

Analysis of the Role of Bappeda in Regional Development Planning (Case Study of Maternal Mortality in Batu Bara Regency in 2016)

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Abstract

The aims of this study is to find the Role of Bappeda in Regional Development Planning. This study use descriptive qualitative approach. The role of the Bappeda of Batu Bara Regency in reducing maternal mortality from the government, health workers, and the community is quite good. The number of health workers in this case, namely midwives, has been widely spread in the Batu Bara Regency area. The village midwife service in Batu Bara Regency was also developed starting from the lifestyle of the village community which cannot be separated from environmental, cultural, economic and socio-cultural factors. Informational Roles (Informational Role) on the role Bappeda has mobilized all health workers who have special competencies, especially skills in handling emergency cases in dealing with the main causes of maternal death. The role of cadres in reducing maternal mortality in the community is very much needed. In terms of quality and quantity, the cadres involved should be able to meet the needs. The decision-making role (Decisional Role) is carried out by the Batu Bara Regency Bappeda with other sectors, namely the Office of Population Control, Family Planning, Women's Empowerment and Child Protection, Batu Bara Regency, Health Office, Kelurahan, Sub-district and cross-sectoral collaboration with other supporting agencies. Accelerating the decline in maternal mortality at the same time also plays a role in increasing maternal health status in the Batu Bara Regency area.

Keywords

Role; Bappeda; regional planning



I. Introduction

Regional autonomy in the health sector aims to foster goodness and fairness in the health sector, because each region has the authority to make new formulations according to the characteristics of their respective regions. Likewise in the Batu Bara Regency area, in carrying out health development planning it is always necessary to pay attention to development planning that can accommodate the wishes of the community and in accordance with the needs of the Batu Bara Regency community itself in the context of implementing decentralization and regional autonomy.

As well as the task of health development planning in the context of implementing the development is the authority of the Regional Development Planning Agency (Bappeda) with cross-sectoral collaboration, starting from the Health Office, Education Office, Sanitation Office, Environment Service, and Other Services. The maternal mortality rate is an indicator of health development and an indicator of the fulfillment of reproductive rights as well as the quality of health utilization in general. The ability to provide health services for a nation is

measured by the high and low maternal mortality rate in 100,000 live births (Lestaria, Bahar, & Munandar, 2016). Maternal mortality is an important indicator in the success of achieving optimal public health degrees for a nation. Assessment of the performance of maternal health efforts is very important for monitoring because this is one of the sensitive indicators in describing the welfare of the country (Lestaria, Bahar & Munandar, 2016). It can be seen in Table 1 below how the data on maternal mortality in North Sumatra in 2016 is as follows:

Table 1. Number of Maternal Mortality in North Sumatra Province in 2016

No.	County/City	Number of Maternal Mortality
1.	Nias	3
2.	Christmas Mandailing	21
3.	South Tapanuli	8
4.	Central Tapanuli	11
5.	North Tapanuli	5
6.	Toba Samosir	3
7.	Labuhan Batu	11
8.	sharpen	13
9.	Simalungun	5
10.	Dairi	6
11.	Karo	7
12.	Deli Serdang	19
13.	Langkat	13
14.	South Nias	7
15.	Humbang Hasundutan	6
16.	Mr. Bharat	2
17.	Samosir	2
18.	Serdang Bedagai	7
19.	Coal	12
20.	Old Field	6
21.	North Lawas	4
22.	South Batu Labuhan	8
23.	North Batu Labuhan	7
24.	North Nias	5
25.	West Nias	11
26.	Sibolga	0
27.	Tanjung Balai	5
28.	Pematang Siantar	4
29.	High cliff	4
30.	Field	3
31.	Binjai	6
32.	Padang Sidimpuan	10
33.	Mount Sitoli	5
Total (District/City)		239
Maternal Mortality Rate (Reported)		85

Source: District/City Health Profile 2016

Based on district/city health profile reports (Table 1), the number of maternal deaths in 2016 was reported to be 239 deaths. However, when converted, based on the profile of the Regency/City, the maternal mortality rate in North Sumatra is 85/100,000 live births. This figure is much different and is estimated to not reflect the actual maternal mortality rate in the population, especially when compared to the 2010 Population Census results. Based on this estimate, the maternal mortality rate has not actually decreased until 2016.

Based on data from the Batu Bara District Health Office in 2015 to 2017, the number of maternal deaths was 586.1. The data is obtained from the Batu Bara District Health Office report which is presented in Table 2 below:

Table 2. Maternal Mortality Rate of Batu Bara District Health Office 2015 to 2017

No.	Description	Unit	Year		
			2015	2016	2017
1.	Mother's Death	Soul	9	13	11
2.	Live Birth	Soul	9599	9564	9196
3.	Maternal Mortality Rate	Per 100,000 Kh	93.8	135.9	119.6

Source: Batu Bara District Health Office (2016)

II. Review of Literature

2.1 Role

Understanding the role according to Soerjono Soekanto, namely the role is a dynamic aspect of the position (status), if a person carries out his rights and obligations in accordance with his position, then he carries out a role (Soerjono, 2002). Role is a dynamic aspect of the position (status) owned by a person, while status is a set of rights and obligations that a person has if a person performs the rights and obligations according to his position, then he carries out a function. In essence, the role can also be formulated as a series of certain behaviors caused by a certain position. A person's personality also affects how that role should be carried out. The role played is essentially no difference, whether played or played by top-level leaders, middle and lower class will have the same role. Role is an action or behavior carried out by someone who occupies a position in social status.

2.2 Development Planning

Development is a process towards achieving state goals. Many factors involved in this development are interrelated with one another. Development cannot run spontaneously, but through a process called development planning, but it is the government that plays the most role, especially in the planning process. Development planning is a direction of using limited development resources to achieve the goals of a better socio-economic situation more effectively and efficiently (Listyianingsih, 2014: 92). Nitisastro (2014: 92) details what is included in development planning, that development planning basically takes place over a period of time so that the plans drawn up to achieve development goals are always a circle of processes that do not make decisions. Planning refers to the inseparable link between development needs and government administration.

Development must consider environmental preservation, or in other words maintain environmental balance. But development often results in damage to the city's ecosystems that have been well preserved. To maintain the balance of development with environmental sustainability. (Kholil, S, et al. 2019)

Planning is necessary because the development needs are greater than the available resources. With the planning, various development activities are formulated which efficiently and effectively can provide optimal results in utilizing the available resources and developing the available potential in development. Development planning affects and is affected by some and how many forms of intervention in an economy are deemed necessary to ensure the availability of goods and services. A development plan in terms of its scope can be divided into national, sectoral and spatial planning.

In terms of government level, development planning can be in the form of planning at the central and regional levels. Judging from the time dimension, development planning consists of long, medium and short term planning. A planning in terms of processes and mechanisms can be top down or bottom up planning, and can be a combination of the two mechanisms. Development planning is to make preparations in advance before development activities are carried out in accordance with predetermined targets (Listyaningsih, 2014: 93). In accordance with Law No. 25 of 2004, in order to encourage an integrated and efficient development process, basically the national development planning in Indonesia has five main objectives and functions.

1. Support coordination among development actors.
2. Ensure the creation of integration, synchronization, and synergy between regions, time and government functions, both central and regional.
3. Ensure linkages and consistency between planning, budgeting, implementation, and monitoring.
4. Optimizing community participation in development planning.
5. Ensure the achievement of efficient, effective and fair use of resources.

From the definition above, the researcher concludes that development planning is a consciously selected and carried out process to carry out various development activities in order to improve the welfare of a development.

2.3 Regional Development Planning

A development plan is the initial stage in the development process. As an initial stage, development planning will become the basic material or guideline for the implementation of development activities. Regional development planning can be seen based on the elements that make it up, as it is known that development planning is a system formed from planning, development, and regional elements. By looking at the divergence of each of these elements, then a convergence description is taken, which will form a complete understanding.

2.4. Regional Development Planning Agency (BAPPEDA)

The establishment of Bappeda of the Republic of Indonesia is stipulated by Decree of the President of the Republic of Indonesia No. 27 of 1980 concerning the Establishment of the RI Bappeda, in which Bappeda has two levels of position. The first is Bappeda level I (now Provincial Government) and Bappeda level II (now Regency/City Government). Bappeda is an abbreviation of the Regional Development Planning Agency which according to the Presidential Decree no. 27 of 1980, in Chapter I that this agency is a staff body which is directly under and responsible to the regional head. Where Bappeda acts as an assistant to the regional head in determining policies in the field of regional development planning.

To improve regional regulations, especially in the implementation of equitable regional development based on the principle of the widest possible autonomy, the Government also issued Law no. 25 of 2004 concerning the National Development Planning System, which Article 23 states as follows: "The Head of the Regional Apparatus Work Unit who is responsible for the implementation of the tasks and functions of development planning in the

Province, Regency, or City Region is the Head of the Regional Development Planning Agency who hereinafter referred to as the Head of Bappeda". Thus, Bappeda is the drafting agency for Regional Development Work Plans (RKPD) in the regions both in the long term, medium term and annual plans.

2.5. Public Policy

Thomas R. Dye (1981) Public policy is what the government neither does nor does. The understanding given by Thomas R. Dye has a very broad scope. In addition, the study only focuses on the state as the subject of study. Public policy is a rule made by the government and is part of a political decision to address various problems and issues that exist and develop in society. Public policy is also a decision made by the government to choose certain actions not to do something or to take certain actions. On another point of view, Hakim (2003) suggests that Public Policy Studies study government decisions in overcoming a problem of public concern. Some of the problems faced by the Government are partly caused by the failure of the bureaucracy in providing services and solving public problems. These failures are information failures, complex side effects, motivation failures, rentseeking, second best theory, implementation failures (Hakim, 2002).

Public policy can be seen from three levels, namely general policy (strategy), managerial policy, and operational technical policy. In addition, from a management point of view, the work process of public policy can be viewed as a series of activities that include:

- a. Policy making
- b. Implementation and control
- c. Policy evaluation

III. Research Methods

The data that the researcher uses in this study is a descriptive qualitative approach. It is called qualitative, because the nature of the data collected is qualitative in nature, not quantitative in nature which uses measuring tools that intend to understand the phenomenon of what is experienced by the research subject, for example behavior, perception, motivation, action and others holistically, and by way of description. in the form of words and language, in a special context that is natural and by utilizing various natural methods. (Muhadjir, 2002) Therefore, to get complete, in-depth data and give the right answer to the problem to be studied, qualitative research is used (Azwar, 2004). By using qualitative methods, data that is not observed and measured quantitatively can be found, such as values, mental attitudes, habits, beliefs and cultures held by a person or group in a certain environment. If viewed from the point of view of the ability or possibility of research to provide information or explanation, then this research includes descriptive research. Descriptive research is research that seeks to describe certain social units which include individuals, groups, institutions and society. (Sugiyono, 2005)

Location This research will be conducted in Batu Bara Regency. Meanwhile, the focus of the research is the Bappeda Office. Which is located at Jl. Besar Simpang Dolok Village, Limapuluh, Air Hitam, lima puluh district, Batu Bara Regency, North Sumatra 21255. The research period starts from April 2021 to May 2021.

IV. Result and Discussion

To find out the role of Bappeda in efforts to reduce the Maternal Mortality Rate (MMR) in Batu Bara Regency in 2016, the authors chose to use the 3 criteria proposed by Miftah Thoha (2012:21), namely interpersonal roles, roles related to information (informational role), the role of decision makers (decisional role).

4.1. Interpersonal Roles

An interpersonal role is a managerial role related to work related to other people and tasks that are ceremonial and symbolic. This is related to human resources. Various programs have been launched by the central and local governments for maternal and child health, including maternal and infant mortality. All programs are directed at the role of the midwife as the spearhead of reducing maternal mortality. A midwife is required to have good communication skills, be active and dynamic, so that they can be accepted by the community. The success of the program to reduce maternal mortality is determined by the expertise of a midwife in serving patients (Gemiharto & Erlanda, 2014). A midwife is someone who has attended and completed an education that has been recognized by the government and passed the exam in accordance with the requirements that have been applied and recorded (registered) and given a valid permit to practice (Nazrian, 2009). With regard to midwives, the following is a statement from Mr. dr. Deni Syahputra as the Secretary of the Coal Health Service as follows (5/4/2021. 11:19 WIB):

“Jumlah bidan dan perawat di Kabupaten Batu Bara sebanyak 441 orang. Di setiap Kelurahan/Desa sudah memiliki bidan desa masing-masing.. Di Puskesmas masing-masing Kelurahan/Desa sudah ada bidan desanya juga, cuma permasalahannya mereka ga semua tinggal di desa binaannya, terus kalau ngadaian posyandu selalu di pagi hari saja. Kalo di pagi hari itu warga banyak yang ga ada di rumah, banyak yang ngeladang, mereka punya hari untuk ngeladang, dan ada waktunya mereka libur. Nah seharusnya bidan itu ngikutin jadwal mereka biar dapat sasarannya. Soalnya kalo kita ga ngikutin kegiatan mereka ya ga akan dapat ibu-ibu hamil yang ke posyandu. Nah supaya bisa di terima sama masyarakat, kita harus tahu dulu, harus paham dulu kebiasaan mereka, jadi kalau bisa kita yang ngikutin kebiasaan mereka dulu, pendekatan dulu, jadi jam kerjanya jangan ngikutin jam kerja puskesmas..”

Based on the results of interviews from the Secretary of the Batu Bara District Health Office, information was obtained that the number of midwives in Batu Bara Regency was 441 people, each sub-district/village already had a midwife who was placed and lived in their respective assisted villages. Each puskesmas has assigned a midwife in their respective working areas. However, not all midwives live in their target villages. Puskesmas is a functional implementation unit that functions as a center for health development, fostering community participation in the health sector as well as a first-level service center that carries out comprehensive, integrated and sustainable activities in a community residing in a certain area. Services at the puskesmas include all levels of service, namely promotive, preventive, curative and rehabilitative. The realization of quality health center services cannot be separated from the role of human resources (HR) they have. Midwives are one of the health human resources in the puskesmas. The main task of the midwife is to foster community participation through the development of posyandu and group leaders. In addition to providing direct services at the posyandu, delivery assistance and receiving referrals for health problems for family members (Septo, Putrid and Kartika, 2015). The same thing was

also added by the Head of Bappeda Batu Bara Regency, namely Mr. Ir. Edward, MBA as follows: In addition to providing direct services at the posyandu, delivery assistance and receiving referrals for health problems for family members (Septo, Putrid and Kartika, 2015). The same thing was also added by the Head of Bappeda Batu Bara Regency, namely Mr. Ir. Edward, MBA as follows: In addition to providing direct services at the posyandu, delivery assistance and receiving referrals for health problems for family members (Septo, Putrid and Kartika, 2015). The same thing was also added by the Head of Bappeda Batu Bara Regency, namely Mr. Ir. Edward, MBA as follows:

“Tujuan kita dalam penempatan bidan adalah untuk meningkatkan mutu dan pemerataan jangkauan pelayanan kesehatan dalam menurunkan angka kematian ibu dan angka kelahiran yang didukung oleh meningkatnya kesadaran masyarakat untuk berperilaku hidup sehat. Tugas bidan itu sendiri tidaklah mudah, karena selain memiliki tujuan untuk meningkatkan derajat kesehatan masyarakat di wilayah binaannya, bidan juga harus bisa berbaur dan melakukan komunikasi yang baik dengan masyarakat di Desa binaannya. Maka dari itu selain kompetensi utama yang harus dimiliki oleh seorang bidan, komunikasi dan pemahaman terkait budaya setempat juga harus bisa di pahami oleh bidan yang bersangkutan. Sehingga agar tujuan utama berhasil maka di butuhkan strategi dalam memberikan pelayanan di desa..” (5/4/2021. 13:45 WIB)

In reducing the maternal mortality rate, it is necessary to involve several organizational institutions in its implementation, so that effective coordination is needed between related institutions in supporting the successful implementation (Subarsono, 2017). The relationship between organizations in health services in order to reduce maternal mortality in Batu Bara Regency is the delivery of information from policy makers to the head of the room, coordinating midwife and implementing midwife. This is in accordance with the statement of Subarsono (2012) that in implementing the implementer as a reality of the policy program it is necessary to create a good relationship between the relevant agencies, namely communication and coordination support.

4.2. Informational Roles

Informational roles include receiving, collecting and analyzing information. The government conveys policies, performance and other information to external parties. In the implementation of reducing maternal mortality in Batu Bara Regency, an emergency team was formed. The existence of this team is a form of solid teamwork and the division of tasks when handling patients to be more effective and efficient. In reducing maternal mortality, it is necessary to have coordination and cooperation between agencies for the success of a program. Communication and coordination is one of the veins of an organization so that programs can be realized according to goals and objectives (Subarsono, 2017). Successful goals often require the organization's procedural mechanisms.

The high maternal mortality rate can be illustrated that so far the program socialization and Pokja meetings have only been attended by representatives of midwives, so there are still many implementing midwives who have not participated. The implementing midwife knows about the program's policies in the development of health services and the referral system from the socialization delivered by the midwife. As stated by the Secretary of the Batu Bara District Health Office, Mr. dr. Deni Syahputra (6/4/2021. 10:21 WIB):

“Sejauh ini tim dari Dinas Kesehatan Kabupaten Batu Bara dan pihak terkait yaitu Puskesmas sudah melaksanakan supervisi. Dalam supervisi selalu memberikan saran yang di tunjukkan untuk perbaikan dari kinerja bidan dalam

melaksanakan semua program kesehatan ibu dan anak dan saran tersebut di tanggap dengan baik. Kondisi tersebut sesuai dengan komunikasi dan koordinasi yang kami lakukan karena menjadi salah satu urat nadi dari sebuah organisasi agar program-programnya dapat di realisasikan dengan tujuan serta sasarannya.”

Based on the results of interviews, it was found that in supporting this strategy Bappeda has mobilized all health workers who have special competencies, especially skills in handling emergency services to support performance in dealing with the main causes of maternal death. The health of mothers really needs facilities such as the availability of rooms, supporting equipment and medicines in accordance with the standard of completeness that has been stated in the clinical performance monitoring tool. Basically, efforts to reduce maternal mortality require very large funds or costs, the equipment and drugs needed must be in accordance with the standard of equipment and drugs. Completeness of tools and medicines is needed, especially in handling emergency cases. Completeness of tools and drugs greatly supports the performance of health workers in an effort to reduce maternal mortality. This is reinforced by the results of interviews with the Secretary of the Batu Bara District Health Office, namely Mr. dr. Deni Syahputra as follows:

“Beberapa tindakan kebidanan harusnya tidak hanya memerlukan keterampilan yang profesional saja dari bidannya, tetapi butuh adanya dukungan sarana dan prasarana pelengkap agar tindakan stabilisasi dapat teratasi. Selama perjalanan pun di harapkan kelengkapan alat-alat yang khusus tersedia di dalam ambulance dalam bentuk siap pakai, sehingga bidan dapat tetap melaksanakan tindakan sewaktu-waktu terjadi kondisi yang tidak terdeteksi sebelumnya.” (6/4/2021. 10:45 WIB)

Based on the results of the interview, it was found that the Batu Bara District Health Office needed the support of resources, both human resources and material resources. More or less women giving birth at this time have not been served in health facilities, so that the delivery process is felt to be unsafe and has a high risk of maternal death. This is caused by obstacles to access to health care facilities caused by difficult geographical conditions as well as social economic conditions and public education. Access to health services for pregnant women is one of the easiest ways to use health care facilities by individuals with the need for health services.

As stated by the Head of Bappeda, Mr. Ir. Edward, MBA when interviewed (8/4/2021. 10:05 WIB):

“Berbagai upaya sudah kami lakukan baik itu sejumlah dana sudah di gelontorkan, segenap potensi sudah di kerahkan juga, namun tetap saja target yang telah di tetapkan tidak kunjung tercapai. Ini kan sebenarnya masalah nasional yang memerlukan kajian ulang dan mendalam, untuk bagaimana mempelajari faktor-faktor apa saja yang menyebabkan angka kematian ibu tidak bisa di turunkan secara bermakna, sekaligus kita mencari peluang kekuatan apa saja yang ada di masyarakat yang bisa di manfaatkan untuk mempercepat proses penurunan angka kematian tersebut.”

This is reinforced by Mr. dr. Deni Syahputra as Secretary of the Batu Bara District Health Office (8/4/2021. 12:03 WIB):

“Di samping itu sistem mata pencaharian juga mempengaruhi kesehatan ibu dan bayi. Asupan gizi yang di konsumsi setiap hari oleh ibu hamil atau bayi,

tergantung kepada sumber pangan yang tersedia dan pola makan pada masyarakatnya.. Dengan adanya keterbatasan sumber pangan dan pola makan yang tidak bergizi, sering menjadi masalah laten yang mengancam ketika masa kehamilan yang di kenal dalam dunia medis sebagai kekurangan energi kronis (KEK). Pengaruh sistem mata pencaharian itu sendiri terhadap sumber pangan dan pola makan bayi juga akan berdampak kepada baik buruknya gizi bayi di kemudian hari.”

Still being strengthened by Mr. dr. Deni Syahputra as Secretary of the Coal Health Service(8/4/2021. 13:30 WIB):

“Beberapa penyebab tingginya kematian ibu di antaranya pendarahan dan hipertensi sedangkan penyebab kematian bayi BBLR/Prematuritas, Asfiksia dan Kelainan Kongenital.. Berbagai upaya sudah kami lakukan dengan bekerja sama Pemerintah Kabupaten Batu Bara untuk menyelamatkan ibu dan bayi baru lahir, tetapi penurunan angka kematian ibu memang masih belum menunjukkan hasil yang diharapkan.”

Mr. Swadi, SPd as the Head of Government Office of the Sub-district of Laut Tador, Batu Bara Regency also added: (8/4/2021. 14:15 WIB):

"It requires the active participation of various parties, both directly and indirectly related to health services. Which in this case is the Regency Government and regional apparatus and related stakeholders. Therefore, it is hoped that Bappeda can synergize regional apparatus in an effort to reduce this maternal mortality rate. In addition, it is better if the Puskesmas can be given a function or role.. So that it can be more in an effort to reduce maternal mortality.”

Based on the results of observations and interviews obtained during the research period, it is in accordance with the role of Bappeda in reducing maternal mortality, that the role of Bappeda in Batu Bara Regency in reducing maternal mortality from the Government, health workers, and the community is quite good. Bappeda has also mobilized all health workers who have special competencies, especially skills in handling emergency services in supporting performance to be able to deal with the main causes of maternal death. This is intended to increase the flow of information about family planning programs to the lower levels of society. From the interviews obtained, the role of Bappeda is to reduce maternal mortality in Batu Bara Regency by increasing the coverage and quality of maternal health services, namely by establishing partnerships between midwives, cadres and community leaders to monitor high risks. Other than that, as for home visits by health workers to pregnant women who are not present at posyandu activities in their area. In addition, requesting support for the implementation of health programs in each existing health center by conducting counseling activities at the posyandu, field visits, home visits, posyandu activities, and classes for pregnant women.

V. Conclusion

The role of the Bappeda of Batu Bara Regency in reducing maternal mortality from the government, health workers, and the community is quite good. The number of health workers in this case, namely midwives, has been widely spread in the Batu Bara Regency area. The village midwife service in Batu Bara Regency was also developed starting from the lifestyle of the village community which cannot be separated from environmental, cultural, economic and socio-cultural factors. Informational Roles (Informational Role) on the role Bappeda has mobilized all health workers who have special competencies, especially skills in handling emergency cases in dealing with the main causes of maternal death. The role of cadres in reducing maternal mortality in the community is very much needed. In terms of quality and quantity, the cadres involved should be able to meet the needs. The decision-making role (Decisional Role) is carried out by the Batu Bara Regency Bappeda with other sectors, namely the Office of Population Control, Family Planning, Women's Empowerment and Child Protection, Batu Bara Regency, Health Office, Kelurahan, Sub-district and cross-sectoral collaboration with other supporting agencies. Accelerating the decline in maternal mortality at the same time also plays a role in increasing maternal health status in the Batu Bara Regency area.

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