



Evaluation of Reproductive Health Policy Performance Safe Signs Program for Prospective Brides (Marriage Sign) in Gorontalo City

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ABSTRACT

This research aims to: (1). find out and analyze the performance evaluation of the reproductive health policy of the Tancap NIKAH Program in Gorontalo City; and, (2) to determine the factors that influence the performance of reproductive health policies for the Marriage Program in Gorontalo City. This research uses a qualitative-based research approach with a descriptive research type, using data collection techniques through observation, interviews, and documentation. In data analysis, qualitative-based data analysis techniques are used through data reduction, data presentation, and conclusion. The results of the research show that the performance evaluation of the Marriage Reproductive Health Program is not fully optimal, this is seen from the input aspect with the absence of technical instructions in program evaluation, from the process aspect shown by the absence of cross-program planning and structure documents, and from the output aspect shown by the unavailability of supporting data in program implementation. As for the performance of the Reproductive Health Policy, Marriage Program, there are six main factors 6 that influence the performance of policy evaluation, including policy size and objectives, resources, characteristics, attitudes, communication between organizations, and the socioeconomic environment.

Keywords: Evaluation; Reproductive Health Policy; Safe Signs Program;

1. Introduction

Is essentially an effort carried out by all components of the Indonesian nation that aims to increase awareness, willingness, and ability to live healthily, for everyone so that the level of public health can be realized as a development investment that is socially and economically productive, [1]. One of the policies of Health Development is by the mandate of Law Number 36 of 2009 concerning Health, namely efforts to improve maternal and child health [2]. The success of Health Development is largely determined by the continuity between program efforts and cross-sectoral roles as well as continuity with efforts that have been implemented in the previous period [3]. Efforts that have been made to improve maternal health services include improving health facilities and infrastructure in health service facilities, increasing human resources, and implementing program activities in all service units to the network of community health centers by involving community elements such as cadres and empowering family welfare [4]. Even though various efforts have been made, to date the reduction in maternal mortality and infant mortality, especially neonatal, has not produced the expected results. Maternal and child deaths affect the average target based on the 2021 IDHS results. The Infant Mortality Rate shows a decrease of 12 per 1000 live births, compared to 2017 which was 24 per 1000 live births (-3.93%) per year. Even the COVID-19 pandemic, maternal and infant mortality rates have also increased drastically [5]. The maternal mortality rate increased by 300 cases from 2019 to around 4,400 deaths in 2020. Meanwhile, infant mortality in 2019 was around 26,000 cases, increasing by almost 40% to 44,000 cases in 2020. Existing data states that the maternal mortality rate in Gorontalo Province is very high compared to the national target according to the Strategic Plan of the Ministry of Health of the Republic of Indonesia, namely 102/100,000 LH, and for Gorontalo City 179.3/ LH in 2017. And experienced an increase in 2021, namely 213/KLH.

The factors causing maternal death are very complex, including degenerative diseases, nutritional problems of pregnant women, and anemia [6], which are indirect causes and direct causes, namely bleeding as much as 29.5%, hypertension 11.4%, infection and abortion 2.3%. Apart from indirect and direct causes, there are also maternal deaths caused by other factors, such as coronary heart disease, asthma, tuberculosis, Ileus, hypokalemia, meningitis, and help syndrome. Based on the conditions above, bleeding is the most common cause of death (29.5 %) which occurs 1 week after giving birth. Likewise, hypertension in pregnant women (11.4 %) is caused by high blood pressure, protein in the urine, and organ damage due to seizures experienced. This has a greater potential to occur in underage pregnancies, where the physical condition is not yet mature during pregnancy. For this reason, it must be ensured that underage pregnant women are healthy and suitable for pregnancy. According to the 2017 Indonesian Demographic and Health Survey (SDKI), it shows that 10.5% of women aged 15-19 years are married. 7% of women under the age of 20 are mothers or are in their first pregnancy, where the risk of death in newborns is three times higher for mothers at this age (IDHS, 2017). From this picture, it is hoped that there will be a healthy new generation through increased safety when mothers give birth. Therefore, an initial condition is needed for women and men who are about to get married, who must

go through a comprehensive health examination process including promoted, preventive, and rehabilitative efforts. It is not that this does not exist, but the program interventions that have been carried out so far are more downstream, while what is needed is how to eliminate the factors that trigger reproductive health problems upstream.

This is in line with the policy of the Ministry of Health in Minister of Health Regulation number 21 of 2021 concerning the provision of health services during pre-pregnancy, childbirth, and post-natal periods, contraceptive services, and sexual health services, article 2 that regulates the provision of health services during pre-pregnancy, pregnancy, childbirth and the postnatal period, contraceptive services and sexual health services aim to reduce morbidity and mortality rates for mothers and newborns, one of which is preparing the reproductive health of teenagers, prospective brides and/or couples of childbearing age before pregnancy. Based on the government policy mentioned above and also as a form of implementation of the global commitment to sustainable development, Sustainable Development Goals (SDGs) [7] on the 3rd goal of health and welfare, a breakthrough was made by the Gorontalo City Government through the Gorontalo City Health Service, supported by regulations regarding public service innovation. Supporting regulations were made as a basis for implementing health service interventions in the Safe Mark for Prospective Marriage (TANCAP) for Marriage. Tancap Nikah is an idea for a cross-sectoral integration program between the regional government and the Ministry of Religion in the form of plenary services for prospective brides and grooms as an effort to improve the health status of mothers and children so that maternal and infant deaths do not occur due to health problems that occur during pregnancy and childbirth. This program is aimed at young adult women and men who are about to enter the gates of marriage so that they know their health status by undergoing health screening, getting reproductive health counseling, laboratory examinations, and getting an anti-tetanus (TT) injection, which will then get a certificate as proof of having undergone a complete medical examination.

The complete service provided is IEC Counseling using reproductive and sexual health checklists for prospective brides and grooms which contain information about; premarital preparation, gender equality in marriage, family planning, pregnancy and prevention of complications during pregnancy, childbirth and postpartum as well as sexual transmitted infections including transmission of HIV/AIDS from mother to child to information on early detection of cervical cancer. For health screening with hematology examinations to detect anemia, blood group, and rhesus examinations to determine rhesus compatibility in the mother and her future fetus to prevent anemia and abnormalities in the baby's internal organs, checking blood sugar levels as needed to prevent and treat early complications. By diabetes during pregnancy, other blood tests to detect sexually transmitted infections and hepatitis B virus infection as well as HIV testing and provision of Tetanus Toxoid immunization for prospective brides as well as treatment for those who are indicated to be sick. To be able to take part in this service, couples who are getting married and are already registered at the sub-district will receive a letter of introduction to the community health center (Puskesmas) to undergo health services after which they will be given a certificate of participation in the service by the Puskesmas. Muslim prospective brides and grooms will continue the service process at the KUA and non-Muslims will go to churches, priests, and monasteries to get a marriage recommendation, then it will be administratively processed by the Population and Civil Registry Service so that they can be registered under state law. It is hoped that after participating in this program, prospective brides and grooms can prepare themselves to live a healthy and productive family life, including planning a healthy pregnancy so that they can give birth to quality next generation. It is acknowledged that the implementation of the TANCAP NIKAH program, which has been implemented since 2017, has not made a significant and effective contribution to improving the level of reproductive health and helping to accelerate the reduction in Maternal and Infant Mortality Rates.

However in 2020, the Gorontalo City Marriage Program received an award from the central government, in this case, the Ministry of State Apparatus Empowerment and Bureaucratic Reform (KEMENPAN RB) in the Government Category Innovation Competition. The basis for this award is regulated in Minister of Finance Regulation number 167 of 2020, article 9, point 8, the provision of regional incentive funds based on groups of government public service categories consisting of, one of which is regional innovation, including the public service innovation category, because it was successfully included in the top 40 service innovations. public. The aim of providing regional incentive funds is to stimulate ideas and motivate every public service provider to continue to innovate. Innovation must be sustainable, improved, and perfected through regional incentive funds and can be used for the development and replication of innovation in the form of technology in innovation so that it can be used in other regions. However, what is mandated in the Minister of Finance regulation above does not indicate any significant changes, especially in the outcomes of program implementation. Ideally, policies and standard operating procedures that have been implemented by the relevant sectors can be improved so that the achievements or performance of the Marriage Program can be assessed after receiving stimulant funds from the central government. Visits by prospective brides and grooms to health centers to obtain services are still below the coverage of visits in 2022 of 1460 couples, and the types of services provided to prospective brides and grooms have not changed from previous years, screening for risk factors for HIV/AIDS, anemia, chronic lack of energy, and examination for hepatitis B. and data integration by related sectors not visible during the service visit mentioned above. This phenomenon shows that there are performance problems in the Marriage Safety Sign Program (TANCAP) in Gorontalo City which is implemented by 3 related sectors, namely the Health Service, the Office of Religious and Population Affairs, and the Civil Registry. Based on existing conditions, this research will determine the extent of the achievements or performance of this program in the city of Gorontalo through the Reproductive Health Policy Performance Evaluation of the Prospective Bride and Groom Safe Sign Program (TANCAP NIKAH).

2. Methods

The research method is the method or path taken in connection with the research carried out, which has systematic steps [8]. The type and research design used in this research is qualitative descriptive research. [9] stated that the qualitative research method is a research method used to examine the condition of natural objects, where the researcher is the key instrument, data collection techniques are carried out in a triangulated (combined) manner, data analysis is inductive, and the results of qualitative research place more emphasis on meaning rather than generalization. This research uses descriptive qualitative research methods, namely the data concluded in the form of words, images, not numbers. Qualitative research is a research procedure that produces

descriptive data in the form of written or spoken words from people and observed behavior. Qualitative research is a type of research that specifically provides techniques for obtaining answers or in-depth information about someone's opinion or answer. This research will be conducted from September 2023 to November 2023 with the research location being the Gorontalo City Health Service. In this research, the type of data used by researchers is primary data, which is obtained directly from informants at the research location through interviews and direct observation of people who have authority and who understand the matter to be researched. Secondary data is a data source that does not directly provide data to data collectors, for example through other people or documents [10]. In this research, secondary data is in the form of supporting scientific journals, as well as supporting data obtained from the Gorontalo City Health Service, which is the research site. There are data collection techniques in qualitative research, which are based on primary data sources, namely data obtained or collected directly in the field or research location.

3. Results

Evaluation of the Performance of the Reproductive Health Policy for the Tancap NIKAH Program in Gorontalo City

Evaluation of the Performance of Reproductive Health Policy in the TANCAP NIKAH Program which has been implemented by the Gorontalo City Government in terms of Input, Process, and Output.

Inputs

The input referred to in this research is how the policies and regulations in the multi-sectoral implementation of TANCAP NIKAH are implemented. It can be concluded that the policy guided in the implementation of the Marriage program in the three implementing sectors is mayor's regulation no. 25 of 2017, which regulates implementation according to the duties and authority of each implementer, and there is nothing in the article that regulates evaluation of program implementation, so The Gorontalo City Regional Government, in this case the organization and management department, did not prepare implementation assessment instruments in the three implementing institutions.

Process

The process referred to in this research is the sustainability of the TANCAP NIKAH program. Based on information from the informants above, it can be concluded that the input component has not yet received the planning documents for the Marriage program implemented by the program implementer at the Health Service in the public health sector, maternal and child health section. Even in implementation at the service level, there is no cross-program structure responsible for this program. What already exists and is clear and documented is the flow and main tasks and cross-functions of program implementers at Gorontalo City health centers. Likewise, for other sectors as implementers, no data/reports related to the Tancap Marriage program were found, so it was not visible in the documentation of the program synergy which was the aim from the start of this program.

Outputs

The output referred to in this research is maximizing output or achieving results and suitability of the TANCAP NIKAH policy program. The output is that the Marriage Program which has been implemented so far has not been integrated optimally because the findings obtained during the research showed that there was no data available to support the implementation of the program, and data connections between implementers were not visible. So it is important in the future to review and improve the system that has been implemented so far so that the main goal of the public service innovation Tancap Nikah program can be achieved.

Factors Influencing Performance Evaluation of Reproductive Health Policies in the TANCAP NIKAH Program

In research, the factors that influence the Evaluation of Reproductive Health Policy Performance in the TANCAP NIKAH program are the size and objectives of the policy, resources, characteristics, communication attitudes between organizations, and implementation.

Objective from policy

Since 2017 there have been service guidelines created by the regional government for health services for prospective brides and grooms. Policy measures and objectives have been formulated clearly and have little influence. Although size And objective policy are crucial, Because must formulated in a way clear. However, in practice, this is not the case too big an influence. This is due to the size And objective policy Already formulated by the Government Center through the Ministry of Health Republic of Indonesia. Based on several statements from these informants, it can be concluded that policy measures and objectives are an assessment of the performance of policy implementation so that the level of success can be measured. That with the availability of guidelines for implementing the Marriage Program in Mayor Regulation No. 25 of 2017, the program policy objectives are on the needs of the target, in this case, the prospective bride and groom.

Resource

The ability to utilize existing resources is the key to the success of the policy implementation process, which consists of human resources, financial resources and time resources. Based on the findings, human resources are not a significant problem, in contrast to financial resources, where the budget for the Tancap Marriage program is barely allocated to either the Health Service or the Community Health Center (Puskesmas). Based on information from the informants above, it can be concluded that resources are everything, both tangible and intangible, which is a medium for achieving results. Resources in the policy implementation process consist of human resources, financial resources, and time resources. Human resources involved in cross-

sectoral strategies to improve the health of prospective brides and grooms include religious affairs office officers, population and civil registration officers, and health officers consisting of midwives, laboratory officers, and nutrition officers. Financial resources that support cross-sectoral strategies in efforts to improve the health of prospective brides and grooms come from regional governments with allocations given in one year of approximately 1 to 2 percent of the total budget available in one technical regional work apparatus. From the health department itself, activities carried out according to the existing budget are in the form of cross-sectoral evaluations.

Implementing Characteristics

A policy will be implemented in a way maximum if the characteristics of policy the suitable to the characteristics of the implementing organization. Based on the research results the para executor of the TANCAP MARRIAGE program is characterized by And strong desire to help improve women's reproductive health. So in research, you can conclude that the characteristics of the implementer were very Good. The characteristics executor is Also influential in the successful implementation program TANCAP MARRIAGE in Gorontalo City. However, support from the party authorized on Still not enough. There should be rewards for health workers who are committed to efforts to improve the health of women, especially those who are about to get married. Based on several statements from the informants above, it can be concluded that the characteristics of implementing agents include formal and informal organizations that will be involved in implementing public policy. Health efforts for prospective brides in Gorontalo City are implemented through marriage guidance and health services at community health centers in an integrated manner so that they involve several units that are interconnected with each other.

Attitude

The tendency of health workers to reject or support policies is one of the determining factors in the success of implementing a policy. Based on the research results, it is known that the attitude of health workers supports program policies. Based on several statements from the informants above, it can be concluded that the attitude or tendency of the implementers is the attitude of acceptance or rejection of the implementing officers which will influence the success or failure of the performance of implementing public policy. All officers involved in health services for prospective brides and grooms have a strong commitment to providing services. best for the prospective bride and groom by increasing empathy, improving good communication skills, trying to create a safe and comfortable atmosphere, and not discriminating and upholding the secrets of the target's health.

Inter-organizational communication

Coordination Which Good between each implementer can also make implementation work well remember some policies do not only depend on One executor. Based on the results study is known that communication between perpetrators bad policy. Communication between the organization And activity executor is a matter Which very influential. In Gorontalo City found distorted communication between technical implementers with policy implementers. This is because commitment from power health level lower No gave support. Should the government area through Service Health give support for cadre health and committed health workers in improving reproductive health in premarital services. Based on several statements from the informants above, it can be concluded that communication between organizations and implementing activities is a key mechanism in implementing public policy. The better the coordination of communication between the parties involved in an implementation process, the assumption is that errors will be very small to occur and vice versa. The existing conditions show that the implementers of the marriage program are still lacking in communication and coordination in the integration of programs that have been implemented so far. So each implementer only has internal data, not data that is integrated between one implementer and another.

Economic, Social, and Political Environment

Implementation policy can walk well if condition environment external like condition economic, social, And political Also conducive. Is known that The environment in Gorontalo City is very supportive of exists program STEP ON MARRIAGE. This is because the public wants to participate in improving the level of women's reproductive health so that results can be obtained from reducing morbidity and mortality in mothers and babies. The economic, social, and political environment is adequate and influential in the implementation TANCAP MARRIAGE program at Gorontalo city. Economic, social, and environmental political Enough support success program This. Besides, There is support from the public And power health level bottom, support from the party SKPD related still feels lacking. Besides That communication between executor policies is less harmonious, so there are many distortions internal Which hinder the performance of this program. Based on several statements from the informants above, it can be concluded that the environment, economy, society, and politics are the roles of the external environment in encouraging the success of public policies that have been established. Cross-sectoral support as an implementer is guided by the policies that have been made by the government so that the target recipients of services do not experience significant obstacles even though some targets cannot receive screening related to financing, because there are types of health examinations that are not supported by the Social Security Administering Agency.

3. Discussion

Tancap Nikah is an idea for a cross-sector integration program between the Regional Government of Gorontalo City and the Regional Office of the Ministry of Religion of Gorontalo Province in the form of providing plenary services for prospective brides and grooms (Catin) as an effort to improve the health status of mothers and children by reducing the Maternal Mortality Rate (MMR) and Infant Mortality Rate. (IMR). This program is aimed at women and men of young adult age/Catin who will enter the marriage gate which is held at the Community Health Center (PKM) in Gorontalo City and will receive a healthy marriage certificate. Evaluation of the Performance of Reproductive Health Policy in the TANCAP MARRIAGE Program which has been implemented by the Gorontalo City Government in this research seen from the Input, Process, and Output that this Tancap Marriage Program

is included in the top 45 regional innovations and is included at the national level. The organization and management have been ordered to provide evaluation assistance, guidance, and direction on the TANCAP NIKAH program since 2021 and has been included in the regional medium-term development plan program and is still running according to the regulatory mechanisms that have been set and the TANCAP NIKAH program is not a standard carried out in religious affairs office, while this is an agreement between the Gorontalo City Government and the Ministry of Religion. Meanwhile, the Regional Development Planning Agency does not oversee the regional incentive budget allocation for the development of TANCAP NIKAH services. However, at the Community Health Center, the TANCAP NIKAH program is still based on standard operating procedures that have been created and every couple who has participated in the TANCAP NIKAH service is given a TANCAP NIKAH certificate and 3 months before getting married, the prospective bride and groom have started to be escorted, their health monitored so that when they get married, their health condition is safe. The Gorontalo City Health Service's final budget for the TANCAP NIKAH evaluation activity was carried out in 2022 and for 2023 no evaluation was carried out and it was not a priority program. Furthermore, the TANCAP MARRIAGE program has been implemented by the Population and Civil Registry Department, but there are no regulations for the marriage TANCAP program. From the explanation above, it can be seen that the TANCAP NIKAH program did not carry out a systematic assessment to see the extent of the effectiveness and efficiency of the program.

4. Conclusion

Based on the results and research and discussion of research, it can be concluded that the performance of the Tancap Marriage Program has succeeded in achieving its goals, which can be seen from the screening achievements of prospective brides, where the number of high-risk factors is small so that they can become pregnant after marriage. Health services for prospective brides and grooms aim to prepare the health of the bride and groom for pregnancy, childbirth, and preparation for contraception. All program technical implementers serve wholeheartedly without discriminating against the background of the prospective bride and groom. Communication between organizations is mainly carried out through SOPs for services for prospective brides and grooms and support from the environment, economy, society, and politics in the form of cross-sectoral support from KUA and DUKCAPIL. The Gorontalo City area is not a conflict area, so it does not affect the stability of services for prospective brides and grooms. The results of research carried out by the author regarding the Performance Evaluation of the Reproductive Health Policy for the Marriage Program in Gorontalo City in 2023 where the Performance is a description of the level achievement of the implementation of an activity or program in realizing the target, objective, mission And vision organization Which stated in formulation scheme strategic something organization. Meanwhile, according to Kane and Johnson performance is a description of the level of achievement implementation something activity or organizational programs or policies in realizing strategic goals set by the organization, satisfaction customers, and their contribution to development community economy [11]. These two opinions are supported by Gibson's which states that performance is the level of success in achieving the set goals [12]. Limitation This implies that the performance is stated as Good And successful If the objective promised can achieved with Good. This research has been studied scientifically, however it must be acknowledged that this research still has limitations. Evaluation of Reproductive Health Policy Performance in the TANCAP NIKAH program which has been implemented by the Gorontalo City Government is measured based on input, process, and output. There are still several important factors that are open to further study and analysis. Factors that influence the Evaluation of Reproductive Health Policy Performance in the TANCAP NIKAH program. There are still many opinions or views from other experts that can be used as references regarding the factors that determine the effectiveness of a program. Researchers realize that the knowledge and resources available in this research are still limited in answering the problems studied. The limitation of research using the interview method, is where the answers given by informants sometimes do not show the actual situation.

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