

Policy Formulation of the Operational Working Group of the Integrated Service Post in West Tulang Bawang Regency

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Abstrak

Posyandu dikelola, diselenggarakan, dan dilaksanakan oleh dan untuk masyarakat. Menurut Peraturan Menteri Dalam Negeri No. 19/2011 tentang Pedoman Pengintegrasian Posyandu, peran serta pemerintah daerah dan lintas sektor diperlukan untuk pelaksanaan yang efektif. Pengintegrasian layanan sosial dasar ke dalam Posyandu bertujuan untuk mensinergikan berbagai layanan yang dibutuhkan masyarakat, meliputi peningkatan kesehatan dan gizi, pendidikan dan tumbuh kembang anak, peningkatan ekonomi keluarga, serta ketahanan pangan dan kesejahteraan sosial keluarga, melalui kelompok kerja operasional Posyandu. Penelitian ini membahas permasalahan mengapa proses perumusan kebijakan pembentukan Pokjanal Posyandu di Kabupaten Tulang Bawang Barat menemui kendala. Penelitian ini bertujuan untuk mengidentifikasi mengapa kelompok kerja Posyandu Kabupaten Tulang Bawang Barat gagal terbentuk pada tahun 2023. Penelitian ini menggunakan metode penelitian kualitatif dengan pendekatan kajian pustaka. Hasil penelitian menunjukkan bahwa kegagalan pembentukan kelompok kerja operasional Posyandu di Kabupaten Tulang Bawang Barat disebabkan oleh kurangnya komunikasi antar aktor yang terlibat dalam perumusan kebijakan, baik pemerintah maupun nonpemerintah. Komunikasi yang buruk berdampak pada rendahnya partisipasi para aktor dalam pembentukan Kelompok Kerja Posyandu Kabupaten Tulang Bawang Barat. Selain itu, para pembuat kebijakan belum memahami pentingnya pembentukan Kelompok Kerja Posyandu. Dinas Pemberdayaan Masyarakat dan Tiyuh Kabupaten Tulang Bawang Barat harus berperan aktif untuk menyamakan persepsi tentang urgensi pembentukan Kelompok Kerja Posyandu.

Kata kunci: kegagalan formulasi kebijakan, komunikasi, peran aktor.

Abstract

Posyandu is managed, organized, and implemented by and for the community. According to Regulation No. 19/2011 of the Minister of Home Affairs on Guidelines for Integrating Posyandu, local government and cross-sectoral participation are necessary for effective implementation. Integrating basic social services into Posyandu aims to synergize the various services the community needs, including health and nutrition improvement, education and child development, family economic improvement, and family food security and social welfare, through Posyandu operational working groups. This study addresses the issue of why the policy formulation process for establishing Pokjanal Posyandu in the West Tulang Bawang Regency encountered obstacles. This study aims to identify why the West Tulang Bawang Regency Posyandu working group failed to form in 2023. This study employed a qualitative research method with a literature review approach. The results showed that the failure to establish the Posyandu operational working group in West Tulang Bawang Regency was caused by a lack of communication between the actors involved in policy formulation, including government and non-government actors. Poor communication has impacted the low participation of actors in the formation of the West Tulang Bawang Regency Posyandu operational working group. Additionally, policy-making actors did not understand the importance of establishing posyandu operational working groups. The Community and Tiyuh Empowerment Office of West Tulang Bawang Regency must play an active role to unify perceptions about the urgency of forming posyandu operational working groups.

Keywords: policy formulation failure, communication, actor roles.

A. Introduction

Policy formulation is the earliest stage of the entire series of public policy processes. In the policy formulation stage, the best alternative will be chosen to solve public problems. Policy is something that is produced by policy-making actors. According to Dunn, three important units in public policy analysis need to be understood, namely policy formulation, policy implementation and policy evaluation (Lestari et al., 2021). So, policy formulation is the most important and earliest stage in determining policy direction. In general, the actors involved in the policy formulation process are divided into two broad categories, namely: 1) inside government actors, namely the executive, legislative, partial judiciary, and bureaucracy. 2) outside government actors, namely interest groups, academics, politicians, mass media, beneficiaries, and donor agencies (Muadi et al., 2016). All actors involved must be able to provide ideas as an effort to solve public problems. Any solution that emerges from policy formulation activities is the basis for the adoption and establishment of public policy. Thus, the policy formulation stage is related to efforts to determine action options, to overcome public problems (Sutikno, 2020). Policy formulation as part of the public policy process is a crucial stage. Policy implementation and evaluation can only be carried out if the policy formulation has been completed. The failure of policies to achieve goals mostly stems from imperfect management of the formulation stage (Sanisah, 2022).

Policy formulation is indispensable in determining a policy direction, including the policy of establishing an integrated service post operational working group. The Posyandu Operational Working Group (pokjanal posyandu) is a working group whose duties and functions have a relationship to fostering the organization/management of Posyandu located at the Center, Province, District / City, and District. The role of the posyandu group is to make efforts to reduce maternal and infant mortality, and diarrheal diseases, improve coordination, facilitation guidance, advocacy and support to improve posyandu performance functions, have commitment, common understanding and cooperation, so that there will be synchronization and cross-sectoral cooperation at the village level, and play a role in improving the quality of posyandu services to add and improve posyandu strata. The purpose of the posyandu pokjanal is to coordinate various coaching efforts related to improving the function and performance of posyandu, which are operationally implemented by the posyandu management unit or group in the village through a tiered coaching mechanism by the posyandu pokjanal in the area. The establishment of Pokjanal Posyandu is a government effort in the health sector that is being

promoted to bridge between professional and non-professional health service efforts developed by communities and families, namely through posyandu (Tasa & Betan, 2020).

Pokjanal Posyandu at the district/city level has other tasks, namely; preparing data and information on a district/city scale about the condition and development of various activities related to the management of the Posyandu program; Conveying various data, information and problems to relevant agencies/institutions for follow-up resolution; Analyzing problems and program intervention needs based on alternative problem-solving options in accordance with local potential and needs; Developing annual activity plans and seeking funding sources to support Posyandu development activities; Conducting guidance, coaching, facilitation, advocacy, monitoring, and evaluation of the management of Posyandu programs/activities on a regular and scheduled basis; Facilitating the mobilization and development of community participation, gotong royong, and self-help in developing Posyandu; Developing other activities as needed; and Reporting the results of the implementation of activities to the Regent/Mayor and the Chair of the provincial Pokjanal Posyandu.

Pokjanal Posyandu is a forum for cross-sector coordination of the Posyandu Program (Sutisna Sulaeman, 2010). Posyandu is an extension of the Puskesmas that provides health services and monitoring that is carried out in an integrated manner (Iswarawanti, 2010). Posyandu activities consist of main activities and development/option activities. Basic health services at Posyandu are health services that include at least 5 activities, namely Maternal and Child Health (MCH), Family Planning (KB), immunization, nutrition, and diarrhea prevention (Patimah, 2016). Improving the quality of services at Posyandu requires optimal guidance, coaching, facilitation, advocacy and monitoring and evaluation carried out by Pokjanal so that the quality of services provided to the community is guaranteed. All of this is done in stages, starting from the national level to the village level (Nurliawati et al., 2023).

Seeing the important role of Pokjanal Posyandu above, the formation of Pokjanal Posyandu is very necessary. In Lampung Province, the establishment of an operational working group for the development of integrated service posts in Lampung Province is regulated in Lampung Governor Decree Number: G/197/V.12/HK/2023. The formation of Pokjanal Posyandu in West Tulang Bawang Regency itself was initiated in 2023 in accordance with the rules that require each district / city to form a posyandu pokjanal in the era of health transformation. The failure of Pokjanal Posyandu policy formulation in West Tulang Bawang District reflects a number of complex challenges, both in terms of institutionalization, cross-sector coordination, and data-based planning. One of the main contributing factors is the lack of synergy between stakeholders at the district, sub-district and village levels, resulting in policies that are not fully aligned with the real needs on the ground. In addition, limited technical capacity and a lack of accurate data on the condition of posyandu and basic health services mean that policies tend to be normative and not implementable. This has resulted in less effective implementation of the posyandu program and a lack of innovation in addressing nutrition, maternal and child health, and community participation. The lack of synchronization between action plans and budgets is also an indicator of the weakness of the policy formulation process, which should be based on a participatory and evidence-based approach.

The establishment of the Pokjanal Posyandu in West Tulang Bawang District faced significant obstacles, mainly due to the different views among the actors involved. These differences include perceptions of the roles and responsibilities of each institution, program priorities, and strategic approaches to posyandu management. As a result, the policy formulation process is hampered and slow, as there is no basic understanding needed to develop a solid and integrated framework. The lack of effective communication and coordination across sectors has further deepened the gap, resulting in policies that are sectoral, less responsive to community needs, and difficult to implement optimally at the field level. The absence of a strong coordination forum and weak leadership in directing consolidation between actors also exacerbates this condition. Some actors viewed the formation of the posyandu group as unimportant, so their process and participation in policy-making was very limited. On the other hand, the establishment of posyandu is very important because it is a regional obligation to establish it. In addition, the posyandu pokjanal team's role and performance in the field is needed to provide basic health services and monitoring in every posyandu in West Tulang Bawang District.

B. Methodology

This research uses qualitative methods. Qualitative research is one of the research methods that aims to gain an understanding of reality through an inductive thinking process (Adlini et al., 2022). Qualitative research is a humanistic research model, where humans in this study are placed as the main subjects in a social event (Safrudin et al., 2023). The justification for using qualitative research methods in the formulation of the Pokjantal Posyandu policy in West Tulang Bawang Regency is based on the main objective of deeply understanding social dynamics, perceptions, and interactions between actors involved in the policy process. Qualitative methods allow researchers to explore contextual information, such as differences in views, conflicts of interest, coordination barriers, and informal practices that may not be revealed through quantitative approaches.

Creswel (2008) explains several specific stages of qualitative research including: Problem identification; Literature review; Determining research objectives; Data collection; Data analysis and interpretation; and Reporting (Fadli, 2021). Qualitative research uses a lot of descriptive data such as interview lists, field observation reports, conversation transcripts, and observation notes (Zaluchu, 2020). The research location was carried out at the Community and Tiyuh Empowerment Office of West Tulang Bawang Regency. Qualitative data analysis is in the form of checking the validity of data based on certain criteria, namely on the basis of trustworthiness (reliability), transferability, dependability, and certainty (Rijali, 2019). The instrument used in this research is the researcher himself. Humans as researchers, act as tools themselves to collect the data needed in research (Waruwu, 2023). The research location is the Community Empowerment and Tiyuh Office as the leading sector of the posyandu group formation in West Tulang Bawang Regency.

C. Results and Discussion

The problem formulation process is carried out by first collecting the problems that occur in the formation of the posyandu pokjantal. The policy formulation stage is a critical stage of a policy process. This is related to the process of selecting alternative policies by policy makers who usually consider the direct impact that can be generated from the main alternative choices. According to Sidney, policy formulation tries to answer a number of questions, namely: what is the plan to solve the problem? What are the goals and priorities? What options are available to achieve these goals? What are the advantages and disadvantages of each choice? What externalities, both positive and negative, are associated with each alternative? (Muadi et al., 2016).

At this stage, the urgency of establishing a posyandu pokjantal in West Tulang Bawang Regency is based on the problem of the need for elaboration of data and information related to posyandu activities in villages/sub-districts and synergizing communication between all posyandu implementing actors. The posyandu pokjantal becomes a forum that facilitates communication between these actors. In this case, the government is faced with the fact that the number of stunting in West Tulang Bawang Regency is increasing. Based on the results of the Indonesian Nutritional Status Study (SSGI), the prevalence of stunted toddlers in West Tulang Bawang Regency increased from 17.3% in 2019 to 22.1% in 2021. The increase of 27.7% makes West Tulang Bawang Regency the district with the highest increase in stunting in Lampung Province. The prevalence of wasted and underweight toddlers is still above the Lampung Province figure. The prevalence of wasted toddlers in West Tulang Bawang Regency is 7.7% compared to 7.2% and the prevalence of underweight toddlers is 16.1% compared to 14.6% (Rahmadi et al., 2023). The increase in the number of stunting in West Tulang Bawang Regency is caused by many interrelated factors, both directly and indirectly. Directly influenced by insufficient nutritional intake in terms of quantity and quality and due to infectious diseases. While indirectly influenced by the reach and quality of 2 health services, inadequate childcare patterns, poor environmental sanitation conditions (Rahmadi et al., 2023). Stunting is associated with birth weight, diarrhea, knowledge and education level of mothers, family income, and sanitation. Knowledge of health workers and the community regarding the factors causing stunting is important because it is expected to contribute to preventing stunting and reducing stunting rates in the community. (Yanti et al., 2020). Therefore, the active role of integrated health posts is needed in handling primary health problems in villages/sub-districts. In terms of handling stunting, the role of the integrated health post working group is to collaborate with all stakeholders to take on their roles in handling stunting. For example, in the

Health Office, the role is to provide education to the community and health workers about the dangers of stunting and how to prevent it. In the Population and Family Planning Control Office, it is to increase public awareness that 2 children are enough so that the needs for nutrition, vitamins, and nutrition from in the womb until the child is born can be met properly. The formation of the Posyandu working group is very important so that all data and information about Posyandu can be tabulated properly. Based on the existing data, the Posyandu working group will prepare an annual work plan for the development and guidance of Posyandu in villages/sub-districts throughout West Tulang Bawang Regency. In addition, the Posyandu working group can also provide recommendations to related agencies to take on their roles in improving the provision of basic health services at Posyandu. The formation of the Posyandu working group in West Tulang Bawang Regency in 2023 experienced several problems.

First, communication between actors was not well established. Policy formulation in practice involves various actors, both from state actors and non-state actors or what Anderson calls official policymakers and non-governmental participants. Official policymakers are those who have the legal authority to be involved in the formulation of public policy. Official policymakers consist of the legislature; executive; administrative bodies; and the courts. Non-governmental policymaking participants consist of interest groups; political parties; research organizations; communication media; and individuals in society. Non-governmental participants have important or dominant roles in a number of policy situations, but they do not have the legal authority to make binding policies (Muadi et al., 2016). These government and non-government actors must have good communication in the policy formulation process in order to produce policies that can overcome problems at the integrated health post. According to Djuwita, the communication process can be a big problem for most people and organizational activities if not implemented properly (Djuwita, 2020). The importance of communication and information is of course to facilitate coordination, integration and synchronization in policy implementation (Jamaluddin et al., 2019). In the process of formulating the integrated health post working group policy, the actors involved have poor communication so that the delivery of information is not conveyed properly. Related agencies such as the Cooperatives and UMK Service, Industry and Trade, Regional Research and Innovation Development Planning Agency, Population and Family Planning Control Service, Food Security Service and Communication and Information Service did not contribute to the preparation of the integrated health post working group in 2023 because there was no communication from the Community Empowerment and Tiyuh Service as the leading sector. So that related stakeholders do not yet understand the urgency of the formation of the posyandu pokjanal itself. In addition, the involvement of the community and NGOs is still very minimal. The breakdown in communication causes no information transformation so that it is very natural that there is no clarity of information and no consistency of information (Fitriani, 2020), (Novitasari, 2024). The communication process is very important so that information, ideas, or messages related to policy formulation can be conveyed properly. Policy-making actors can provide alternative policy recommendations that can solve the problems being faced. In terms of the formation of the posyandu pokjanal, communication has not gone well so that it has become a driving factor for the failure of the formation of the posyandu pokjanal in West Tulang Bawang Regency in 2023.

Second, the problem that caused the failure of the posyandu pokjanal policy formulation in West Tulang Bawang Regency was the lack of stakeholder participation in policy formulation. According to Freeman, stakeholders are defined as parties who can influence or be influenced (receive impacts) by the decisions taken (Andriyanto, 2017). Participation as a form of involvement of stakeholders and community members in all developments that include activities in the planning and implementation of development programs. Community participation in the form of participation is a supporter of the success of programs provided by the government (Basri et al., 2022). According to Philipus M. Hadjon, the concept of participation is related to the concept of openness. In other words, without openness of government, it is impossible for the community to participate in government activities (Rahma, 2019). In terms of the formation of the posyandu pokjanal, it does not only require active participation from the government but also from the community who are the target group for health services at the posyandu so that the problems that arise are problems that truly come from the community and then a policy is made that can accommodate community problems. In other words, the policy formulation process is bottom up, not top down. The bottom up view treats and positions the people as objects of development and all suggestions and aspirations come from the community (Haliim, 2020). However, in the formulation of the posyandu pokjanal in West Tulang Bawang Regency, both the community and government actors and

NGOs did not show active participation. This is due to the lack of communication built by the Community Empowerment and Village Office as the leading sector.

Third, the large number of actors involved in the formation of the Posyandu Pokjandal causes the completion time of the Posyandu Pokjandal formation to be ineffective. The large number of actors and low participation causes the Community Empowerment and Village Office of West Tulang Bawang Regency to experience difficulties in time management. Because to unite both government and non-government actors in one meeting agenda requires a long time because not all actors can attend together to exchange thoughts and ideas in completing the formation of the Posyandu Pokjandal. This has an impact on the unfinished draft of the Posyandu Pokjandal so that in 2023 the Posyandu Pokjandal in West Tulang Bawang Regency has not been formed. The Community Empowerment and Village Office of West Tulang Bawang Regency realizes the importance of forming the Posyandu Pokjandal and making it a priority performance agenda in 2023. However, the Community Empowerment and Village Office of West Tulang Bawang Regency as the leading sector in the formation of the Posyandu working group has not been able to provide an understanding to other policy-making actors about the urgency of forming the Posyandu working group so that all actors have the same perception (point of view) regarding the formulation of the Posyandu working group.

D. Conclusion

The conclusion of this study shows that the failure in formulating the policy for the establishment of the Posyandu Pokjandal in West Tulang Bawang Regency is directly related to weak communication between actors and low stakeholder participation. The main findings show that the absence of open and effective communication channels has led to gaps in understanding and disagreements regarding the roles and responsibilities of each institution. This is exacerbated by the minimal active involvement of community elements, health workers, and village officials in the policy planning process, which should be a participatory basis for developing community-based health services. The implications of this finding are very important because without strong coordination and involvement from all related parties, the policies formulated will be non-contextual, lose social legitimacy, and be difficult to implement optimally. Therefore, future policy formulation must place cross-sector communication and active stakeholder participation as the main components, in order to be able to produce responsive, inclusive, and sustainable policies.

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