10</sup>

One of the social problems facing the west Kalimantan province is a matter of high numbers of maternal and child deaths every year. The high maternal and child mortality is not just a social issue in west Kalimantan, but has become a social problem in other provinces in Indonesia. The mortality rate as well as a high birth rate can impact directly or indirectly against other social problems.

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<sup>10</sup> Dr. Zakiah Daradjat. *Bahan Pendidikan Kependudukan*. Direktorat Pembinaan Perguruan Tinggi Agama Islam. Jakarta 1981. Hal 5

National programme of KB in international is recognized as one of the programs that are successful in developing countries. Program KB in developing countries more emphasis on achieving the goal to hit a target i.e. the demographic decline in the rate of population growth.<sup>11</sup> However, according to the observations of the Watson family planning wisdom can only be changed little by little, then the idea of family planning programs are coined before issued official wisdom.<sup>12</sup>

Family planning is the first step to a selected population because of in terms of political ways this is the most acceptable for the reasons as follow:<sup>13</sup>

1. Because this way is closely related to the well-being of mothers and children so that family planning is one of the efforts the health and don't need to be doubt.
2. Because of its voluntary family planning is considered as reflection of personal freedom of every pair of husband and wife.

As we know, not just family planning can control the birth and lower the death rate. But there are many other programs that have given the

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<sup>11</sup> Sri Yuliani. *Perempuan Dan Kebijakan Pengendalian Kelahiran*. Jurnal Penduduk Dan Pembangunan. Volume 6 nomor 2. 2006. Hal 137-144

<sup>12</sup> Walter Watson. *A Historical Overview in family planning in the developing world*. ed. W. Watson New York: Population Council. 1977. hal 1

<sup>13</sup> Masri Singarimbun. *Kependudukan : Lika-liku penurunan kelahiran*. LP3ES cet. 3 Bandung. 1987. Hal 76

government. The following data is the death of mothers and infants in sanggau regency 2014-2015:

Figure 1.1 the number of mother and infants rate 2014

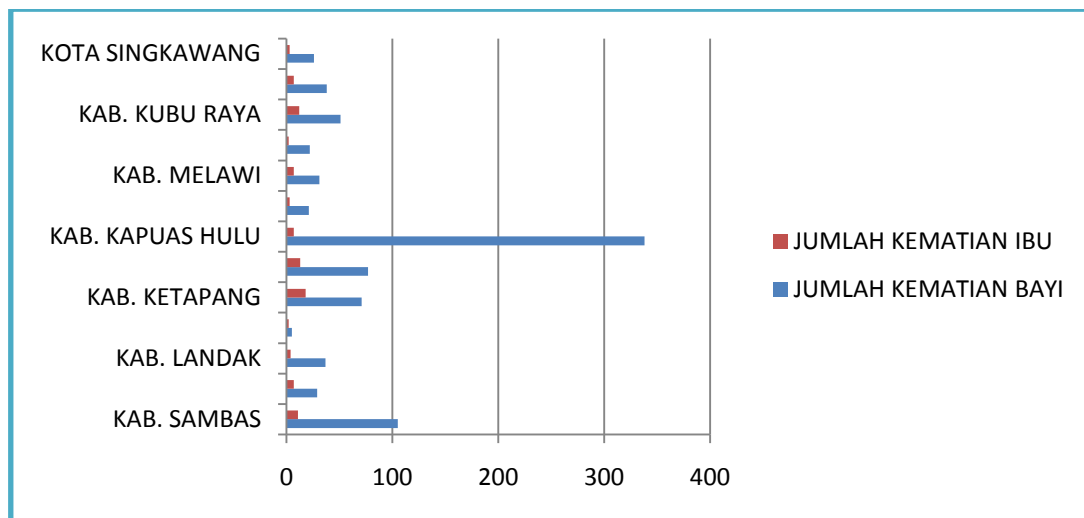
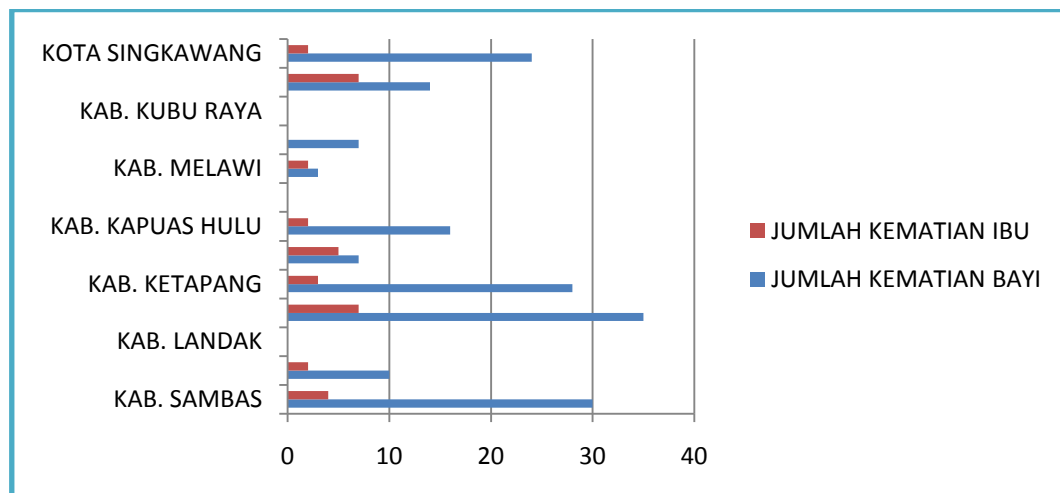


Figure 1.2 the number of mother and infants rate 2015





The above graph over the percentage number of the death of mother and baby, according to sub-district in borneo, sanggau regency has a number of infant mortality by as much as 5 people and the death of the mother as much as 2 people in 2014. On the achievement of the regency of sanggau successfully controlling the number of death on the mother and baby. That means the government's role in improving the well-being of mothers and babies have been successfully in that year. However in the year 2015 the number of deaths in mother and the baby. The number of infant mortality by as much as 35 infant and maternal deaths by as much as 7 people. In 2015 infant mortality increased and infant age need to get attention because when death occurs at a low age gave indications that health care has not been good.

The lack of public knowledge about the age of marriage, the age of the birth, the child's age distance, can caused a high number of births, infant mortality (AKB), maternal mortality (AKI) so cannot produce a society that had a high quantity and quality as well as the control of population growth.

The steps taken by local government to solve the issue of population have been many visible and manifest the results although on the whole have not filled the expected targets. There are still many small villages in west Kalimantan unspoiled. From the explanation of the background above, so I chose the title of the "The government's role in improving the health of maternal and children".

The researchers chose subdistrict entikong as a place of research is because Entikong subdistrict bordering neighbor country Malaysia east Serawak. Entikong subdistrict bordering Malaysia in a addition to its level of serawak which is difficult to reach because there was no transport headed to the area and facilities as well as infrastructure from the government inadequate due to budget constraints of local government so that researchers interested in conducting research in the sub-district.

## **1.2 Research Question**

Based on the background above then the research question that can be obtained is “How Is The Government Role In Improving The Health Of Maternal And Child In The Entikong Sub-District Of Sanggau Regency Province Of West Kalimantan”.

## **1.3 Purpose And Benefits Of Research**

From the research question that exists, then the purpose and benefits of this research are:

1. Research objectives:
  - a. find out how local government roles in the sanggau regency in improving the maternal and child health in sanggau sanggau regency

- b. figure out how the role of the department of health in improving maternal and child health in sanggau
2. The benefits of research:
    - a. for researchers, with a research is expected to expand science and insights against local government in sanggau regency to improve maternal and child health.
    - b. For the world of science, the existence of this research are expected to complete the review on the issue of maternal and child health in sanggau regency of west Kalimantan.
    - c. For the relevant agencies for policy makers, the research is expected to provide useful information to understand the factors that can improve the health of mothers and children.

#### **1.4 Theoretical Framework**

The theoretical framework is a theories used in research so these activities be clear, systematic and scientific. Before the writer posited theories about anything used in this research, it's good the author elaborated the first theory definition. According to Koentjoroningrat theory definition is : “ a

theory is a statement regarding the positive relationship between the symptoms that examined one or a few specific factors in the community”<sup>14</sup>

Meanwhile, according to Sofian Effendi theory is a set of assumptions, concepts, contract, definition, the proposition to explain a social phenomenon systematically by means of formulating relationships between concepts.<sup>15</sup> It can be concluded that the theory is essentially the staple means of stating a systematic relationship between natural or social phenomena are examined. While the theoretical framework or footing in this research includes the following things:

#### **1.4.1 Role**

Role according to Soerjono Soekanto is: “The role is a dynamics aspect from the status (position) when one or more people or organizations that carries out rights and obligations in accordance with his position, then he or them or the organization performing the role of a role.”<sup>16</sup> He also cites the opinion of Levinson that role includes 3 things:

- a. The role is include is tool linked to the position or someone’s place in a society, a role in terms of placing a series of rules that guide a person in the life of society.

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<sup>14</sup> Koentjoroningrat. *Metode Penelitian Masyarakat*. PT . Gramedia, Jakarta. 1991. Hal. 11

<sup>15</sup> Sofian Effendi, *Metode Penelitian Survey*. LP3ES. Jakarta. 1989 .hal. 37

<sup>16</sup> Soerjono Soekoanto. *Sosiologi Suatu Pengantar*. Rajawali Press. Yogyakarta. 1987. Hal. 220

- b. Role is a concept about what is done by the individual in the community as an organization.
- c. The role can be also said as an important individual behavior in social structure.

What is meant here is the role of government. Government's role is to manage and organize the needs of the citizens of both physical as well as spiritual, or at least help to fill the needs of citizens in life. In carrying out its function the government holding 3 roles i.e.:<sup>17</sup>

1. The role of arrangement (regulation)

The role of arrangement is a function of setting in making laws regulations that arranging the life together. The Function of arrangement is done either at the level of central government or local governments. The function of these rules is generally manifested by the presence of legislative institution one of its function of making legislation.

2. The role of empowerment

This empowerment role is a function performed by the government to empower the communities, so that every element of the community can participate in development and governance. On the principle this role of empowerment is to attempt to improve the ability of people in all fields. But of course this empowerment should start at

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<sup>17</sup> Owen E, Hughes. *Public Management and Administration*. An introducing. St martin press. London. 1994. Hal 88-119

the top. To empower communities government apparatus should be empowered in advance. The level of knowledge, understanding and awareness of politics, law, economics of the government apparatus need to be established in advance, so that the government can empower communities. Because this empowering efforts can't go from the aspects of the government's itself.

### 3. The role of the services

The role of these services is a function related to the needs of society, regardless of social class or the magnitude of the rewards that capable given. The role of this service consists of a few things:

- a. Ensure the security of the state
- b. Maintaining orderliness
- c. Ensures the application of justice
- d. Public works and services
- e. Increase social welfare
- f. Implement economic policy
- g. Maintains a resource and environment

#### **1.4.1.1 Government**

Unitary state of republic Indonesia subscribes to the principle of decentralization where an area given the freedom to set the governance in their own region accordance with the legislation which obtain. The following are the opinions of the experts on local

governance. Mariun expressed his opinion that local governance is as follows:<sup>18</sup> “the government in a wide scope sense refers to the state apparatus entirely as a unified whole carry out the duties and powers of the state. While in a narrow sense is an organ or world equipment implemented in executive field only” other opinions expressed by Sitanggang:<sup>19</sup>

“The government is the institution or the unit of the organization of people who are commandments obeyed by the people. In daily form can be described as an agency or organization that is reminiscent of the procedure, the level of the state, provinces, districts, municipalities and others”.

#### **1.4.1.2 Local Government**

In the 1945 state constitution article 18 states that the local government is the local government is the governance structure in the unitary of the state of republic Indonesia. The responsibility of the local government in carrying out the functions of the fulfillment of economic, social and cultural. Local government have a duty to perform some affairs which have been delegated by the central government to local governments. As far as the authority of the

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<sup>18</sup> Mariun. Azas-Azas Ilmu Pemerintahan. Fisipol UGM. Yogyakarta. 1979 Hal 5-6

<sup>19</sup> Drs. H Sitanggang. Filsafat Dan Etika Pemerintah. Pustaka Sinar Harapan. Jakarta. 1998. Hal 48

government in particular local governments in the fulfillment of human rights through regulation or policy pemerintah and local government.

Ryaas rasyid said that the main purpose of the establishment of local governance is to maintain a system of order so that people can live their lives reasonably. The government in fact are servants to the community. He is not held to serve itself, but to serve the community as well as to create the conditions that enable every community members develop skills and his creativity for the sake of progress together.<sup>20</sup>

The regional government according to the provisions of article 1 paragraph 2 of the act of the republic of Indonesia number 32 year 2004 about local governance was the conduct of the affairs of government by local governments and the regional house of representative (DPRD) according to the prinple of autonomy and duty servant with the principle of autonomy in the system and the existence of the principle of the unitary state of the republic of Indonesia as referred to in the constitution of the republic of

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<sup>20</sup> Rian Nugroho Dwidjowijoto. *Otonomi Daerah Desentralisasi Tanpa Revolusi*. PT Elek Media Komputindo Jakarta. 2000. Hal. 32



Indonesia year 1945. Local government is the governor, regent or mayor and the region as organizer of local governance.<sup>21</sup>

The obligatory affair that became local government authorities of the province are also contained in article 13 paragraph 1 law no. 32 year 2004 which includes:

- a) planning and development control
- b) planning, utilization, and supervision of the spatial
- c) holding of public order and harmony society
- d) the provision of public facilities and infrastructure
- e) handling the health field
- f) organization of education and the allocation of human resources potential
- g) tackling the social problem cross district/city
- h) employment field service cross county/city
- i) facilities of development cooperatives, small businesses, medium and include cross ditrict/city
- j) environtmental control
- k) services of land include cross-district/city
- l) services of demography, and the civil registry
- m) services of general administration of the government

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<sup>21</sup> Undang-Undang Nomor 32 Tahun 2004 Tentang Pemerintahan Daerah

- n) administrative capital investment services include cross-district/city
- o) organization of other basic services have yet to be implemented by the district/city and
- p) other mandatory affairs mandated by legislation.

Article 14 paragraph 1 also describes the obligatory affair that became the local government authority for district/city is a large scale affair district/city. Namely:

- a) Planning and development control
- b) Planning, utilization and supervision of the spatial
- c) Organization of public facilities and tranquility of the society
- d) The provision of public facilities and infrastructure
- e) Handling the health field
- f) Organization of education
- g) Tackling social problems
- h) Services the field of employment
- i) Facilities development cooperatives, small businesses, and medium
- j) Environment control
- k) Organization of land

- l) Services of demography and the civil registry
- m) Organization of general administration of the government
- n) Administrative capital investment services
- o) Organization of other basic services and
- p) Other mandatory affairs mandated by legislation.

#### **1.4.2 Autonomous Region**

The term of autonomy derives from the Greek autonomous which means setting oneself or self-government.<sup>22</sup> According to act no 22 of year 1999 about local governance article 1 letter h autonomous region is an autonomous region authorities to arrange and take care of the interests of the local community according to its own initiative based on the aspirations of the community in accordance with the legislation.<sup>23</sup>

In law number 32 year 2004 article 1 point 5 also mentioned the autonomous region is the rights and obligations of the authorities of the autonomous regions to set up and take care of its own affairs of government and local community interests in accordance with laws and regulations. In article 21 describes the rights of autonomy in the region i.e.:

- a) Arrange and take care of their own affairs of their government

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<sup>22</sup> Sjafrizal. *Perencanaan Pembangunan Daerah Dalam Era Otonomi*. PT.Rajagrafindo Persada. Jakarta. 2014. Hal 106

<sup>23</sup> Undang-Undang Dasar Negara Republik Indonesia 1945 Nomor 22 Tahun 1999 Tentang Pemerintahan Daerah

- b) Select the leadership of the region
- c) Managing apparatus region
- d) Manage the wealth of the region
- e) Collect taxes and regional retribution
- f) Obtain result from natural resource management and other resources that are in the region
- g) Get other income sources are valid and
- h) Get other rights provided in legislation

In addition to the right of the region in carrying out autonomous region also has the obligation, the obligation of that region contained in article 22 that is:

- a) Protect society, maintain unity, unity and national unity, as well as the integrity of the unitary state of republic Indonesia
- b) Improving the quality of life of the community
- c) Develop a community life
- d) Realizing justice and equity
- e) Improving the basic services of education
- f) Provide the health services facilities
- g) Provide the social facilities and the decent public facilities
- h) Developing the social security system
- i) Draw up spatial planning and regional
- j) Develop productive resources in the area

- k) Preserve the environment
- l) Managing the administration of population
- m) Socio-cultural preserve
- n) Forming and implementing legislation in accordance with those powers and
- o) Other obligations provided in legislation.

While according to Bayu of the term autonomy is more likely to be in the political aspects of state power.<sup>24</sup> Syarif saleh said that autonomy as the right to organize and govern its own area on the initiative and will of its own, where those rights are obtained from the central government.<sup>25</sup> Wayong suggested that the autonomous region that is the freedom to maintain and advance special interests, region, with its own finance, determine their own laws.<sup>26</sup> Sugeng istianto states that the autonomous region is defined as the rights or authority to arrange and take care of the household area.<sup>27</sup>

Other opinions expressed by Gie who emphasized that the autonomous region of give the authority from center that must be obeyed

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<sup>24</sup> Bayu Surianingrat. *Desentralisasi Dan Dekonsentrasi Pemerintahan Di Indonesia Suatu Analisa*. Dewaruci Press, Jakarta. 1981. Hal. 24

<sup>25</sup> Syarif Saleh. *Otonomi Dan Daerah Otonom*. Endang. Jakarta. 1953. Hal 31

<sup>26</sup> J. Wayong. *Asas Dan Tujuan Pemerintahan Daerah*. Jambatan. Jakarta. 1975. Hal. 5

<sup>27</sup> Sugeng Istanto. *Beberapa Segi Hubungan Pemerintah Pusat Dan Daerah Dalam Negara Kesatuan Indonesia*. Karyaputera. Yogyakarta. 1971. Hal. 24

by the region.<sup>28</sup> Further opinion to other inu kencana syafi'e explained that :<sup>29</sup> “the autonomous region itself means the rights, authority and duty of a local government to manage and take care of his household himself. Function set given to the territorial authorities, namely parliament, whereas the function of taking care of the executive apparatus that is given to the head region and autonomy department. The authority of local government refers to the authority of the decision makers in this area refers to the authority of the regions decision maker in determining the type and level of service provided and cost.”

Hidayat syarief said basically there are three principal reasons why the necessary autonomy needs in the region.<sup>30</sup> First, is the political equality, namely to enhance the political participation of the community at the local level. It is important to boost democratization in the management of the state. Second, is the local accountability, namely improving the ability and responsibility of local government in realizing the rights and aspirations of the community in the area. This is very important in order to increase economic growth and social well-being in each region. The third is local responsiveness that is improving the response of local governments

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<sup>28</sup> The Liang Gie. *Pertumbuhan Pemerintah Daerah Di Negara Republic Indonesia*. Rajawali Press. Jakarta. 1986. Hal. 44

<sup>29</sup> Inu Kencana Syafie. *Ilmu Pemerintahan*. CU Manda Maju. Bandung. 1994. Hal. 229

<sup>30</sup> Sjafrizal *Perencanaan Pembangunan Daerah Dalam Era Otonomi*. PT.Rajagrafindo Persada. Jakarta. 2014. hal 106-107

towards socio-economic problems which occurred in its territory. This item is very important for the improvement of development efforts and the improvement of social welfare in the region.

### **1.4.3 Public Policy**

In general the term policy and wisdom are often used interchangeably. Both term there are many similarities and a few differences. So there are no problems that means when the two terms were used interchangeably. The sense of the term, there is wisdom and policy in the great dictionary of the language of Indonesia.

- a. Policy : intelligence ; finesse

Policy means:

1. Wise thing ; the intelligent use of reason budinya (experience and knowledge)
2. Leadership and how to act (concerning the government, assembly and so on)
3. Competence of the act when it is facing another person (in trouble and so on).

- b. The term wisdom is usually used for good deeds, give the benefits or positive.

Wisdom means:

1. Clever ; proficient; always use common sense
2. Broken tongues; smart to talk

The term policies are used to designate the behavior of an actor (for example, an official group, or a government agency) or number of actors in a particular field of activity.<sup>31</sup>

According to the United Nations agencies policy means guidelines for action, guidelines that can be so very simple and complex, are common and specialized, broad and narrow, fuzzy or clear, loose or detailed, qualitative or quantitative character, public or private.<sup>32</sup>

According to Karl friedrich cited by solichin abdul wahab, the policy is an act that leads to the goal proposed by a person, group or government in a particular environment due to existence of certain obstacles while seeking opportunities to achieve the desired goals or objectives.<sup>33</sup>

According to Keban public policy can be seen as a concept of philosophy, as a product, as a process and as a framework. Next can be described as follows:

1. The policy as a philosophical concept is a set of principles or conditions which is desired
2. As a product, a policy is seen as a series of conclusions or recommendations.

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<sup>31</sup> Budi Winarno. *Kebijakan Dan Proses Kebijakan Publik*. Media Pressindo. Yogyakarta. 2002. Hal. 14

<sup>32</sup> Ibid Hal 16

<sup>33</sup> Solichin Abdul Wahab, *Analisis Kebijakan Dari Formulasi Ke Implementasi Kebijaksanaan Negara*. Edisi Kedua Cetakan Pertama Bumi Aksara. Jakarta 1997 hal 3



3. As a process, the policy is seen as way in which the way an organization can find out what is expected of it, namely programs and mechanism in achieving its products, and
4. As a framework, the policy is a process of bargaining and negoitation and formulates issues and methods of implementation.<sup>34</sup>

Public policy can be defined as unit of government relations with the environment.<sup>35</sup> Public policy in terms of instrumental perspective is a tool to achieve a goal that is related to the government's efforts embody the public values. Public values as the policy objectives may have existed. However in general the public policies a tool for:<sup>36</sup>

1. Realizing the values which idealized by the communities such as fairness, openness, and equations
2. Solve problems faced by the community such as: the problems of poverty, employment, crime and bad public services.
3. Utilize new opportunities for a better life for the community such as encouraging investment, innovation, service, and an increase in export.

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<sup>34</sup> Yeremias T. Keban. *Enam Dimensi Strategis Administrasi Public, Konsep, Teori, Dan Isu*. Gava Media . Yogyakarta. 2004. Hal. 55

<sup>35</sup> Robert Eyestone. *The Threads Of Policy*. A Study In Policy Leadership. Bobs-Merril. Indianapolis. 1971. Hal. 18

<sup>36</sup> Erwan Agus Purwanto. *Implementasi Kebijakan Publik : Konsep Dan Aplikasinya Di Indonesia*. Gava Media. 2012. Hal. 64

4. Protect the public from private practice to the detriment of for example the creation of the consumer protection act, the permit of designated route for public transportation, permit a nuisance.

According to Goggin dkk in William N. Dunn assumed policy as a “message” from the central government to local governments. The success of the implementation of the message is strongly influenced by the 3 basic:

1. The Content Of The Policy
2. The Form Of The Policy
3. The Reputation Of The Communicators

The contents of the policy include resources, the benefits policy, as well as the involvement of the public. The format consists of policy clarity of policy (policy clarity), consistency of policy (policy consistency), the frequency and the receipt content policy (receipt of message). While the reputation of communicators consists of the legitimacy and credibility of the actors of local government.<sup>37</sup>

In his book William says that public policy is a complex dependence patterns of collective choices that are mutually dependent including decisions not to act made by the agency or government office.<sup>38</sup>

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<sup>37</sup> Goggin, Malcolm. L., Ann O’bowman, James P. Lester, dan Laurence J.O’Toole Jr. dalam William N Dunn hal 89

<sup>38</sup> William N.dunn. *Pengantar Analisis Kebijakan Publik* : edisi kedua. Gadjahmada uni press. Juli. 1999. Hal. 132

Thomas also stated that public policy is whatever is chosen by the government to do and not to do.<sup>39</sup>

The character of public policy as the direction can be understood better when these concepts are specified into several categories. Categories that include requirements policy (policy demands), the decisions of the policy (policy decisions), statements of the policy (policy statements), policy outcomes (policy outputs) and impact of policies (policy outcomes).<sup>40</sup>

a. Policy Decisions

Are the claims made by private actors or government, addressed to government officials in a political system. Requirements form the insistence in order for government officials to take action or not to take action regarding a specific problem.

b. Policy Demands

Defined as the decisions made by government officials who authorize or the give the direction and substance to public policy actions. Included in these activities is a set of laws, giving the executive orders or official statements, announced administrative regulations or create a juridical interpretation against the legislation.

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<sup>39</sup> Thomas R. Dye. *Understanding Public Policy*: Second Edition. Englewood Cliff, N.J.: Prentice-Hall. 1975. Hal. 1

<sup>40</sup> William N Dunn. *Pengantar Analisis Kebijakan Publik* : edisi kedua. Gadjahmada uni press. Juli. 1999. hal 24-25

c. Policy Statements

The official statements or articulations of public policy. Included in this category are legislative laws, orders and decrees of the president, administrative regulations and the court, as well as statements or speeches that government officials showed the intents and purposes of government and what is done to achieve those goals.

d. Policy Outputs

The result of the policy refers to “the real manifestation” of public policies, which things are actually done according to decisions and policy statements. By using simple sentences, policy outcomes can be expressed as what is done by a government and its existence needs to be distinguished from what is stated by the government to do something.

e. Policy Outcomes

More refer to the consequences for the community, whether desired or not desired that comes from the action or inaction of the government.

#### **1.4.4 Health**

Health is a basic human right and one of the elements of well-being which must be realized in accordance with the ideals of the nation of Indonesia as stipulated in Pancasila and the constitution of the Republic of Indonesia year 1945. As provided in article 8 of Law Number 39 Year 1999

the party most responsible for protecting and fulfilling it is on of his government is the availability of special facilities and services for those in public hospitals in order to the fulfillment of the right to health. Policy regarding maternal and child health including maternal health, infant and children contained in act no. 36 of the year 2009 on health contained in article 126-135.

Article 126:

1. Maternal health efforts should be aimed at maintaining the health of the mother so that it is able to give birth to a healthy generation and quality as well as reduce maternal mortality.
2. Maternal health efforts referred to in paragraph 1 include the efforts of promotif, preventive, curative, and rehabilitative programmes.
3. The government ensures the availability of man power, facilities, tools and medicine in the organizations of health of the mother in a safe, good quality and affordable.
4. The provisions on health serviceof the mother arranged with the government regulation.

Article 127:

1. pregnancy attempts outside the natural way can only be made by the legitimate spouses provided: a. the results of fertilization the sperm and ovum from the husband and wife are concerned and

implanted in the womb of his wife from where ovum derived; b. performed by health workers who have skills and power to it; and c. on certain service facilities.

2. Provisions on the requirement of pregnancy outside the natural way as referred to in paragraph 1 is set by government regulations

Article 128:

1. Every baby deserves breast milk exclusively since it was born during the six month, except upon medical indications.
2. During the awarding of breast milk, the family, the government, local authorities and communities must support the baby's mother in full with the provision of special facilities and time.
3. Provision of special facilities as referred to in paragraph 2 was held at the places of employment and the place of public facilities.

Article 129:

1. The government is responsible for setting policy in order to guarantee the right of infants to get breast milk exclusively.
2. Further provisions as referred to in paragraph 1 is set by government regulations.

Article 130:

1. The government must give full immunization to every infant and child.

Article 131:

1. The efforts of health care infants and children should be directed to prepare future generations of healthy, intelligent, and quality and to lower infant and child mortality.
2. Children's health care efforts undertaken since the child is still in the womb, was born, after being born, and until eighteen years old.
3. Health maintenance efforts infant and child as referred to in paragraph 1 and paragraph 2 be the responsibility and the liability together for parents, families, communities and government and local government.

Article 132:

1. Children who are born and raise mandatory taken care of responsibility so as to enable children to grow and develop in a healthy and optimal.
2. The provisions concerning children born as referred to in paragraph 1 is carried out in accordance with the legislation.
3. Every child has the right to obtain basic immunization in accordance with the applicable provisions to prevent the onset onset of disease that could be avoided through immunization.

4. Further provisions regarding the basic immunization types referred to in paragraph 3 are defined by regulation of the minister.

Article 133:

1. Every infant and child has the right to a protected and avoid all forms of discrimination and acts of violence that can interfere with health.
2. The government, local government and the community are invited to ensure the mandatory protection of infants and children referred to in paragraph 1 and provide health services to suit your needs.

Article 134:

1. The government shall be obliged to establish standard's or criteria against the health of infants and children as well as guarantee the implemented and makes it easy for any organizing against standard criteria.
2. Standards and criteria or as intended in paragraph 1 shall be held in accordance with the moral considerations, religious values, and based on the provisions of the legislation.

Article 135:

1. The government, local government and the community is obligated to provide a venue and other means necessary for the



playground that lets children grow and grow optimally as well as being able to socialize in healthy.

2. The playground and other necessary means as referred to in paragraph 1 of the compulsory equipped means of protection against health risks in order not to jeopardize children's health

Act no.4 of the year 1979 article 1 paragraph a and b on the welfare of the child "child welfare is a grammar of the lives and livelihood of the child who can guarantee growth and development with either spiritually natural, physical and social. "child welfare efforts is an attempt to guarantee the attainment of social welfare primarily satisfy children's needs". According to section 2 paragraph 1-4 mention the rights of the child were:<sup>41</sup>

1. Children are entitled to welfare, treatment, care and guidance based on love saying good in his family as well as in special care to grow and develop
2. The child is entitled to the ministry to develop the ability and social life, in keeping with the culture and personality of the nation, to become good citizens and useful.
3. Child entitled to maintenance and protection both during in the womb and after birth

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<sup>41</sup> Undang-Undang Nomor 4 Tahun 1979 Tentang Kesejahteraan Anak

4. The child is entitled to protection of the environment that may harm or hinder growth and development with reasonable.

Act no. 39 of the year 1999 section 52 subsection (1) on human rights also says that determines that every child is entitled to protection by parents, families, communities, and countries. Further in paragraph (2) governing children's rights as human rights and to the significance of children's rights were recognized and protected by law even in the womb.<sup>42</sup>

## 1.5 Conceptual Definition

Conceptual definition is one of the essential elements of the research and is a definition used by researchers to describe a social phenomenon in the abstract or natural phenomena.<sup>43</sup> Conceptual definition that can be described is an important stage to discuss about the concept of understanding restrictions so that is not the case a misunderstanding. The following conceptual definitions used are:

### 1.5.1 The Role of Government:

The role of government holding three rules :

1. The Role Of Arrangement (Regulation)

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<sup>42</sup> Undang-Undang Nomor 39 Tahun 1999 Tentang Hak Asasi Manusia

<sup>43</sup> Masri singarimbun dan sofyam effendi.1989. *Metode Penelitian Survey*. LP3S. Jakarta. hal. 37

The role of arrangement is a function of setting in making laws regulations that arranging the life together. The Function of arrangement is done either at the level of central government or local governments. The function of these rules is generally manifested by the presence of legislative institution one of its function of making legislation.

## 2. The Role Of Empowerment

This empowerment role is a function performed by the government to empower the communities, so that every element of the community can participate in development and governance. On the principle this role of empowerment is to attempt to improve the ability of people in all fields. But of course this empowerment should start at the top. To empower communities government apparatus should be empowered in advance. The level of knowledge, understanding and awareness of politics, law, economics of the government apparatus need to be established in advance, so that the government can empower communities. Because this empowering efforts can't go from the aspects of the government's itself.

## 3. The Role Of The Services

The role of these services is a function related to the needs of society, regardless of social class or the magnitude of the rewards that capable given. The role of this service consists of a few things:

- a. Ensure the security of the state

- b. Maintaining orderliness
- c. Ensures the application of justice
- d. Public works and services
- e. Increase social welfare
- f. Implement economic policy
- g. Maintains a resource and environment

### **1.5.2 Autonomous Region:**

Regional autonomy is the authority of the autonomous region to set up and take care of the interest of the local community according to its own initiative on the basis of the aspirations of the community in accordance with the legislation.

### **1.5.3 Local Government:**

The regional government according to the provisions of article 1 paragraph 2 of the act of the republic of Indonesia number 32 year 2004 about local governance was the conduct of the affairs of government by local governments and the regional house house of representatives (DPRD) according to the principle of autonomy and helper duty with the principle of autonomy in the system and the existence of the principle of the unitary state of the republic of Indonesia as referred to in the constitution of the republic of indonesia year 1945. Local government is

the governor, regent or mayor and the region as organizer of local governance.

#### **1.5.4 Public Policy:**

Public policy is a tool for:

1. Realizing the value which is idealized by the communities such as justice, equities, and openness.
2. Solve problems faced by the community such as : the problems of poverty, unemployment, crime and bad public services.
3. Utilize new opportunities for a better life for the community such as encouraging investment, innovation, service, and and increase in export
4. Protect the public from private practice to the detriment of for example the creation of the consumer protection act, the permit number, permit a nuisance

#### **1.5.5 Maternal and Child Health**

Maternal and child health is an attempt to preserve the health of the mother so that it is able to give birth to a healthy generation and quality as well as reduce maternal mortality. While the maintenance of the health of infants and children should be directed to prepare future generations of healthy, intelligent, and quality as well as to lower maternal and child deaths. The efforts of child maintenance from the child

are still in the womb, was born, after being born and ever was eighteen years old.

## 1.6 OPERATIONAL DEFINITION

The operational definition is definition that is based on a characteristic that can be observed from what is being defined or also “changing concepts of invalid constructs with words that describe the behaviors or symptoms that can be observed and which can be tested and determine their veracity by someone else. Operational definition and execution of instructions is to measure a variable.”<sup>44</sup>

In a study conducted with qualitative approach means that this type of a problem/issue object for study adapted to condition in field, assuming revealed in the community. Thus the assessment activities will be charged on the primary data through some discussion by doing a study of witchcraft in primary data about the well-being of mothers and children in sanggau west Kalimantan. In this study required the existence of limitations of research by using indicators of programs which have been given by the government as follows:

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<sup>44</sup> Masri singarimbun dan sofyan effendi. *Metode penelitian survey*. LP3S. Jakarta. 1989. Hal. 46

The program of local government in improving the health of mothers and children:

1. The Role Of Arrangement
2. The Role Of Empowerment
3. The Role Of The Services

## **1.7 Research Methods**

### **1.7.1 Type of Research**

Based on the issues raised, this study conducted using qualitative research methods. Qualitative research basically rooted in nature as a unified whole rely on inductive data analysis, directing his research efforts on goal found the theory from basic and was able to finish on a situation that is not naturally and can build an unspeakably beside the unspeakable.”<sup>45</sup>

Qualitative methods are used on the basis of the specification of the object of research and so obtained the information about the object of study and obtain information about the current state and view between variables that exist. In a descriptive qualitative methods include several techniques including investigations speak, analyzing and clarification investigation by interview, observation or with a list of questions. The data in this study is :

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<sup>45</sup> Prof Dr Moleong. *Metodologi Penelitian Kualitatif*. PT. Remaja Rosdakarya. Bandung, 2000. Hal. 4

## **1.7.2 Data Sources**

### **1.7.2.1 Primary Data**

Primary data is obtained directly from the data source that is examined through the study of the field. In this case the primary data obtained directly from the respondents regarding maternal and child health. Primary data retrieval done by interview against interviewees in department of health clinics in sanggau regency and head of clinics sub-district entikong.

### **1.7.2.2 Secondary Data**

Data obtained from the study of the sources that are used as complementary in analyzing the problems associated with the research. The data obtained from the books, media social, archives or documents from the related department.

## **1.7.3 Location of research**

This research will be in sanggau regency, especially on the health services department in sanggau regency and clinics entikong. Field research of objects by means of collecting data related to the title of researcher and the problems raised. In this case the data retrieved directly from the speaker on health service department in sanggau regency.



## **1.8 Unit Analysis**

In accordance with the discussion that became the subject of this research is its analysis unit then in health services and clinics in sanggau entikong subdistrict, which is considered relevant in the sense that it is appropriate to be used as the main source of data obtained from law enforcement (officers) that is in the local government district.

## **1.9 Data Collection Techniques**

In this study the compilers to use some of the techniques or methods of data retrieval is expected later on can be helpful in discussing matters that are being researched in addition, data capture techniques used in the study are as follows:

### **1.9.1 Observation**

Method of collecting data with observations made before and while the location of research, observation before plunging aims to find out the truth of the problems it really exists in the region will be examined observations made when the real plunge is with the role as an observer, in which the role of the researcher as an observer in this case does not fully as flat actor but observations.<sup>46</sup>

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<sup>46</sup> *ibid.* Hal. 127

### **1.9.2 Interview**

Interview with data retrieval is a technique of how to conduct an interview or ask questions directly with the respondent in the place of research purpose by way of questioning while face to face between penannya and respondents.<sup>47</sup>

### **1.9.3 Documentation**

Documentation is methods done by researchers with investigating written objects such as books, documents, regulations and photos.

## **1.10 Data Analysis Techniques**

Data analysis is the process of simplification of the data into a form that is easier to read and interpret.<sup>48</sup> While according to Dalton's data analysis is the process of arranging the sequence data, organizing it into a pattern, categories and a basic outline.<sup>49</sup> Data analysis techniques used are qualitative analysis. Where the data acquired clarified, drawn with sentence, separated to obtain conclusions. Based on the research method is used, then the author uses the analysis of qualitative data, i.e., data already collected the sample or

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<sup>47</sup> Moh. Natsir. *Metode Penelitian*. Ghalia. Jakarta. 1998 Hal. 250

<sup>48</sup> Soekanto. S, *Teori Perubahan Sosial* Gramedia Pustaka Tama, Jakarta 1999 hal 22

<sup>49</sup> Prof Dr Moleong. *Metodologi Penelitian Kualitatif* PT Remaja Rosdakarya Bandung 2000 hal 103

respondents obtained in field then clarified by type data is then drawn up logically to answer issues.<sup>50</sup>

The steps that need to be taken in the analysis of the data are as follows:

- a. Analysis in the form of copy process observation with field research
- b. Trying to find similarities and differences of the social symptoms are observed
- c. Do further observations against the behavior relating to the proposition a proposition merely theoretical.
- d. Evaluating propositions while to generate conclusions
- e. Stating the object of the observed data transparently and accurately.

Qualitative data analysis according to Bogdan and Biklen was an attempt made by way of working with data, organizing data, memilah-milahnya into a unit that can be managed, synthetic, search and find patterns, find what is important to learn and decide what can be told to others. The other side, qualitative analysis of data according to Seiddel is the process goes as follows:

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<sup>50</sup> Winarno Surachmad, *Pengantar Penelitian Ilmiah*. Tarsito. Bandung. 1982. Hal. 140

1. Nothing that produced the notes field, with things that are so source data can still be traced
2. Collect, sort out, clarified, synthetic, make the overview index.
3. Think with the way in order the data categories have a meaning, search and find patterns and relationship, and make the findings public.

Furthermore, according to Janice mcdrury (collaborative group analysis of data) the stage of the analysis of qualitative data is as follows:

1. Read/study the data, marking the key words of the idea that there are in the word.
2. Learn the keywords that attempt to find themes that originate from the data.
3. Write down the models were found.
4. Coding has been done.

From this definition it can be understand that there is a reconsideration of the process, there is also that describes the components that need to be there in analysis of data.<sup>51</sup>

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<sup>51</sup> Prof Dr Moleong MA. Metodologi Penelitian Kualitatif. PT Remaja Rosdakarya. Bandung. 2000. Hal 248