Policy Strategy to Improve Human Development Index in Kayong Utara District

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ABSTRACT: This research aims to analyze and describe the problem of a weak human development index in North Kayong Regency using the Public Policy, Governance, and Human Development approaches. The phenomenon that occurs is important to discuss for three reasons: education is still low, health and supporting facilities are still lacking, and the standard of living of the community is still lacking. The method used in the research is the descriptive qualitative method. The results of this study indicate that the low HDI of North Kayong Regency is influenced by three indicators. First, education in North Kayong Regency is low, this is also influenced by the mindset of the community regarding the importance of education which is still lacking, and the weak government support regarding supporting facilities and infrastructure, especially in the Karimata Islands District area. Second, public health which is still lacking makes people vulnerable to diseases that can also affect a person's lifespan. The weakness of health improvement programs and the lack of health facilities and personnel are obstacles in the process of implementing health programs in North Kayong Regency. Third, community livelihoods in North Kayong Regency are also still lacking, such as high unemployment and poverty.

Keywords: Policy, Governance, Development, Strategy.

INTRODUCTION

As one of the districts in West Kalimantan, North Kayong Regency is at the center of attention, especially on human development issues. The process of achieving the successful development of a region is influenced by human development which can be measured using the Human Development Index (HDI). HDI is used to measure the human development achievements of a region using 3 (three) dimensions, namely health, education, and decent living standards (Gemiharto & Rulandari, 2024; Rulandari, 2020; Widaningsih & Rulandari, 2021; Yembise, 2018). In addition, according to the United National Development Index (UNDP), the four main things that need to be considered in human development are productivity, equity, sustainability, and empowerment (U.N.D.P., 1995).

Historically, North Kayong Regency is a new district resulting from the expansion of Ketapang Regency which was formed in 2007. With the formation of a new district that has been running for fifteen years, North Kayong should be able to contribute to proper development, both from the government system and the community development system to increase the HDI. This is in line with Law Number 23 of 2014 concerning regional governments which states the rights, powers and obligations of autonomous regions to regulate and manage their government affairs and the interests of local communities within the system of the Unitary State of the Republic of Indonesia (Forge & Vu, 2020; Pratamawaty et al., 2019; Temple, 2023; Wang & Juo, 2021).

On the other hand, the issue of HDI is the subject of discussion in the action plan for the government of Kayong Utara Regency. As stated in North Kayong Regency Regional Regulation Number 5 of 2009 concerning the 2008-2025 North Kayong Regional Long-Term Development Plan (RPJPD), the challenges faced include 1) In the health sector, the development challenges faced are gaps in community health status and access to health services, inadequate distribution of health workers. 2) The education sector is still low and a lack of human development training and lack of educational facilities. 3) The quality of life and the role of women and children in various fields of development are still low and the challenge in the field of youth and sports is to optimize youth participation in development and improve sports culture and achievements (Halibas et al., 2017; Yektingisih, 2018).

The existence of problems related to the low HDI of Kayong Utara is certainly an important concern for the government to solve existing problems so if improvements are not made, the dominance of the local government will begin to be doubted in managing problems in aspects of community life. This condition must certainly be carried out to improve the government system by mapping what is the main problem with services to the community by the regional government of North Kayong Regency. For this reason, bureaucracy is not held to serve itself, but to serve the community and create conditions for every member of society to be able to develop their abilities and creativity (Frederickson et al., 2015; Martoyo, 2010, 2016).

Efforts to realize good governance in overcoming human development problems are certainly not easy, so strategic policies and firm commitments are needed to overcome these problems (Kibria et al., 2021). This was also conveyed by the Governor of West Kalimantan as reported by kalbarprov.go.id, which is expected to be committed to improving HDI by preparing a budget based on indicators to improve HDI (Brendehaug et al., 2017; Martínez Hernández et al., 2021). Moreover, Sutarmidji said, the unemployment rate is relatively very low. This must be improved by the North Kayong Regency Bappeda (kalbarprov.go.id, 29/03) .

In 2021, it was recorded that the HDI of Kayong Utara Regency when compared to 2020 increased by 0.22%. This figure is also contained in the North Kayong BPS data where in the aspect of education the indicator of expected years of schooling is 11.84 years, children aged 7 years have the opportunity to get an education up to grade 3 high school (but not graduated). The average length of schooling indicator is 6.02 years, children aged 25 years and over have attended school for up to 6.02 years, or have completed the elementary school level. The health indicator life expectancy at birth is 68.48 years (an increase of 0.2 years). Newborn babies have a life expectancy of up to 68.48 years. Meanwhile, the decent standard of living is an indicator of adjusted per capita expenditure of 7.920 million per year. The cost incurred by a person for consumption per year is 7.920 million rupiah.

When viewed from the aspect of human development in general, North Kayong Regency is still categorized as low with the achievement of HDI in 2021 of 62.90%, which places North Kayong as the lowest rank of 14 (fourteen) districts/cities in West Kalimantan. As recorded in the data from the West Kalimantan Central Statistics Agency (BPS): Based on data from BPS West Kalimantan in 2022, the majority of districts and cities in West Kalimantan experienced an increase in the Human Development Index (HDI) from 2019 to 2021. Pontianak City recorded the highest HDI, increasing from 79.35 in 2019 to 79.93 in 2021, indicating rapid development in the quality of life of its people. In contrast, North Kayong Regency had the lowest HDI, although it still showed a slight increase from 62.66 in 2019 to 62.90 in 2021.

To overcome HDI problems in the region, the local government of Kayong Utara Regency has a great responsibility for this (Crawford & Andreassen, 2015; Lerback et al., 2022; Li & Xue, 2022; Rogach et al., 2019). However, the Kayong Utara local government should also involve the private sector and the community to solve problems in the public sector. This is certainly based on the limitations of the state civil apparatus (ASN) and the limitations of regional finances, so local governments need to involve the private sector and the community. Collaboration between the government and the private/community has so far only been limited to collaboration between workers and non-governmental organizations such as suppliers or contractors (Haryono, 2012). In this implementation according to (Enroth, 2014) the "governance" approach emphasizes more on efforts to solve public problems, not just making policies for the community. Even ideally governance, the private sector creates jobs, and income through the production of goods and services. Community groups participate in social, economic, and political activities and develop and maintain good rules of the game and rules of ethics in social, economic, and political interactions, empowering the community or in terms of expression: the government becomes the enzyme of growth the private sector and community organizations themselves are capable of being "the engine of growth" (Sangkereng et al., 2019; Yuningsih et al., 2019).

In addition to requiring clear collaboration between local governments, the private sector, and the community in overcoming HDI problems in North Kayong Regency, it also requires the direction of policy strategies contained in regional regulations/programs responsively to address the problem of low human development, by encouraging all elements and joint commitment in building the social economy of the community. In essence, development is a process of cumulative social change with economic and political democracy in it. Growth activities are an interrelated process (Çop et al., 2021; Martoyo, 2019).

Responding to low human development makes this phenomenon interesting to study considering that there is no seriousness of the North Kayong regional government in addressing the problem by making strategic directions in increasing the human development index through regional policies in North Kayong Regency. The research activities carried out by the lecturer team of the Faculty of Social and Political Sciences, Tanjungpura University are expected to produce information and output products, especially the problem of increasing the human development index through a public policy perspective.

METHOD

This research on the Strategy for Increasing the Human Development Index through
Regional Policies in North Kayong Regency includes analytical descriptive research with a qualitative
approach, in which the author tries to provide an overview or describe the state of the object and the
existing problems (Mulia, 2014; Ramdani, 2015). Therefore, the descriptive method here is expected
to achieve the research objectives, namely to clearly describe the facts and characteristics of the object
under study precisely. The data collection techniques that researchers use in this research are as
follows:

1) Field studies: In the source of data collection, researchers conducted field studies in North Kayong
   Regency, using the following collection techniques: First, Interviews, the author uses data
   collection methods that are in-depth interviews with key informants and supporting informants.
   Second, Focus Group Discussions and Documentation, the implementation of the research title
   in the form of a Strategy for Increasing the Human Development Index through North Kayong
   Regional Policy is related to cross-sectoral policies. Thus, another method used to obtain data and
   information in this study is to conduct discussions with informants in the form of FGDs to explore
   information and analyze the right policy model to improve the human development index in
   North Kayong. In addition, another technique was to conduct documentation.

2) Literature Study, To facilitate the author, data analysis will also be carried out simultaneously when
   data is collected. This method is carried out with the topic of the problem raised through research
   on books, namely the writings of LIPI researchers on increasing the Human Development Index
   seen from the aspect of public policy, articles, which are related to the Human Development Index
   in West Kalimantan.

The location of the research implementation related to the strategy to increase the human
development index was carried out in North Kayong Regency. The reason for choosing this location
is because it wants to review the improvement of three important things. First, development in the
fields of education, health, and the standard of living of the people of North Kayong. Second,
strengthening government institutions related to policy making and regional regulations in Kayong
Regency. Third, the aspect of improving human development with a sustainable system following the
direction of the national long-term development plan (RPJPN) which is correlated with the regional
long-term development plan (RPJPD).

The data sources in this study are divided into two parts, primary and secondary. Primary data is data
in the form of verbal or verbally spoken words, gestures, or behaviors performed by trustworthy
subjects, namely research subjects or informants who are concerned with the variables under study or
data obtained from respondents directly (Sari, 2015). In this research, primary data is obtained from
key informants and additional informants who have been determined by the researcher. Secondary
data is data obtained from data collection techniques that support primary data. In this study, it was
obtained from observations made by the author and from literature studies. It can be said that
secondary data can come from graphic documents such as tables, SMS or WhatsApp notes, photos,
and others. In addition, the secondary data that researchers will use to support this research is the
initial data on the establishment of North Kayong Regency in 2007.

RESULTS AND DISCUSSION

The mandate of the 1945 Constitution states that one of the goals of national life is to educate the nation. One of the indicators considered in determining the human development index (HDI) is the level of education in a region. The importance of intelligence must be supported by both formal and non-formal education. In addition, the level of education must also be achieved by completing elementary school (SD), junior high school (SMP), senior high school (SMA), and higher education. The School Participation Rate in North Kayong Regency over three years has increased every year. In 2019 it was recorded at 6.00%, 2020 at 6.01%, and in 2021 at 6.02%. However, when compared to other districts/cities in West Kalimantan, North Kayong Regency is the district with the lowest School Participation Rate. Meanwhile, the highest value of the School Participation Rate is Pontianak City with a record in 2019 of 10.14%, 2020 of 10.17%, and 2021 of 10.43%.

According to data obtained from BPS processed by researchers, the net enrolment rate at the SD/MI/equivalent level was recorded in 2020 at 98.15% and in 2021 at 97.81%, while the gross enrolment rate at the SD/MI/equivalent level in 2020 was 112.54% and in 2021 was 111.36%, which means that at this level it shows that many children are already in school but are not yet of school age. When compared to junior high school, the net enrolment rate in 2020 was 82.04% and in 2021 it was 97.81%, while the gross enrolment rate in 2020 was 92.05% and in 2021 it was 93.75%. Compared to senior high school, the net enrolment rate is relatively low at 56.72% in 2020 and 56.65% in 2021, while the gross enrolment rate in 2020 is 72.46% and in 2021 is 73.07%.

Data obtained from BPS Kayong Utara regarding schools, teachers, and students in North Kayong Regency in 2021 shows that there was a total of 219 schools, 2,202 teachers, and 26,289 students. Based on the data, it can also be seen that the SD/MI level is the largest level, including 110 schools, 1,182 teachers, and 13,591 students. The second largest number is at the junior high school/middle school level, including 44 schools, 545 teachers, and 5831 students. The third largest number was at the SMA/SMK/MA level, with 19 schools, 320 teachers, and 5,320 students.

The data obtained shows that in the two Islands sub-districts there is a better difference between the Maya Island sub-district and Karimata Islands sub-district. The overall number of each level of education in the Maya Island sub-district shows 27 schools, 241 teachers, and 3,352 students. Meanwhile, the Karimata Islands sub-district shows a total of 12 schools, 96 teachers and 709 students. The table also shows that there is no senior high school in the Karimata Islands sub-district.

North Kayong Regency in each age group showed that in 2020 it was 85.39% and in 2021 it was 87.48%. The increase in AMH numbers in North Kayong Regency shows that there is an increase in literacy. If we refer to a specific age group, in the 40-44 years age range there is an increase, which in 2020 was 88.10% and in 2021 it was 94.68%, which means the increase in AMH at the age of 40-44 years was 6.04%. However, the 35-39 years age group experienced a slight decline, which in 2020 amounted to 92.31% to 92.08% with a difference of 0.23%.

Meanwhile, North Kayong Regency has one sub-district that does not yet have a Senior High School (SMA), namely in the Karimata Islands Sub-district. Geographically, the sub-district has many

inhabited and uninhabited islands. In 2019 the total number of islands in North Kayong was 103 islands consisting of 14 inhabited islands and 89 uninhabited islands. Meanwhile, two sub-districts inhabited islands, namely Maya Island with 3 inhabited islands, and Karimata Islands Sub-district which has 11 inhabited islands. In the Karimata Islands sub- district, the distance between one island and another is quite far in terms of community mobilization and access to schools. Although eleven islands in the Karimata Islands Sub-district have elementary and junior high school facilities, there are no high schools in the Karimata Islands Sub-district. It is also known that the Karimata Islands Sub-district is an area located far from the administrative center of the district capital and is an area included in the 3T category (underdeveloped, frontier, and outermost).

The importance of education has to do with equitable development. Efforts to improve human development through education must be clarified on access to education and community participation. The context of enrolment may be related to many factors that influence people's demand, as well as access to education in different regions or geographic areas such as the Maya Island sub-district and the Karimata Islands sub-district. National and local government policy efforts in some countries may pay more attention to reducing inequalities in access, alternatively building schools in some areas or lowering costs to reduce the burden on those who cannot afford to send their children to school by assisting/incentives for those who do not send their children to school.

West Kalimantan's AHH within three years has increased, where in 2019 it was 70.56%, in 2020 it was 70.69%, and in 2021 it increased again to 70.76%. Meanwhile, at the district/city level, North Kayong Regency is still low when compared to other districts/cities where North Kayong Regency has increased in three consecutive years but is still low with other districts/cities. In 2019 the AHH of North Kayong Regency was 68.11%, in 2020 was 68.28% and in the year it rose to 68.48%. When referring to the national AHH, Kayong Utara is still low below 70.00%.

women as many as 1,742 people and out of the hospital as many as 1742 people. It is also known based on the table above that in April 2021 the number of people admitted to the hospital was quite a lot when compared to other months with a total of 241 people and among those who entered and left were more women with 148 people and men with 93 people. North Kayong Regency throughout 2021 shows that the number of diarrhoeal diseases ranks number one with a total of 1,513 cases spread across all sub-districts in Sukadana. Sukadana sub-district had 437 cases, Simpang Hilir sub-district 329 cases, the Maya Island sub-district 293 cases, Teluk Batang sub-district 174 cases, Seponti sub-district 165 cases, and Karimata Islands sub-district 115 cases. Other infectious diseases include ARI 21 cases, typhoid 6 cases, hepatitis 54 cases, and dengue fever 19 cases. In addition to the cases of infectious diseases presented in the data above, COVID-19 is a pandemic experienced by almost all countries including Indonesia, including North Kayong Regency. Meanwhile, cases that occurred in North Kayong Regency in 2021 were 410 cases of covid-19. The surge of COVID-19 cases in Indonesia in 2021 is the peak of the most spread. The increase in COVID-19 cases and the increase in reported deaths in West Kalimantan in 2021 puts the community and government in a difficult situation. Especially with the introduction of the delta virus variant which is known to be more dangerous when compared to other variants.

Apart from looking at the birth rate, there is also a child mortality rate in Kayong Utara Regency in 2021. The calculation of infant mortality is a death that occurs before the baby is one year old per

1000 live births in a given year. This figure is used as an indicator of progress in the level of health services to mothers and children. Neonatal mortality is deaths that occur before the age of one month or 28 days per 1000 live births in a given year. Neonatal deaths are deaths that occur in infants aged 1 month to less than 1 year per 1000 live births for 1 year and the number of infant deaths totalled 24 people. The number of neonatal deaths totalled 23 people and post neonatal infant deaths totalled 1 person. In 2021, there were also 5 maternal deaths due to childbirth. The efforts of the North Kayong Regency local government in overcoming the problem of childbirth rates are very good, this is very good because the infant mortality rate to the birth rate can be said to be small.

In providing health services, medical personnel needed who must assist with public health problems at the Regency, District, and Village levels in Kayong Utara Regency, with the highest number of medical personnel being nurses, totaling 228 people. There are 145 midwives, 34 pharmacy workers, 30 general practitioners, and 3 dentists. Meanwhile, there are no specialist doctors in North Kayong Regency. It is also known that the population of North Kayong Regency is large but there are few health workers, which certainly affects the success in carrying out their duties and responsibilities as medical personnel and that the largest number of medical personnel in North Kayong Regency is the nurse medical staff, totaling 228 people. There are 145 midwives, 34 pharmacy workers, 30 general practitioners and 3 dentists. Meanwhile, there are no specialist doctors in North Kayong Regency. It is also known that the population of North Kayong Regency is large but there are few health workers, which certainly affects the success in carrying out their duties and responsibilities as medical personnel.

Based on data contained in the Central Statistics Agency (BPS) of North Kayong Regency, shows that the poverty rate has decreased every year. In March 2020, the percentage of poor people (people with per capita monthly expenditure below the Poverty Line) in North Kayong Regency reached 9.56% (10,898 people), a decrease of 0.42% from the March 2019 condition (9.98 percent). The poverty depth index of North Kayong Regency decreased from 1.69% in March 2019 to 1.13 in March 2020, while the poverty severity index of North Kayong Regency also decreased from 0.42% in March 2019 to 0.22% in March 2020. According to data obtained from BPS in 2020, the poverty rate in North Kayong Regency is still very low when compared to districts/cities in West Kalimantan. The poverty rate in North Kayong was recorded at 7.49% in 2019 and decreased by 9.56% in 2020. On the other hand, the reduction in the poverty rate in 2021 and 2022 is not yet known.

Every year poverty in North Kayong Regency has decreased, but the decrease is not significant. Based on the results of the research, poverty in North Kayong Regency is caused by high unemployment and increasing population growth that is not matched by job creation. The results of data processing carried out in looking at the unemployment rate and population income in North Kayong show that the poverty rate is still high. According to data from the Central Statistics Agency (BPS) of North Kayong Regency, the Open Unemployment Rate (TPT) released in 2018 was 3.93%, 2019 was 4.00%, and 2020 was 3.71%. Meanwhile, the average income of the poor population of Kayong Utara in 2018 was Rp.287,078,-/month, 2019 was Rp.302,811,-/month, and in 2020 was Rp.311,643,-/month. On the other hand, the unemployment rate has decreased slightly, which is coupled with the increasing income of the population. This condition is certainly a benchmark in increasing the human development index again. Therefore, development efforts must also pay attention and consider job creation.

Referring to the central government has decided to increase the 2022 provincial minimum wage or UMP by an average of 1.09 percent. In determining the minimum wage, the government refers to Law (UU) Number 11 of 2020 concerning Job Creation, which is derived through Government Regulation (PP) Number 36 of 2021 concerning Wages. The West Kalimantan Provincial Minimum Wage (UMP) for 2022 increased by IDR 34,629 from IDR 2,399,699 in 2021 to IDR 2,434,328. Meanwhile, in North Kayong district, which refers to the Decree of the Governor of West Kalimantan Number 1471/DISNAKERTRANS/2021, the minimum wage for North Kayong district in 2021 is IDR 2,714,750 while the sectoral minimum wage is IDR 2,974,000. It can be understood that the wage has been carried out with a range of differences between the District minimum wage and the Provincial minimum wage level of IDR 260,000.

Strategies to improve the Human Development Index (HDI) in Kayong Utara Regency are closely linked to local policies and government development programs. Despite improvements in the HDI, economic growth rate, reduction in the number of poor people, and open unemployment rate, North Kayong District still ranks last in West Kalimantan, plus the impact of the COVID-19 pandemic. Key challenges include the gap between current and planned performance. The focus on education, health, and decent living standards, as per the RPJMD 2019-2023, shows the lowest HDI in West Kalimantan in 2021 (62.90%). Improvement efforts face obstacles such as low average years of schooling, quality of teaching staff, education facilities, and geographical conditions. The government is utilizing the 12-year compulsory education program, one village one scholar, and 3T area education to overcome them.

The health sector is also a serious concern for the Kayong Utara regional government because health is an important element of human resource quality. The success of health development is characterized by life expectancy (AHH). In 2021, the AHH of North Kayong Regency reached 68.48%, the lowest in West Kalimantan. Key challenges include the lack of good health facilities, uneven distribution of facilities, and limited specialist medical personnel. Opportunities for health improvement include the BPJS program, Regional Health Insurance (JAMKESDA), Nusantara Sehat medical personnel, the regional stunting program, and facilities such as ambulances and speed boats. This support must be matched by increased public awareness of health.

Poverty alleviation is an important priority for the Government of North Kayong Regency because poverty is a major challenge in human development. Factors causing poverty include heredity, limited employment opportunities, and low education. The government must unravel the main causes of poverty to find effective solutions. North Kayong Regency has the potential of the sea and the agricultural sector to support the economy. Superior products such as rice and coffee, especially Liberica Coffee from Seponti which won the MURI record, are regional assets that can be developed. Opportunities for economic improvement are also seen from government programmes and private sector involvement in improving regional competitiveness and employment.

CONCLUSIONS

The conclusion of this study shows that the strategy to increase the Human Development Index (HDI) in the Kayong Utara Regency requires policies that focus on education, health, and livability. Qualitative descriptive analysis shows that improving HDI requires collaboration between the government, community, and private sector as well as optimal utilization of local potential.

First: The Human Development Index from the aspect of education in North Kayong Regency is still relatively low compared to other districts/cities in West Kalimantan. In 2019, this figure was 6.00%, increasing slightly in 2020 to 6.01%, and in 2021 to 6.02%. The low index is due to the lack of community attention to education and the suboptimal utilization of free education programs and local government scholarships. The researchers concluded that the government's weak response to education issues, especially in the islands and rural areas, is the main obstacle. In addition, the lack of infrastructure support and access to schools discourages people from attending school.

Second: Looking at the health aspect in North Kayong Regency, life expectancy (AHH) in the last three years has been low compared to other districts/cities in West Kalimantan. In 2019, AHH was recorded at 68.11%, in 2020 at 68.2%, and in 2021 at 68.48%. In 2021, there were 1,513 cases of diarrhea and 410 cases of COVID-19. The main problem faced is the lifestyle of people who still litter, do not use toilets, and have an unfulfilled diet. This condition is exacerbated by the lack of health facilities in the islands, lack of medical personnel, and lack of public health support facilities.

Third: The aspect of livability in North Kayong Regency, is also classified as low. In two years, poverty in North Kayong Regency was relatively low when compared to districts/cities in West Kalimantan. It was recorded that the number of poor people in 2020 was 9.98% and in 2021 the percentage of poor people was 9.56%. The lack of professional labor and the narrowness of employment opportunities are one of the causes of unemployment and poverty. On the other hand, the untapped potential of the region causes untapped potential that results in the economic competitiveness of the community, while natural potential, especially marine products, is a promising commodity in the North Kayong area. In addition, the empowerment program carried out by the local government to the community to overcome poverty has not run optimally, this can be seen from the lack of employment opportunities. The government as a public service bureaucracy must also pay attention to business opportunities that can absorb local labour.

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