

Analysis of the Implementation of the Policy of the Minister of Health Regulation Number 15 of 2013 Concerning Provision of Lactation Room Facilities and Childcare Centers at the Government Office of Maros Regency

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ABSTRACT

The problem of breastfeeding is one of the health issues in the world. Low consumption of breast milk for babies, one of the causes is environmental factors that are not yet conducive in supporting mothers to be able to provide exclusive breastfeeding while working in office and the incessant promotion of formula milk.

However, it is different in Maros Regency which prohibits the promotion of formula milk in health service units. Maros Regency has a strong commitment to make the district child-friendly. This is proved by the existence of lactation rooms, polyclinics, and childcare centers equipped with children's play areas provided for services users. The services are intended for employees who have toddlers so that they can breastfeed their children and to keep close to their children so that they can carry out their duties properly as public workers without sacrificing domestic duties (housewives).

The existence of these facilities is considered to be very effective and efficient and its benefits are greatly perceived not only for users but also have an impact on improving performance. This program of the Maros Regency Government is very much in accordance with the Policy of the Minister of Health Regulation Number 15 of 2013 concerning Provision of Lactation Room Facilities.

Key Words: Policy, mothers, work, Lactation Room

INTRODUCTION

The problem of breastfeeding is one of the health issues in the world, the low consumption of breast milk for babies, one of the causes is environmental factors that are not yet conducive to supporting mothers to be able to provide exclusive breastfeeding. Especially in the modern era today, many women of productive age are

working, so that support from Institutions/companies are very necessary for successful breastfeeding. The results of Weber's research (2011) concluded that in Australia, company support for their employees in carrying out lactation is perceived to be very little (13%), most employees (92%) do not get information

from company managers about breastfeeding options after work. Meanwhile, Tsai Su-Ying's study (2012) concluded that to encourage and increase lactation, the workplace must establish the provision of breastfeeding spaces and maintain a comfortable and clean environment. Leaders of institution/company must provide encouragement and support for working mothers to continue breastfeeding after returning to work, one of their efforts by providing lactation room facilities and giving them the opportunity at certain times to breastfeed their children or express breast milk.

Many working mothers make breastfeeding an obstacle to giving exclusive breast milk to their children. Even though the process of breastfeeding should be a natural and natural thing that must be fulfilled if there are no significant obstacles (such as illness). However, female employees at the Maros Regency government office who really care and understand the needs of a mother and care for children. This is proved by the availability of lactation room facilities, childcare centers and polyclinics. The lactation room is a space that functions as a means for mothers to carry out activities related to breastfeeding, ranging from milk drawing, breastfeeding, to storing the breast milk. Procurement of lactation rooms is something that must be done by agencies, companies, and public facility administrators. This research refers to the Minister of Health Regulation Number 15 of 2013.

Method

This research uses a qualitative method. Qualitative research method is a procedure

that uses narrative data. This qualitative research method is mainly used to obtain rich data, in-depth information about issues or problems to be solved using focus groups, in-depth interviews and observations, and to participate in collecting data (Steven Dukeshire & Jennifer Thurlow, 2002).

Qualitative research can be defined as a study that uses many methods. Qualitative research systematically collects data, organizes data, and interprets textual information including videos and images, and uses an inductive approach in uncovering phenomena that are difficult to quantify (Young & Hren, 2008). Indicators that are then used as references by researchers in conducting this research are operational definition which is a reduced form of the theoretical framework.

This type of research uses descriptive analysis by focusing on the evaluation of lactation room facilities in the Maros Government office, which has a lactation room equipped with a polyclinic and childcare. This research was carried out at the Maros Government office as the center of various agencies, and in several service offices also facilitated lactation rooms and a play ground (children's playground). This study evaluates the lactation room facilities provided for workers who breastfeed and the lactation room provided specifically for customers who visit service offices such as the Office of Civil Registry Service, the Office of Labor, and the Office of Investment and One Stop Services, with a combination of documentation study methods, observation, interviews and questionnaires.

Based on several things contained in problem identification, this study will only

highlight how much influence the availability of lactation room facilities has on female employees who have used the facility, how to evaluate the policy of providing lactation room facilities at the Maros Regency Government Office and how often the space facilities the lactation is used.

Problem Identification

Based on the background of the problem above, problems can be identified as follows:

1. The extent to which a policy is truly valuable or not (in terms of provision of lactation space, indicators on efficiency values)
2. The effectiveness of this policy in solving the problem
3. The evaluation of the policy in providing lactation room facilities at the Maros Regency Government Office
4. The impact of Covid 19 on the use of lactation room facilities, TPA and Poloclinics

Based on several things contained in problem identification, this study will only highlight the current condition of the lactation room and how often it is used for female employees who have children, the benefits of lactation room facilities on work comfort for employees, and the impact of Covid 19 on facility users. This research will refer to data analysis, interviews, and observations for female employees who have children under five years old who have been and are currently using these facilities at the Maros Regency Government Office.

This research will be conducted using qualitative methods that refer to data analysis, interviews and deeper observations regarding the use of lactation room facilities and their impact on work comfort, especially female employees who have toddlers and for customers who visit the service offices at the Maros Regency Government Office.

Data Analysis Technique

The data analysis technique used is in the form of textual analysis from the results of questionnaires filled out by staff, the results of interviews with leaders, employees and managers of Polyclinics and childcare center at Maros Regency government agencies which have a lactation room, lactation room conditions, and their impact on improving the performance and condition of these facilities during COVID-19 pandemic, field notes and informant interviews, which begin with a hypothesis after the process of taking field data is still open and collecting data directly in the field.

Redefining hypotheses and excluding deviant findings in facilitating the analysis process of 'grounded' data and information. The purpose of making an operational definition is to provide constraints for researchers so that it makes it easier to analyze data and to answer research problems. In this study there are 2 variables, firstly program evaluation which will refer to the evaluation theory according to Dunn, while for the second variable of lactation room procurement, it will refer to the Regulation of Permenkes 15 of 2013. The indicators are as follows:

Operasional Definitions

NO	VARIABEL	INDICATOR
1.	Effectiveness	<p>1. Availability of lactation rooms, childcare centers and central polyclinics that are used by employees who play a dual role</p> <p>2. There are visitors who use the nursing room and children's play area at the Service Office</p>
2.	Efficiency	<p>1. There are parties who are responsible for managing the lactation room (for the central lactation room)</p> <p>2. There are experts who can provide counseling about breastfeeding (for the central office)</p> <p>3. Lactation room operating hours are the same as employee working hours</p> <p>4. Lactation room, childcare, and Poloclinic facilities which are intended for temporary employees at the service office are only equipped with lactation rooms and children's play areas</p>
3.	Adequacy	<p>1. Minimum sized space of 3x4M2</p> <p>2. The nursing room has adequate ventilation, doors that can be opened and closed and lighting is not dazzling</p> <p>3. Minimum infrastructure, namely chairs, tables, sinks, hand soap and tissue</p> <p>4. There is additional equipment to support the lactation room, namely refrigerators, cooling gels, cooler boxes and sterilizers</p> <p>5. All the inventory in the lactation room is functional</p>
4.	Equality	The lactation room is in a place that is easily accessible by employees

		and customers or is located in the middle or center of activity. There are instructions that indicate the presence of a lactation room so that it is easy to find
5	Responsiveness	There is an effort by the manager to respond to public complaints
	Usefulness	Employees and customers feel comfortable and safe when using the lactation room

Results and Discussion

The area of Maros regency is 1619.11 KM2 which consists of 14 (fourteen) sub-districts that oversee 103 villages / kelurahan, Maros Regency is an area that is directly adjacent to Makassar City, the capital of South Sulawesi province with a distance of the two cities around 30 km and at the same time integrated in development of the Mamminasata Metropolitan Area. In its position, Maros Regency plays an important role in the development of Makassar City because as a crossing area which is also the gateway to the northern part of the Mamminasata Area which itself provides a very large opportunity for development in Maros Regency with an area of 1,619.12 km2 and is divided into 14 sub-districts . Maros Regency is administratively bordered by:

- In the north, it is bordered by Pangkep Regency
- In the east, it is bordered by Gowa and Bone Regencies
- In the south, it is bordered by Gowa Regency and Makassar City
- To the west is bordered by the Makassar Strait.

Likewise, the largest air transportation facility in eastern Indonesia is in Maros Regency so that this Regency is a place for people to enter and exit from and to South Sulawesi. Of course this condition is very beneficial for the economy of Maros.

General Description of Civil Servants of Maros Regency

Based on the Maros Regency Regional Regulation, the Regional Work Units within the scope of the Maros Regency Government consist of the Regional Secretariat, the Regional People's Representative Council Secretariat, the Republic of Indonesia Employee Corps Secretariat, the General Election Commissions Secretariat, 7 Agencies, 15 Services/Department, Inspectorates, 1 Salewangan Regional Public Hospital, 4 Offices, 14 Districts, 23 Kelurahan, 15 Technical implementation Unit of Health Offices, 15 Service Technical Implementing Unit of Education Offices with the following details:

- (1) Regional Secretariat;
- (2) Regional People's Representative Council;
- (3) Republic of Indonesia Employee Corps Secretariat;

(4) General Election Commissions Secretariat;

(5) Regional Inspectorate;

(6) Institutions, including: Regional Civil Service Agency and Regional Education and Training, Regional Population and Family Planning Agency, National and Political Unity Agency, Environment, Hygiene and Planting Agency, Food Security and Extension Implementing Agency, Community Empowerment Agency, Village Administration, Regional Disaster Management Agency;

(7) Services, including: Culture and Tourism Service, Forestry and Plantation Service, Health Service, Cooperative, Industry and Trade Service, Public Works Service, Youth Sports and Arts Service, Civil Registration and Population Administration Service, Regional Revenue Service, Education Office, Transportation Service, Department of Fisheries,

Number of Employees by Gender

Number of Civil Servant based on Gender

	Gender	Number
1	Male	3.446
2	Female	4.281
	Total	7.727

Source: Source: Regional Civil Service Agency and Education and Training for Maros Regency in December 2015

The table above shows that female civil servants are dominated by 4,281 people or 55.40%, while men are 3,446 people or 44.60% of the total civil servants, with the largest number of employees working in the capital city of Maros Regency. Seeing this table, the number of female employees is more than the number of male employees.

The large number of female employees who work at the Maros

Maritime Affairs and Animal Husbandry, Mining and Energy Service, Agriculture Service, Social Service, Manpower and Transmigration Service, Spatial Planning and Housing Office of the Salewangan Regional Public Hospital;

(8) Offices, including: One Stop Services and Investment Office, Library and Archives Office, Communication and Information Office, Civil Service Unit Office and Community Protection

(9) Districts, Kelurahan, Technical Implementation Units of the Health Service Offices and Branches of the National Education spread throughout Maros Regency as well as the Bantimurung Learning Activity Center.

The number of Maros Regency Government Civil Servants based on data up to December 2015 was 7,019 people

Regency Government office does not dampen the morale of work, especially for woman who are mothers or who have dual roles because the leaders or policy makers in their work environment really care about gender so we do not see any differences in the performance of men or women. The double garden experienced by this female employee no longer feels heavy because in their work environment there are very supportive facilities, namely

the availability of polyclinic facilities, lactation rooms, and childcare located on the ground floor of the Regent's Office.

Gender is the difference seen between men and women based on their values (Marmawi, 2009). The value here relates to the role actualized in society. For example, women usually become wives and housewives, while men work outside to earn a living. Meanwhile, gender equality and justice is a condition in which the portion and social cycle of women and men are equal, balanced and harmonious. This condition can be realized if there is fair treatment between women and men. The application of gender equality and justice must pay attention to contextual and situational problems, not based on systematic calculations and not universal. Forms of gender injustice (Simatauw et al. 2001) are economic marginalization, subordination, overload, negative labels (stereotypes), and violence.

Policy analysis is an important process in a policy, evaluation is a series of activities that can assess whether a policy is successful or not. Policy evaluation is a policy appraisal process that is carried out after the policy implementation process runs. The evaluation stage is not only a form of assessment of a policy, this stage is also expected to provide information and provide input for further policy implementation. Given the low rate of exclusive breastfeeding in Indonesia and the high rate of infant mortality, one of which is caused by low nutrition, the Indonesian government through Government Regulation No. 33 of 2012 on exclusive breastfeeding mandates all circles. To support the creation of a

conducive atmosphere for mothers to carry out exclusive breastfeeding activities, among these policies are requiring managers of public facilities and offices to create special rooms for lactation or breastfeeding which are specifically regulated in Permenkes No. 15 of 2013. One of the regions that has regional regulations related to exclusive breastfeeding, especially the provision of lactation space at the Maros Regency Government office, where in MAROS REGENT REGULATION NUMBER: 63 OF 2015 CONCERNING REGULATIONS FOR IMPLEMENTING REGIONAL REGULATIONS OF MAROS DISTRICT NUMBER: 16 OF 2012 CONCERNING THE HEALTH OF MOTHER, NEW BIRTH AND CHILDREN, in article 1 paragraph 16 Exclusive breast milk, hereinafter referred to as exclusive breastfeeding, is breast milk given to children aged zero days up to six months without providing other food and drinks.

The large number of women who choose to work in the Maros district government office has opened the eyes of policy makers by providing the much needed facilities, namely polyclinics, lactation rooms and child care centers.

In assessing the effectiveness of the provision of lactation space at the Maros Regency Government office, several indicators are as follows: 1. Availability of lactation rooms at the Regent's office and Service Offices under the auspices of the Maros Regency Government. Lactation room facilities, which are quite large in size and meet the standards of space specifications.

According to the information section of the polyclinic manager who was also given a mandate, in addition to being a medical officer who initially served at the Turikale Community Health Center which is now seconded to the Polyclinic of the Maros Regency Government, he is also responsible for the lactation room facility which is located in the same room as the polyclinic but there is a separate room for breastfeeding / expressing/storing breastmilk which is also a bed where the mother used to put her baby to sleep after breastfeeding. According to him, there are employees who put their children aged 3 months to 4 years in the childcare.

The existence of a lactation room in the service office is to provide comfort to customers who often come to bring their children, while in the service unit there is no guarantee that the file processing can be completed quickly, being in a long queue makes you feel hungry, thirsty bored with children. This is what makes the Head of the Maros Regency government responsive in seeing this phenomenon by providing a standard lactation room with only chairs for breastfeeding and a play ground as well as an honest canteen to create a sense of security and comfort for customers.

Based on the observations, there was 1 complete large lactation room, which was equipped with a polyclinic and child care center that had met the specifications for the lactation room. The lactation room has been existing since 2016 which is specifically designated for employees of the Maros government. Nevertheless, in fact, there are also parents who are not the employees of the Maros government put their children there

because their office or workplace is around the government office.

In the Maros Regency Government Office which includes the Regent's Office, and several service offices, there are lactation room facilities. However, the existence of the lactation room in the Regent's office is somewhat different from the lactation room in the service office, such as the Civil Registry Service and the One-Stop Investment Service.

At the Office of the Regent of Maros Regency, the Lactation Room is located on the ground floor which is attached to the Polyclinic, which is approximately 5x10 m in size which is divided into 2 parts, the lactation room which is equipped with chairs, beds, toilets, pending closets and pumps. The existence of medical officers who are seconded from the Health Center of Turikale District who are also polyclinic officers is one of the supporting factors for the success of breastfeeding activity because the employees can ask questions or share about health for both the mother and the baby.

The government of Maros dose not only provide the polyclinics and lactation rooms, but also a daycare for children, which initially was managed by the Family Welfare Empowerment Team, then managed directly by the Office of Women's Empowerment and Child Protection. As the number of children in daycare increasing, its function is no longer just a place to keep children, but is currently changing its function to Early Childhood Education Center. With this transition, the control and budgeting, which was originally under the auspices of the Women's Empowerment and Child

Protection office, has automatically shifted to the Education Office with teaching staff as well as carers for the children, which number is approximately 60 people with the age of five.

However, for now, during the Covid 19 pandemic the conditions of the facility were not as busy as the days before the pandemic. The lactation room and child care center, with a total of approximately 60 children under five who use the daycare as a place for them to study, play, and socialize under their parents' observation, are currently not being used considering the policy to stay at home and parental anxiety of the transmission of the Covid-19 virus infected their child. The same case also occur in the lactation room where there are almost no employees expressing/storing their milk, but they prefer to borrow a breastmilk pump that is prepared by the polyclinic manager to take home.

Head of Women Empowerment and Child Protection of Maros said that the Polyclinic, lactation room, and childcare facilities in the Regent's Office for managers and all equipment in the form of breastfeeding pumps, medicines, rags, tissue, soap and powder for children are entirely funded by the Government. Maros District does not charge the employees, except for personal expenses, for example, employees requesting child caregivers to buy supplies or drinks.

Through direct interviews with employees and the results of questionnaires that researchers distribute, almost all employees, both leaders and employees, feel very helped by these facilities because the dual roles they

experience sometimes create psychological burdens when there is a conflict between choosing to take care of children (domestic tasks) and completing office work (office tasks). However, adequate facilities like this allow them to be close to their children and monitor their children's activities at any time. Except during child breaks, it is not allowed to disturb the child's rest, and after office hours the child's condition is neat and clean.

The availability of polyclinic facilities is also very helpful for female employees who play dual role, where when their children or mothers experience illness they still do activities to the office because they can seek treatment at the office and can at any time when they feel unwell they can directly consult polyclinic officers even though the facilities equipment is not as complete as a hospital but it is very helpful for employees. The benefits of these facilities have a huge impact on their performance.

The large number of women who choose to work in the Maros District government office has opened the eyes of policy makers by providing much needed facilities such as lactation rooms, which are equipped with polyclinics and day care centers, which are mostly not owned by offices / agencies in Indonesia in particular. In South Sulawesi Province, this is what has brought Maros Regency an award as a child-friendly city. Maros Regent, HM Hatta Rahman admitted that in the future, Maros Regency has a strong commitment to make Maros Regency a child-friendly district."

The existence of facilities Lactation rooms, polyclinics and daycare located in this office complex are often visited by

various agencies that want comparative studies because it is very rare for local government offices to have childcare and even lactation rooms for mothers with children. He is curious about daycare which is made for employees who have children under five. This proves the government's concern for the needs of employees who work without having to leave their responsibilities as a mother.

Not only domestic visits, on 5 September 2018, the Australian Deputy Ambassador to Indonesia, Mr. Allster Cox, was accompanied by Mrs. Rebecca Davitt as Unit Manager for Gender Inclusion and Strategy at the Australian embassy also came to visit our facilities. Besides visiting the childcare, the deputy ambassador also saw the lactation room and the health clinic which are also in the Regent's office complex. According to him, what the Maros district government has done shows the attention to care and health sector, not only for employees but also for children whose parents do not work in the government office.

Conclusion

Maros Regency is one of the districts that already has a policy of exclusive breastfeeding based on research results. The research focuses on analyzing the policy of providing lactation space at the Maros government office. This government office is the only institution that has a lactation room equipped with a polyclinic and medical personnel in collaboration with the Turikale Community Health Center which makes it easy at any time for health consultations, both regarding breastfeeding and fulfilling children's nutrition. This place serves as a

place for treatment for sick employees as well as a daycare for employees. Meanwhile, the lactation room and children's play area are designated for service users, especially parents who bring their children when taking care of something at the Service Office (Health Service, Civil Registry Service, and Investment Service).

Based on the results of the study, researchers for the first time found a lactation room facility in accordance with the Minister of Health Regulation (Permenkes) Number 15 of 2013 which regulates the procedures for providing lactation space. The researcher also saw that this agency really cares about women and children. This is evidenced by the commitment of the Regent of Maros, HM Hatta Rahman, to make Maros Regency a child-friendly district.

The availability of polyclinic facilities is also very helpful for female employees who play dual role, in which when their children or mothers experience illness they still do activities to the office because they can seek treatment at the office and can at any time when they feel unwell they can directly consult polyclinic officers even though the facilities equipment is not as complete as a hospital but it is very helpful for employees who they feel the benefits of these facilities have a huge impact on their performance.

The Covid 19 pandemic limits researchers from seeing and direct interviews with informants (employees who are breastfeeding or expressing/storing breast milk) because they no longer use lactation room facilities and child care centers during the pandemic. They prefer to borrow

breastmilk pumps to take home because of their anxiety towards the virus and not to take their child outside the house. Likewise for service users who sometimes bring their children if they want to take care of something, but this time they prefer not to take their children out of the house.

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