

# Analysis of the Implementation of Policy Measures and Objectives, Communication, Resources, and Disposition in Early Breastfeeding Initiation at the Regional General Hospital Datu Beru Takengon

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## ABSTRACT

The purpose of this research is to find out and analysis of the implementation of policy measures and objectives, communication, resources, and disposition in early breastfeeding initiation at the Regional General Hospital Datu Beru Takengon. This study uses qualitative research with a phenomenological approach, in which researchers will observe the implementation of early breastfeeding initiation at the Regional General Hospital Datu Beru Takengon. The research is planned to start in January 2022 until 38 with completion. It is hoped that with this research, the early breastfeeding initiation program can run well in accordance with applicable standard operating procedures. on suitability, where informants are selected according to their scientific fields and abilities. Informants in this study consisted of main informants and supporting informants. The main informants were the Hospital Director (1 person), Obstetrician (1 person), Head of the Delivery Room (1 person), Operating Room Midwife (1 person), and Implementing Midwife (1 person). The data analysis technique used qualitative data analysis. Which consists of several stages, namely data reduction, data presentation, and drawing conclusions. The results showed that the implementation of the policy for early breastfeeding initiation had not gone well due to several aspects: (1)measures and objectives of the policy, both management and health workers did not have the same vision of the standards and objectives of implementing early breastfeeding initiation; (2)communication, both health workers and

patients have not received clear information about early breastfeeding initiation; (3)resources, hospitals have not utilized resources as well as possible; (4)disposition, there is still a lack of commitment from health workers and patients to the implementation of early breastfeeding initiation.

**Keywords:** Measures, Objectives, Communication, Resources, Disposition

## INTRODUCTION

Mother's milk is the best intake that must be given to babies, where breast milk has many advantages over other foods or drinks for babies, because breast milk has a complete intake load and is in accordance with the baby's growth and development. Breast milk also has a function as an absorbent element that will not affect the performance of enzymes in the intestine. This function is not owned by formula milk, so that if the baby only consumes formula milk, the absorption of food essences entirely depends on the performance of the enzymes in the baby's digestive tract (Hegar, 2017).

The World Health Organization estimates that more than 820,000 infant and under-five deaths could be prevented each year if all children received optimally exclusive breastfeeding. For more than 30 years, the World Health Organization and the United Nations International Children's Emergency Fund have collaborated to create policies to

promote and support exclusive breastfeeding programs. The World Health Organization and the United Nations International Children's Emergency Fund state that there are several things that increase the success of implementing breastfeeding programs, one of which is the initiation of early breastfeeding for each baby immediately after birth. The World Health Organization strongly recommends that all newborn babies get breast milk as soon as possible. first mother, at least one hour after birth (World Health Organization, 2017).

A systematic review and meta-analysis conducted by Pretorius et al. (2020) showed that implementing early initiation of breastfeeding can reduce the risk of infection that causes death in neonates in Sub-Saharan Africa. Likewise, systematic reviews reviewed by several researchers from the School of Public Health at Harvard University and several other universities in the world have shown that early initiation of breastfeeding reduces the risk of death in infants, even until infants receive exclusive breast milk at the age of one to six months (Smith et al., 2017).

The World Health Organization and the United Nations International Children's Emergency Fund in 2015 developed a way to maximize the implementation of early initiation of breastfeeding, including by exploring various systematic reviews of the factors that make the baby-friendly hospital initiative a success, a program formed in 1991, in which aims to assist and encourage health facilities around the world in the implementation of exclusive breastfeeding programs, including the implementation of early initiation of breastfeeding for each newborn. Almost all countries in the world have implemented the baby-friendly hospital initiative program with varying degrees of success, which aims to help save babies' lives and support maternal health, including in Indonesia. In Indonesia, the baby-friendly hospital initiative is also known as a mother and baby love hospital, which has been implemented since 2001,

then underwent a renewal in 2008, which was stipulated in the Decree of the Minister of Health of the Republic of Indonesia Number 603/Menkes/SK/VII/2008 concerning the Enforcement of Mother and Baby Loving Hospital Program (Lestari, 2020).

Only 10 percent of babies worldwide in 2017 were born in health facilities that run the baby-friendly hospital initiative (World Health Organization, 2017). Many countries find it difficult to maintain baby-friendly hospital initiatives where implementation often depends on certain resources. Health facilities must make changes in their policies and procedures to be able to implement this program, but these changes are not always sustainable, especially when there is no regular monitoring system in the health facilities.

Related to the 2030 Sustainable Development Goals, breastfeeding is the first step for everyone to have a healthy life. But in fact, according to research conducted by the Indonesian Pediatrician Association in 2015, it was found that only 49.8 percent of infants received exclusive breast milk within the first 6 months of life (Ikatan Dokter Anak Indonesia, 2016). Other research in Medan City shows that many infants do not receive exclusive breastfeeding due to low knowledge of mothers and families, lack of education and motivation from related health workers, and the absence of special regulations regarding the prohibition of infants under six months of age from consuming formula milk (Yustina and Aini, 2016).

Early initiation of breastfeeding is highly recommended as the baby's first food, because at that time, breast milk still contains colostrum, which is the first yellowish-colored breast milk that comes out, which is rich in antibodies, including Immunoglobulin A(IgA). Colostrum is needed in providing the body's defense against infection, the development of the digestive tract, the safety of the baby, and the formation of a protective layer in the

baby's immature intestine (Septiani and Ummami, 2020).

Many factors can affect the success of the implementation of early initiation of breastfeeding in hospitals, including the extent to which the hospital makes and implements policies regarding early initiation of breastfeeding and the motivation of health workers as implementers of early initiation of breastfeeding. A study conducted in 2019 at the Haji Adam Malik Education General Hospital in Medan City stated that the implementation of early breastfeeding initiation at the hospital was not appropriate due to several reasons, namely: (1) aspects of communication between leaders and resources hospital, or from hospital and patient resources; (2) the resource aspect, where hospitals have not utilized optimal resources, or they have not had a standardized way of working; (3) aspects of the bureaucratic structure, where there is no good arrangement between parties related to implementing early breastfeeding initiation programs; and (4) the disposition aspect, where there is no compliance from the hospital or the patient in the application of early initiation of breastfeeding (Imron, 2020).

The purpose of this research is to find out and analysis of the implementation of policy measures and objectives, communication, resources, and disposition in early breastfeeding initiation at the Regional General Hospital Datu Beru Takengon.

## **RESEARCH METHODS**

This study uses qualitative research with a phenomenological approach, in which researchers will observe the implementation of early breastfeeding initiation at the Regional General Hospital Datu Beru Takengon. Qualitative research aims to obtain in-depth data, data that contains meaning, so that complete and in-depth data and information will be obtained (Sugiyono, 2018). Researchers will observe the problems faced by health workers in implementing of early breastfeeding

initiation based on the perspective of each participant. It is hoped that this approach can reveal the phenomenon regarding the implementation of early breastfeeding initiation in hospitals well.

The study was conducted at the Regional General Hospital Datu Beru Takengon, Central Aceh. The selection of this location was based on the consideration that: 1) Regional General Hospital Datu Beru Takengon is the only government hospital in this city, it is expected to provide complete service to the community, especially in maternal and infant health services and 2) Regional General Hospital Datu Beru Takengon area based on the initial survey has not implementation of early breastfeeding initiation properly. The research is planned to start in January 2022 until 38 with completion. It is hoped that with this research, the early breastfeeding initiation program can run well in accordance with applicable standard operating procedures.

Informants were selected based on the adequacy of data and knowledge related to the research topic. The selection of informants is based on the principle of data adequacy, where data obtained from informants must be able to describe all phenomena related to the research topic. In addition, informants are also selected based on suitability, where informants are selected according to their scientific fields and abilities. Informants in this study consisted of main informants and supporting informants. The main informants were the Hospital Director (1 person), Obstetrician (1 person), Head of the Delivery Room (1 person), Operating Room Midwife (1 person), and Implementing Midwife (1 person). While the supporting informants consisted of mothers who gave birth in this hospital, either through normal delivery methods, surgery, or delivery with complications. The selection of these informants is adjusted to the needs in the field which are increasing according to the adequacy of the data information obtained.

The data analysis technique used qualitative data analysis. Which consists of several stages, namely data reduction, data presentation, and drawing conclusions. Reducing data is choosing the main things, focusing on the things that are important, then looking for themes and patterns to get a clearer picture to make it easier for researchers to collect further data and conclude the final results of the study. Researchers process semi-finished data that is already uniform in written form and already has a clear flow into the categorization matrix. Conclusions are drawn using content analysis, researchers will compare the results of interviews given by each informant, to cross check, in order to obtain answers to the phenomenon.

## RESULT

### Regional General Hospital Datu Beru Takengon Vision and Mission

Regional General Hospital Datu Beru Takengon has a vision as the direction to be directed, namely to become a regional referral hospital for the central region in accordance with Aceh Governor Regulation Number 9 of 2015 which serves Central Aceh District, Bener Meriah District, Gayo Lues District, and Southeast Aceh District. To achieve this vision, Regional General Hospital Datu Beru Takengon has several missions, namely: (1)to create a complete service for all levels of society; (2)improve the quality of professional learning at all levels to produce health resources who are faithful and devoted and knowledgeable with technology; (3)increase work productivity and service with one commitment; (4)improve management functions effectively and efficiently according to commitments; (5)improve the welfare of all hospital employees; (6)realizing quality facilities and infrastructure.

Figure 1. Regional General Hospital Datu Beru Takengon



### Implementation of Early Breastfeeding Initiation

#### Measures and Objectives

The form of support from the hospital management can also be seen from the Decree of the Director of the Regional General Hospital Datu Beru, Central Aceh

Regency Number 445/220/SK/RSUD-DB/2017 concerning the Mother and Child Love Hospital. In the decree, it is clearly stated that every officer is obliged to implement 10 detailed and complete measures of maternal and infant protection to reduce maternal and infant mortality.



Where we know that in Government Regulation Number 33 of 2012 concerning exclusive breastfeeding it is explained that one way to achieve the successful implementation of the 10 steps to protect mothers and babies is that hospitals must provide full support in the successful implementation of exclusive breastfeeding, including by implementing early breastfeeding initiation programs and support from all staff working in hospitals, in this case both management and health workers.

Measures and objectives of the policy, both management and health workers did not have the same vision of the standards and objectives of implementing early breastfeeding initiation. From this it can be seen that he did not directly conduct a survey in the field on the report on the implementation of early initiation of breastfeeding that he received, so he did not obtain actual data regarding the implementation of early initiation of breastfeeding.

Overall, according to her narrative, the hospital management fully supports the implementation of early breastfeeding initiation, although in reality this does not directly provide positive results in its implementation. Where there should be continuous supervision of the implementation of early breastfeeding initiation so that it can run in accordance with the standard operating procedures that have been set.

### **Communication**

Both health workers and patients have not received clear information about early breastfeeding initiation. There are several possibilities why this could happen, namely the reporting system is not good, or the evaluation system is not running optimally. This shows that the communication between the hospital management and the related health workers has not run optimally, because it appears that he did not catch that their health workers did not initiate early breastfeeding properly. He submitted all

reports on the implementation of the early breastfeeding initiation program to the relevant working group, while he did not receive a complete report to date. This can be seen in the following interview results.

The Director submits the entire reporting and evaluation system to his subordinates, and he believes that the reports provided are true, without regular supervision so that there is no improvement in the implementation of early breastfeeding initiation in this hospital that is not in accordance with the proper standards.

The lack of communication between the hospital management and their health workers regarding the implementation of early initiation of breastfeeding is also evident from the absence of socialization regarding standard operating procedures for the implementation of early initiation of breastfeeding according to standards to all relevant health workers. Regional General Hospital Datu Beru Takengon already has a clear standard operating procedure regarding the implementation of early initiation of breastfeeding.

### **Resources**

From the aspect of resources, it appears that Regional General Hospital Datu Beru Takengon already has a sufficient number of health workers, but hospitals have not utilized resources as well as possible. This can be seen from the insufficient number of implementing midwives in one shift, also seen from the absence of pediatricians and neonatal intensive care unit nurses who accompany and assist in the delivery process of *sectio caesarea*. In addition, the hospital has never facilitated its health workers to participate in training related to early initiation of breastfeeding, so that their health workers do not have updated knowledge about this. This is what causes the implementation of early initiation of breastfeeding that has been running so far has not been in accordance with applicable standards.

## Disposition

From the aspect of disposition, it appears that this hospital has provided support for the early initiation of breastfeeding program, this can be seen from the standard operating procedures related to early initiation of breastfeeding. However, the existence of standard operating procedures is not followed by the implementation of early initiation of breastfeeding properly. Because there is still a lack of commitment from health workers and patients to the implementation of early breastfeeding initiation. This can be seen from the timing of the initiation of early breastfeeding which is too fast, less than an hour, due to their fear of cold weather, or other reasons that seem made up.

## CONCLUSION AND SUGGESTION

The results showed that the implementation of the policy for early breastfeeding initiation had not gone well due to several aspects: (1)measures and objectives of the policy, both management and health workers did not have the same vision of the standards and objectives of implementing early breastfeeding initiation; (2)communication, both health workers and patients have not received clear information about early breastfeeding initiation; (3)resources, hospitals have not utilized resources as well as possible; (4)disposition, there is still a lack of commitment from health workers and patients to the implementation of early breastfeeding initiation.

Suggestions for this research are:

1. All patients who give birth at the Regional General Hospital Datu Beru Takengon must have a commitment to strive so that their babies have the opportunity to initiate early breastfeeding for at least one hour and are committed to continuing to exclusively breastfeed their mothers for six months.
2. To increase the success of the early breastfeeding initiation program at the

Regional General Hospital Datu Beru Takengon, the hospital must:

- a. Conduct socialization to all health workers related to standard operating procedures for early initiation of breastfeeding.
  - b. Facilitating health workers to participate in trainings related to early initiation of breastfeeding.
  - c. Imposing sanctions for health workers who do not carry out the procedure for early initiation of breastfeeding in accordance with standards.
  - d. Require a special report on the implementation of early initiation of breastfeeding to all newborns.
  - e. Put up many educational posters about early initiation of breastfeeding in outpatient polyclinics.
  - f. Make a special policy regarding the prohibition of giving formula milk to all newborns.
  - g. To schedule and form a special team to supervise and evaluate the implementation of the early initiation of breastfeeding program.
  - h. Provide education to all patients regarding early initiation of breastfeeding since before they give birth, when they make regular visits to check their contents. It is hoped that this will help them to understand the importance of early initiation of breastfeeding for their babies.
3. For the success of the early initiation of breastfeeding throughout Indonesia, the government is expected to be able to:
    - a. To supervise and evaluate the implementation of the early initiation of breastfeeding programs in all health care facilities.
    - b. Schedule regular socialization and training on early initiation of breastfeeding for all health care facilities.
    - c. To apply penalties in accordance with applicable regulations to health facilities that are proven not to carry out early initiation of breastfeeding programs in accordance with established standards.

- d. Improve the reporting system on the SIMATNEO application to make it completer and more accurate.
- e. Tighten the policy regarding the provision of formula milk to all infants under the age of six months if there is no medical indication.
4. It is hoped that future researchers will find out and explain what other factors influence the implementation of early initiation of breastfeeding in hospitals.

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