

Public Services in the Field of Basic Health for Mothers and Children in Talawaan District, North Minahasa Regency, North Sulawesi Province

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Abstract. *Maternal mortality rate and infant mortality rate are an indication of the low level of population welfare. Likewise, the high disparity in socio-economic levels - rich and poor, between regions and between urban and rural areas. Therefore, health services for mothers and children are the main priority in health development. The government at all levels of government has established and implemented health programs for mothers and children. However, it has not provided a good impact on the aspect of basic public services. Health services for mothers and children through integrated service posts are more visible at the village level and require serious attention from the government because they are very far from health service centers such as regional hospitals. Therefore, this study was conducted to describe and explain basic public health services for mothers and children in Talawaan District, North Minahasa Regency. This study is considered important from the aspect of public health and related to strengthening social capital in the superior fields of social humanities, arts and culture as well as the development and strengthening of institutional systems, health policies, and community empowerment in the superior fields of health and medicine in the Sam Ratulangi University research strategy plan. Data were collected through interviews with the Head of the Health Service and Health Center, Posyandu officers and pregnant mothers and those with toddlers. Observations were made by looking directly at basic health services in Talawaan District. Secondary data were collected during health service activities and conducting electronic searches on Google Scholar and ResearchGate. The analysis was carried out based on the stages of reduction, interpretation, drawing conclusions and verification/triangulation. The research findings that public services in the field of basic health are accessible, acceptable, fair and safe for mothers and children but are not yet fully efficient and effective in their implementation. The concept found from this study is that the community needs basic health services for mothers and children that are easy to access and accept, fair to all levels of society and medically safe. While the principles of efficiency and effectiveness are more about the interests of the organization in the use of resources and achieving goals.*

Keywords: *Public Services, Basic Health, Mothers and Children*

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INTRODUCTION

Every human being hopes to live a healthy life and have a long life and enjoy togetherness with family. Therefore, all efforts will continue to be made to live a healthy life. The government through health services has made efforts and continues to carry out various activities to make the community healthy, happy and prosperous. One of the initial steps that can be taken in health development in regional independence is to develop basic health services optimally (Listyorini & Wijananto, 2019). One of the health services that is a serious concern for the government is basic

health services for mothers and children (Hafifah & Abidin. 2020). This basic health service is carried out by the government from the central level to those in remote villages within the territory of the Republic of Indonesia. Although various programs and activities have been and continue to be carried out by the government, health problems for mothers and children have not been resolved properly. One of the main agendas related to the Sustainable Development Goals (SDGs) is to reduce maternal mortality (MMR) and infant mortality (IMR). To achieve this, the important role of the government through its authority and funds is to carry out various innovations in providing public services. With various policies and programs implemented by the government, it is hoped that it can reduce the maternal mortality rate (MMR) and infant mortality rate (IMR). The maternal health rate until 2023 is still around 305 per 100,000 live births. This data has not reached the target set at 183 per 100,000 live births in 2024.

Maternal and child health (KIA) programs to reduce MMR and IMR have been widely implemented. These programs include Safe Motherhood. This program in Indonesia is implemented in the form of a Family Planning (KB) program, pregnancy examination and care services, healthy and safe childbirth, and essential obstetric services at community health service centers (Zahtamal et al., 2011). Another program currently being implemented by the Ministry of Health of the Republic of Indonesia related to basic health services for mothers and children is to stipulate that examinations of pregnant women or antenatal care (ANC) are carried out at least 6 times for 9 months. In support of this program, improvements have been and continue to be made to services at the Puskesmas level. The government will continue to strive to ensure that every mother has access to quality health services, including maternal health services, delivery assistance by trained health workers, postpartum care postpartum care for mothers and babies, special care and referrals in case of complications and family planning services.

Meanwhile, efforts for maternal health include maternal health services, tetanus immunization services for women of childbearing age and pregnant women, provision of iron tablets, maternal health services, postpartum maternal health services, implementation of pregnancy classes, Childbirth Planning and Complication Prevention (P4K) programs, family planning services and HIV and Hepatitis B examinations. Meanwhile, according to the Regulation of the Minister of Health Number 25 of 2014, child health efforts can be carried out through fetal health services in the womb, newborn health, infant health, toddler health, preschool children, school-age children and adolescent health and child health protection.

The still high MMR and IMR in Indonesia are caused by various factors, including predisposing factors, enabling factors and reinforcing factors. These factors are in the form of various obstacles, including geographical, economic, socio-cultural aspects, which are exacerbated by weaknesses in detecting, deciding on actions, referring and delays in handling sick/problematic families after arriving at a comprehensive health service. In fact, there is not much information that describes the situation of these factors, especially aspects of community behavior. In fact, appropriate strategies and policies based on information/evidence are needed to overcome the suboptimal KIA problem (Zahtamal et al., 2011). The basic health service unit that is very important and easily accessible to the community is the Community Health Center. Regulation of the Minister of Health of the Republic of Indonesia Number 75 of 2014 explains that the Community Health Center is a health service facility that organizes public health efforts and first-level individual health efforts, prioritizing promotive and preventive efforts, to achieve the highest level of public health in its working area (Rosita & Simamora, 2021). As a first-level health service unit, the services provided at the Community Health Center include individual health services and community health services (Listyorini & Wijananto, 2019). One of the health services at the Community Health Center that is important to optimize is Maternal and Child Health (KIA) services. Services and care for pregnant women, women in labor, breastfeeding mothers, babies and toddlers as well as preschool children are part of the services provided at the Community Health Center.

As a first-level health service facility, the capabilities of the Community Health Center are certainly still limited. The Community Health Center, which in its work activities deals directly

with the community with various health problems. Problems related to minimum service standards, supporting infrastructure for maternal and child health services (inadequate supporting equipment for KIA services such as laboratory facilities, sterilization of equipment, etc.), availability of operational funds, availability of doctors, midwives, nutritionists and other medical personnel (Zahtamal et al., 2011). In helping the Community Health Center resolve various health problems and also to improve the quality of service, the implementation of every Community Health Center effort (mandatory development and innovation) must be supported by the principle of referral (Listyorini & Wijananto, 2019). The Community Health Center in carrying out the function of first-level health services in its working area needs to be considered by the government. Because the services provided at the Community Health Center must be good and of high quality. Because maternal and child health problems really need to be considered because they can affect the younger generation that will be formed. Good and quality service is a high-quality service provided to patients based on certain quality standards to meet or even exceed patient needs and expectations, so that patient satisfaction is achieved and will increase patient trust in the Health Center. As part of a government agency, the Health Center has a burden and responsibility to achieve excellent service. Health workers must have certain skills, such as being responsive in providing services, being able to use technology in the service process, an attitude of always being ready to serve, mastering their work in detail, being able to communicate well, being able to understand and comprehend community sign language (gestures), and being able to handle public complaints professionally. Excellent service is not an easy job to do, if the skills in providing services can be done well, the agency concerned will be able to achieve great benefits in the form of public satisfaction. The provision of public services as an effort to achieve public satisfaction by the agency apparatus can be guided by public service variables (service excellence) such as ability, attitude, appearance, attention, action, responsibility, and comfort (Sudarwati & Larasati, 2019).

Talawaan District is one of the government areas in North Minahasa Regency. Maternal and child health problems and basic health services carried out in the Talawaan District government area still need to be improved and adjusted to the needs of the community. Health problems related to mothers and children in North Minahasa Regency are largely related to the lack of interest of Fertile Age Couples (PUS) to participate in the family planning program through the use of contraceptive devices and drugs (alokon), the lack of competent health workers, the availability of contraceptive devices and drugs that do not match the amount needed, lack of budget in family planning services (Manoppo, 2023). The role of health promotion officers has not been implemented optimally. It can be seen from the implementation of health counseling that has been carried out but not all have received counseling according to the answers from mothers who have never participated in counseling because there was no notification from the Health Center or when there was a Posyandu (Maramis, et al. 2017). Considering the problems faced in general in Indonesia and specifically in North Minahasa Regency related to basic health services for mothers and children, it is necessary to have health services for mothers and children as the main priority in health development. The government at all levels of government has established and implemented health programs for mothers and children. Health services for mothers and children through integrated service posts are more visible at the village level and require serious attention from the government because they are very far from health service centers such as regional hospitals. Therefore, this study was conducted to describe and explain public services in the field of basic health for mothers and children in Talawaan District, North Minahasa Regency. This study is considered important from the aspect of public health and related to strengthening social capital in the superior fields of social humanities, arts and culture as well as in the development and strengthening of institutional systems, health policies, and community empowerment in the superior fields of health and medicine in the Sam Ratulangi University research strategy plan.

Based on the above phenomenon, it is considered important to conduct a scientific study through the research process. One hope for this research proposal is to describe public services in the field of basic health for mothers and children in Talawaan District, North Minahasa

Regency. The results of this study are a basis for reviewing aspects of public health and related to strengthening social capital in the superior fields of social humanities, arts and culture as well as in the development and strengthening of institutional systems, health policies, and community empowerment in the superior fields of health and medicine in the Sam Ratulangi University research strategy plan. So that it can be a recommendation material in assisting the North Minahasa Regency government in policy making and implementing basic service programs for mothers and children. This research was conducted for a purpose, namely to describe and explain public services in the field of basic health for mothers and children in Talawaan District, North Minahasa Regency. From the results of the existing research, it is hoped that it can provide benefits in developing the development of science and be used as a reference for academics in the fields of government and public administration in understanding public services in the health sector. Facts, problems and real conditions that occur in the community related to basic health services for mothers and children are a reference in understanding and developing the learning methods used. Other objectives and benefits of the process and results of this research are that public services in the field of basic health for mothers and children are an inseparable part of the topic of strengthening social capital in the field of excellence in social, humanities, arts and culture. And also in line with the research type of strengthening institutional systems, health policies, and community empowerment in the field of excellence in health and medicine in the Sam Ratulangi University research strategy plan 2021 - 2025. So that the implementation of the research carried out is considered to have contributed significantly to the Sam Ratulangi University research strategy plan. Sam Ratulangi University can use the results of this research as an academic recommendation for universities in assisting local governments in North Minahasa Regency in improving basic health services for mothers and children. So that the policies, programs and activities carried out by the North Minahasa Regency Government will be right on target.

METHODS

The object of this study is basic health services for mothers and children, this is due to the problem of high maternal mortality rates and good mortality rates in Indonesia. Health services for mothers and children are a top priority in health development. The government at all levels of government has established and implemented health programs for mothers and children. However, it has not had a good impact on the aspect of basic public services. Health services for mothers and children through integrated service posts are more visible at the village level and require serious attention from the government because they are very far from health service centers such as regional hospitals. The existence of Talawaan District, North Minahasa Regency is a sub-district that also has problems in basic health facility services in relation to services to mothers and children. So it becomes an important and urgent matter and is appropriate if it is used as part of the research process as a place for existing objects and locations. In this study, the researcher used a qualitative research design²⁶. The qualitative approach is characterized by research objectives that seek to understand the symptoms related to the object of the research problem. This study was conducted to describe and explain public services in the field of basic health for mothers and children in Talawaan District, North Minahasa Regency. Through the use of qualitative design, various symptoms of problems that are basic phenomena in this study will be able to find the root cause and theoretically obtain solutions for improvement. Therefore, this study will observe and seek data on all processes that occur in public services in the field of basic health for mothers and children. Through this design, it is expected to obtain a picture of the phenomena, facts, nature and relationship of phenomena about public services in the field of basic health for mothers and children as research findings.

Considering the facts of the problem and the theory presented in the theoretical concept section, this study focuses on the concept of health services from WHO which can be explained as follows: 1) Efficient: Maximizing the use of resources and avoiding waste; 2) Effective: Evidence-based health care and producing better health outcomes according to needs; 3) Accessible: Health care that is timely, geographically reasonable, and provided in settings where skills and resources

match medical needs; 4) Acceptable: Health care that takes into account the preferences and aspirations of individual service users and the culture of their community; 5) Fair: Health care that does not differ in quality due to personal characteristics such as gender, race, ethnicity, geographic location, or socioeconomic status; 6) Safe: Health services that minimize risks and losses for service users.

The data sources in this study are the main or primary data sources and additional or secondary data sources (Sugiono, 2020). The primary data source in question is data from all parties where accurate, complete and in-depth data is expected from informants in maternal and child health services in Talawaan District, North Minahasa Regency. Researchers select informants by considering their ability to provide the required data. Based on this, the informants in this study are: 1) Head of Basic Health Service Center in Talawaan District; 2) Doctors, Midwives, Nutritionists and Staff at Basic Health Service Center in Talawaan District; 4) Mothers who provide health services at Basic Health Service Center in Talawaan District,

The secondary data referred to includes written documents that have been the material for empirical research in the field since the beginning concerning data related to decision letter documents, basic health service documents for mothers and children as well as articles, books or other scientific works that are used as theoretical references.

Data collection was carried out using methods that are generally used in qualitative approaches where the researcher himself is the instrument in the research using interview guidelines, observations and use of documents (Sugiono, 2020). The data collection techniques are explained as follows:

Open interview guidelines (researchers meet face to face with informants). This data collection technique is used through direct communication with informants who are considered to know and master and understand information related to basic health services for mothers and children in Talawaan District, North Minahasa Regency as data from research informants; 2. Direct observation to the research location by directly observing the process that occurs in basic health services for mothers and children in Talawaan District, North Minahasa Regency.

Use of documents directly related to basic health services for mothers and children in Talawaan District, North Minahasa Regency as explained in secondary data through electronic searches on Google Scholar and ResearchGate.

Data analysis is an effort to systematically search for and organize records of observation results, interviews and documentation, to improve the researcher's understanding of the findings based on the problems being studied. Data analysis is the process of arranging the sequence of data, organizing it into a pattern, category and basic sequence unit. Data obtained from the field are analyzed (Sugiyono, 2020) through the following stages: 1) Categorization and data reduction; 2) The grouped data is then arranged in the form of narratives, so that the data is in the form of a series of meaningful information as the focus of the research; 3) Interpreting the data that has been grouped based on the results of categorization and reduction so as to obtain the true meaning as a real expression of the research object; 4) Drawing conclusions based on the narrative structure that has been compiled in the third stage, so that it can provide answers to research problems; 5) Verifying the results of data analysis with informants, which are based on conclusions.

RESULTS AND DICUSSION

Considering the research object that is the focus of public services in the field of basic health for mothers and children in Talawaan District, North Minahasa Regency, it is considered urgent and important. Because the maternal mortality rate and child mortality rate in Indonesia are still in the high category and have not been in accordance with the targets set by the government in the health sector. Maternal and child health is important in forming a healthy and intelligent generation of the nation. Therefore, improvements are needed in terms of basic health services that focus on maternal and child health. Although there have been studies conducted

related to basic health services or related to maternal and child health. However, it turns out that studies that directly focus on basic health services for mothers and children have not been carried out much. Likewise with the selection of the research location, namely in Talawaan District, North Minahasa Regency. Not a single study has been found that has been conducted and published related to public services in the field of basic health for mothers and children in Talawaan District, North Minahasa Regency. Meanwhile, problems related to the object of this research also exist and are faced by the community at the research location. This void of scientific research objects is what researchers use as the basis for the urgency of this research.

In relation to the strategic research plan of Sam Ratulangi University for 2021 - 2025, this research is also considered urgent and important. Because it is related to two leading fields and two research focuses. From the aspect of public health and related to strengthening social capital in the leading fields of social humanities, arts and culture as well as in the development and strengthening of institutional systems, health policies, and community empowerment in the leading fields of health and medicine in the strategic research plan of Sam Ratulangi University.

Basic public health services for mothers and children are an important foundation in building a healthy and quality generation. Health centers are strategic units in supporting the realization of changes in the health status of the community towards improving optimal health levels. Realizing optimal health levels certainly requires efforts to build a basic health service system that is able to meet the needs of the community as consumers of these basic health services. Health centers, as first-level health service units, are at the forefront of providing basic health services, especially for pregnant women, breastfeeding mothers, infants, and toddlers. Through various programs and activities implemented, health centers strive to improve maternal and child health, reduce maternal and infant mortality rates, and improve the quality of life of the community. The services provided include pregnancy checks, childbirth, immunization, and treatment of common diseases in children. Policies related to maternal and child health include improving the quality of nutrition, access to health services, health education, and protection of maternal and child health rights. Recipients or users of basic health services in Talawaan District, North Minahasa Regency include mothers and children. The implementation of the services carried out has been good and has greatly helped the community. Because the location of the service, namely the Health Center, is very easy and can be accessed by all people based on age group, gender, people with special needs, and is also in an area that can be reached by public transportation, private vehicles or on foot. All forms of basic health services provided by medical personnel and all service components at the Talawaan Health Center are well received by every mother and child. Because the medical personnel provide good, friendly services and are able to explain all medical actions taken to patients. So that mothers and children who are served feel safe, protected and protected. The services provided are also in accordance with established procedures. Services are based on applicable queue patterns, do not differentiate between patients served and are not discriminatory. However, the services provided are not yet considered efficient. Because the available resources are still inadequate. The number of medical personnel (doctors and nurses) is not in accordance with service needs. Specialist doctors, pharmacists and nurses who have special competencies are not yet available and are urgently needed. Likewise in terms of the use of resources associated with budget availability. Evidence-based health care and producing better health outcomes according to needs requires budget support, equipment and other facilities. The Southeast Minahasa District Government has not provided significant support for efforts to improve and enhance basic health services for mothers and children carried out at Community Health Centers.

Law Number 25 of 2009 concerning Public Services, which states that public services are activities or series of activities in order to fulfill the service needs of every citizen and resident for goods, services, and/or administrative services provided by public service providers. Service is an activity or sequence of activities that occur in direct interaction between a person and another person or machine physically, and provides customer satisfaction (Lukman, 2008). Service can also be understood as the activity of a person, group and/or organization either directly or

indirectly to meet needs (Pasolong, 2010). Public service or general service is any form of service, either in the form of public goods or public services which in principle are the responsibility and are carried out by Government Agencies at the Center, in the Regions, and in the BUMN or BUMD Environment, in order to fulfill the needs of the community or in order to implement the provisions of laws and regulations. Public service is the process of activity/service provision carried out by an organization in an effort to fulfill the needs of the community in order to achieve certain goals (Riani, 2021). Meanwhile, the quality of public service is the ability of public service organizations to provide services that can satisfy service users both through technical and administrative services (Dwiyanto, 2006). Or also the quality of public service is a dynamic condition related to product services, humans, environmental processes where the quality assessment is determined at the time of providing public services (Dwiyanto, 2006). Based on Law number 25 of 2009 concerning public services, it is the basis for realizing public services as expected: 1) The realization of clear boundaries and relationships regarding the rights, responsibilities, obligations and authorities of all parties related to public services; 2) The realization of a proper public service system in accordance with the general principles of government; 3) The fulfillment of public service provision with laws and regulations; 4) The realization of legal protection and capacity for the community in providing public services.

Improving services in government administration is focused on efforts to facilitate services, accelerate services, shorten bureaucracy, transparency, and certainty in services, so that through improved services it is hoped that public complaints about the services provided by government officials so far, such as: unclear procedures and service arrangements, inappropriate service times, complicated service mechanisms and uncertain service costs can be avoided (Hardiansyah, 2011). Public service can be interpreted as providing services (serving) the needs of people or communities who have an interest in the organization in accordance with the basic rules and procedures that have been established. The implementing organization is obliged to provide public services according to the purpose of its formation (Erlianti, 2019). Law Number 17 of 2023, Regulation of the Minister of Health Number 25 of 2014, Regulation of the Minister of Health of the Republic of Indonesia Number 75 of 2014 are the basis for policy in the implementation of basic health services and health services for mothers and children. Studies related to health services have a relationship with the quality or quality of health services that cannot be separated from customer or patient satisfaction. Quality health services can increase patient satisfaction with the services provided. In addition, patient satisfaction can be used as a benchmark for the success of the quality of service of a health facility (Ulumiyah, 2018). Patient satisfaction will be created when what is obtained is greater than expected.

Based on Permenkes No. 46 of 2015, health facilities are required to pay attention to the quality of service and patient safety in every service activity and are carried out continuously. Therefore, health services for mothers and children are needed that are easily accessible, have adequate facilities, are available professional health workers and provide friendly services (Wulandari et al., 2018). Parasuraman put forward five dimensions of service quality, the five dimensions include reliability, responsiveness, empathy, tangibles and assurances (Tjiptono & Diana, 2003) Related to the quality of health services related to Physical evidence, Empathy, Reliability, Responsiveness, and Assurance (Ramadhan et al., 2021). Meanwhile, Victoria put forward nine dimensions of quality in an effort to improve the quality of service, namely: effective, appropriate, safe, efficient, responsive, accessible, continuous, capable, and sustainable. WHO also put forward six dimensions of quality in health services, namely: effective, efficient, accessible, acceptable/patient-focused, fair, and safe (Campbell et al., 2017)? The concept of health services from WHO is still considered relevant to conduct academic studies. However, it turns out that through this study it can be mapped that the efficient and effective aspects of health services are more directed at the interests of the organizing organization in using existing resources and in achieving organizational goals and goals related to health. Meanwhile, the aspects of being accessible, acceptable, fair and safe are related to the interests of service recipients. This is in line with the meaning that explains that efficient is an effort to maximize the use of resources and avoid waste, while effective is related to evidence-based health care and

produces better health outcomes according to needs. While accessible services are health care that is timely, geographically reasonable, and provided in settings where skills and resources are in accordance with medical needs. Acceptable care is health care that takes into account the preferences and aspirations of individual service users and the culture of their communities. Equitable care is health care that does not differ in quality because of personal characteristics such as gender, race, ethnicity, geographic location, or socioeconomic status, and safe care is health care that minimizes risks and harms to service users.

CONCLUSION

Basic health services are very important in supporting government efforts to reduce maternal and infant mortality rates, which are one of the main agendas related to the Sustainable Development Goals. Health programs for mothers and children to reduce maternal and infant mortality rates have been widely implemented. The Public Health Center in Talawaan District, North Minahasa Regency has contributed significantly to the implementation of health programs for mothers and children. Research findings show that public services in the field of basic health for mothers and children in Talawaan District, North Minahasa Regency can be accessed by all communities. The services provided are acceptable, fair and safe for mothers and children. So that it has been very helpful in meeting the health needs of the community. Mothers and children who experience health problems have been well served by doctors and medical personnel at the Talawaan District Public Health Center, North Minahasa Regency. However, in the operation of the Public Health Center, it is still faced with aspects of efficiency and effectiveness. Limited human resources (specialist doctors, professional nurses and pharmacists), medical facilities/equipment and budget support disrupt the efficient and effective aspects of service. Even when faced with such a situation, it turns out that service providers at the Talawaan District Public Health Center, North Minahasa Regency still prioritize services that are easily accessible and acceptable, fair to all levels of society and medically safe. From this finding, the academic impact that can be put forward is that the community needs basic health services for mothers and children that are easily accessible and acceptable, fair to all levels of society and medically safe. Services that prioritize efficient and effective aspects serve the interests of the organization in the use of resources and achieving goals. Based on the findings of this study, in order to improve health services for mothers and children at the Talawaan District Public Health Center, support from the local government is needed to allocate health workers in the form of specialist doctors, professional nurses and skilled pharmacists. The government must also allocate a budget that is in accordance with the needs of each basic health service center. The local government must also make basic health services for mothers and children an important part of improving the quality of public health, reducing maternal and infant mortality rates. The government can also collaborate in meeting the needs of basic health services with the provincial government and the central government and also involve the private sector and the general public in supporting health programs for mothers and children.

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