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Analysis of disposition (policy) and bureaucratic factors as an effort to accelerate stunting reduction in Binjai City In 2024

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ABSTRACT

Stunting is one of the public health problems in Indonesia that requires cross-sector interventions, including at the regional level. This study aims to analyze dispositional and bureaucratic factors in supporting the acceleration of stunting reduction in Binjai City, in accordance with the mandate of Presidential Regulation Number 72 of 2021. The research approach uses a mixed methods design, with quantitative stages through SPSS data analysis to identify factors related to the empowerment of the Family Assistance Team, and qualitative through interviews and observations to explore the supporting and inhibiting factors of policy implementation. The research sample consisted of 53 respondents, with 10 supporting informants from various local stakeholders. The results show that disposition variables, which include policy attitudes and implementation, as well as bureaucratic efficiency, have a significant influence on the success of empowering the Family Support Team in carrying out national priority tasks. This research confirms the importance of commitment and leadership roles in empowering subordinates and simplifying bureaucratic procedures to improve the effectiveness of public policies. The implication of these findings is the need to strengthen cross-sector coordination and community-based approaches to accelerate the achievement of stunting reduction targets at the local level.

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1. Introduction

Stunting, which is often called stunting or shortness, is a growth and development disorder due to chronic malnutrition and repeated infections, characterized by length or height below the standards set by the minister who organizes government affairs in the health sector (Presidential Regulation No. 72 of 2021). The reduction and prevention of stunting is one of the targets of the Sustainable Development Goals, which is contained in the 2nd sustainable development goal indicator, namely eliminating hunger and all forms of malnutrition and food security. The causes of stunting consist of two factors, namely direct causes and indirect causes.

Direct causes consist of Access to nutritious food, Infant and young child feeding practices (patterns), Access to health services, Access to environmental health which includes the availability of clean water and sanitation facilities. While indirect causes consist of Income and economic inequality, Trade, Urbanization, Globalization, Food Systems, Social Security, Health Systems, Agricultural Development and Women's Empowerment.

Stunted toddlers are toddlers based on their age with body length (PB/U) or height (TB/U) compared to child growth standards issued by WHO-MGRS (Multicentre Growth Reference Study) in 2005 (Litbangkes, 2017). The United Nations International Children's Emergency Fund (UNICEF) estimates that the number of stunted children under the age of five will be 149.2 million by 2020. The prevalence of stunted children under the age of five in Indonesia is the second highest in Southeast Asia. The prevalence reached 31.8% in 2020 (Organization, 2021).

The results of the Indonesian Nutrition Status Study (SSGI) data in 2021, the prevalence of stunting in Indonesia was at 24.4% and the SSGI results in 2022 were 21.6% (a decrease of 2.8%). The condition of stunting prevalence in North Sumatra based on the Indonesian Nutrition Status Study (SSGI) data in 2021 was 25.8% and the SSGI results in 2022 were 21.1% (a decrease of 4.7%). Binjai City is one of the cities in North Sumatra with a stunting incidence rate based on the results of SSGI in 2021 of 21.7% (90 stunting toddlers), in 2022 of 18.7% (65 stunting toddlers) and in 2023-2024 of 19.4% (43 stunting toddlers). According to the Indonesian government's target, this figure must be reduced in an effort to accelerate the handling of stunting in Indonesia because it is still higher than the maximum tolerance of stunting rates set by WHO, which is 20% or one-fifth of the total number of children under five. Indonesia targets the stunting rate to drop to 14% by 2024. To achieve the government's target, there needs to be a decrease of around 3% every year (BKKBN, 2022).

The main problems that cause high stunting rates in Indonesia are policies that have not converged, low public awareness, in providing support for stunting prevention and health service outreach. The limited knowledge of mothers has an important role in household decision-making such as serving a healthy menu for the family and health care facilities. Increasing maternal education and knowledge can reduce the impact of stunting (Tesfaye & Egata, 2022).

Government policies to improve family welfare, especially mothers, can be a suggestion in reducing the incidence of stunting (Andriani et al., 2017). In addition, the government can also reduce stunting rates by adopting anti-poverty policies by promoting prevention in poverty-affected areas (Al., 2017). The need for professionalism of human resources and the activities they perform can contribute to the success of the business and can provide competitiveness of the company/organization for productivity, quality and services (Soetrisno, 2016). Therefore, acculturation of education to improve the ability of human resources is needed (Purwaningtias, 2016).

Disposition or attitude and policy implementation are important factors of a public policy, where the way a leader empowers his subordinates is that the leader trusts his subordinates to be able to do more because of their potential (Kyselá et al., 2019; Ramdhani & Ramdhani, 2017; Wang et al., 2021). How to encourage people or subordinates is not to undermine a subordinate, do not criticize subordinates in public, give full attention to subordinates, and always be open to small things (Mortimer et al., 2002).

Bureaucracy in various scientific literature is often used in several senses. There are at least seven notions that are often contained in the term bureaucracy. According to Benveniste (1997: 4), bureaucracy is defined as: (1) rational organization, (2) organizational inefficiency, (3) rule by officials, (4) public administration, (5) administration by officials, (6) a form of organization with certain characteristics and qualities such as a hierarchical fiber of regulations, and (7) one of the absolute characteristics of modern society (an essential quality of modern society). In relation to the phenomenon of bureaucratic behavior, its position, role and function cannot be separated from the individual as an apparatus (employee) who has perceptions, values, motivation and knowledge in order to carry out functions, duties and social responsibilities in public services. Human behavior in the organization determines the achievement of maximum results in order to achieve organizational goals (Nurdin, 2019).

The existence of bureaucracy in a modern administrative system is needed to optimize the achievement of organizational goals (Kallio et al., 2020; Kanter, 2019; Monteiro & Adler, 2022). An

organization has an organizational structure that divides all tasks and functions, to members of the organization. The authority that exists in the organizational structure makes the organization work optimally to achieve predetermined goals. Bureaucracy is an organization that has a big role in achieving organizational goals optimally. Bureaucracy as an organization has a structure that divides all tasks and functions (Jumiati, 2014).

The Government's commitment to solving the stunting problem in Indonesia is contained in Presidential Regulation Number 72 of 2021 concerning Acceleration of Stunting Reduction which mandates an increase in Specific Interventions and Sensitive Interventions and the participation of Ministries / Institutions, Regional Leaders to other Stakeholders. Article 1 paragraphs 2, 3, 4 and 10 of the Presidential Regulation on Accelerating Stunting Reduction outlines that: Specific Interventions are activities implemented to address the direct causes of stunting, especially in interventions related to improving nutrition and health. Sensitive Interventions are activities implemented to address the indirect causes of stunting such as the availability of clean water, sanitation and healthy latrines. Efforts to accelerate stunting reduction are any efforts that include sensitive interventions that are implemented convergently, holistically, integratively and with quality through multi-sector cooperation at the Center, Regions and Villages. The important role of stakeholders is an integral part in the implementation of the Presidential Regulation on Accelerating Stunting Reduction, Stakeholders are Individuals, Communities, Academics, Professional Organizations, Business World, Mass Media, Civil Society Organizations, Universities, Community Leaders, Religious Leaders and Development Partners related to the acceleration of stunting reduction (Afandi et al., 2024; Permatasari & Walinegoro, 2023; Simatupang et al., 2024).

The Presidential Regulation also establishes a Stunting Reduction Acceleration Team consisting of Steering Committee and Implementers. The Vice President is the Chair of the Steering Committee, accompanied by the Coordinating Minister for Human Development and Culture and a number of other ministers. Meanwhile, the Head of the National Population and Family Planning Agency (BKKBN) is appointed as the Chief Executive. In order to implement the Acceleration of Stunting Reduction, the Government has established the National Strategic Plan for Accelerating Stunting Reduction as stated in Article 2 paragraph 2 of the Presidential Regulation which outlines the objectives of the National Strategic Plan for Accelerating Stunting Reduction are to reduce the prevalence of stunting, improve the quality of family life preparation, ensure the fulfillment of nutritional intake, improve parenting, improve access and quality of health services and improve access to drinking water and sanitation.

The National Target for Stunting Prevalence in the period 2025-2030 is set based on the results of the evaluation of the achievement of the 2024 target which has been set at 14%. The target of sustainable development goals in 2030 is achieved through the implementation of 5 (five) pillars in the National Strategy for Accelerating Stunting Reduction as stated in article 6 paragraph 2 of the Presidential Regulation on Accelerating Stunting Reduction which includes: Increased commitment and vision of leadership in ministries/institutions, Provincial Governments, District/City Governments and Village Governments, Improved behavior change communication and community empowerment, Increased convergence of Specific Interventions and Sensitive Interventions in ministries/institutions, Provincial Governments, District/City Governments and Village Governments, Increased food security and nutrition at the individual, family and community levels and Strengthening system development, data, information, research and innovation.

2. Methods

This research was conducted in stages of activity, namely c to analyze the factors related to the Disposition factor in efforts to accelerate stunting reduction. The approach used in this research is mixed method . Mixed methods research design is a procedure for collecting, analyzing, and "mixing" quantitative and qualitative methods in a study or series of studies to understand the problems in the research (Creswell, 2015). This approach is carried out in combination with the aim of providing a better understanding of the problems and research questions. The design in this study is an explanatory design, which is a design that is sequential in the stages of research, starting from quantitative research and continuing with qualitative.

a. Type of Data

The type of data used in this research is primary data through direct interview techniques with research questionnaire guidelines. In addition, documentation was also carried out to take pictures of respondents when providing information. secondary data, collected through documentation studies and tertiary data obtained through literature studies.

b. Univariate Analysis

Univariate analysis is an analysis presented in tabular form to determine the presentation and frequency distribution of the variables being analyzed. Univariate analysis in this study is the characteristics of respondents based on age, gender, education and variables to be examined then using frequency distribution tables and percentages of both independent variables and dependent variables the results of the analysis are described descriptively.

c. Bivariate Analysis

Bivariate analysis using the chi square test because the data used in the study included non-parametric. The chi square test to determine the relationship between variable X (categorical) and Y (categorical), Chi-square analysis is used, on the significance of statistical calculations p-value (0.05). If the calculation results show a p value < p value (0.05), it is said (Ho) is rejected and Ha is accepted, meaning that the two variables have a statistically significant relationship. Then to explain the association (relationship) between the dependent variable and the independent variable, cross tabulation analysis was used.

3. Results and Discussion

a. Distribution of interview questionnaire test results

Table 1. Disposition Questionnaire Validity Test Results

Variable	No. Question	r-count	r-table	Description
Disposition	1	0,498	0,444	Valid
	2	0,827	0,444	Valid
	3	0,780	0,444	Valid
	4	0,839	0,444	Valid
	5	0,635	0,444	Valid
	6	0,539	0,444	Valid
	7	0,613	0,444	Valid
	8	0,845	0,444	Valid
	9	0,902	0,444	Valid
	10	0,802	0,444	Valid
	11	0,780	0,444	Valid
	12	0,845	0,444	Valid
	13	0,541	0,444	Valid
	14	0,613	0,444	Valid
	15	0,902	0,444	Valid

The validity test results show that of the 15 items on the disposition variable, 15 items are declared valid because they have a value of $r_{count} > r_{table}$.

Table 2. Bureaucracy Questionnaire Validity Test Results

Variable	No. Question	r-count	r-table	Description
Bureaucracy	1	0,811	0,444	Valid
	2	0,525	0,444	Valid
	3	0,455	0,444	Valid
	4	0,808	0,444	Valid
	5	0,674	0,444	Valid
	6	0,746	0,444	Valid
	7	0,709	0,444	Valid
	8	0,453	0,444	Valid

9	0,608	0,444	Valid
10	0,687	0,444	Valid
11	0,583	0,444	Valid
12	0,489	0,444	Valid
13	0,732	0,444	Valid
14	0,821	0,444	Valid
15	0,707	0,444	Valid

The validity test results show that of the 15 items on the bureaucracy variable, 15 items are declared valid because they have a value of $r_{count} > r_{table}$.

b. Univariate Analysis

1. Frequency Distribution of Respondents Based on Characteristics

Table 3. Characteristics of Respondents Based on Gender, Age and Education

No.	Characteristics	Frequency (f)	Percentage (%)
	Gender		
1.	Female	53	100,0
2.	Male	0	0,0
	Total	53	100,0
	Age		
1.	17-25 Years	2	3.8
2.	26-35 Years	4	7.5
3.	36-45 Years	28	52.8
4.	46-55 Years	15	28.3
5.	56-65 Years	4	7.5
	Total	53	100,0
	Education		
1.	Higher (DIII/DIV/S1)	20	37.7
2.	Secondary (SMA/SMK)	31	58.5
3.	Elementary (SD/SMP)	2	3.8
	Total	53	100,0

Based on Table 3 of 53 respondents, it is known that all respondents are female (100.0%). In age characteristics, it is known that the majority of respondents are 36-45 years old as many as 28 respondents (52.8%), while the minority respondents are 17-25 years old as many as 2 respondents (3.8%). Furthermore, in the education characteristics, the majority of respondents had secondary education (SMA / SMK) as many as 31 respondents (58.5%) and the minority of respondents' education was basic education (SD / SMP) as many as 2 respondents (3.8%).

2. Frequency Distribution of Respondents based on engagement

Table 4. Frequency Distribution of Respondents Based on Disposition in Involvement in Efforts to Accelerate Stunting Reduction

No.	Disposition	f	%
1.	Suitable	39	73,6
2.	Not suitable	14	26,4
	Total	53	100,0

Based on Table 4. It can be seen that of the 53 respondents, 39 respondents (73.6%) had appropriate dispositions and 14 respondents (26.4%) had inappropriate dispositions.

Table 5. Frequency Distribution of Respondents Based on Bureaucracy in Involvement in Efforts to Accelerate Stunting Reduction

No.	Bureaucracy	f	%

1.	Available	35	66,0
2.	None	18	34,0
	Total	53	100,0

Based on Table 5, it can be seen that out of 53 respondents, 35 respondents (66.0%) stated that there was bureaucracy and 18 respondents (34.0%) stated that there was no bureaucracy in the Efforts to Accelerate Stunting Reduction.

c. Bivariate Analysis

Table 6. Cross Tabulation between Disposition and Efforts to Acceleration of Stunting Reduction

No.	Disposition	Accelerating Stunting Reduction				Total		*Sig-p*
		Unsuccessful		Successful				
		f	%	f	%	f	%	
1.	Suitable	11	20,8	28	52,8	39	73,6	0,001
2.	Not suitable	11	20,8	3	5,7	14	26,4	
	Total	22	41,5	31	58,5	53	100,0	

Based on Table 6 cross tabulation between disposition and efforts to accelerate stunting reduction, it is known that of the 39 respondents (73.6%) who had a suitable disposition, 11 respondents (20.8%) were unsuccessful in implementing the policy and 28 respondents (52.8%) were successful in implementing the policy. Furthermore, it is known that of the 14 respondents (26.4%) who had inappropriate dispositions, 11 respondents (20.8%) were unsuccessful in implementing the policy and 3 respondents (5.7%) were successful in implementing the policy. Based on the results of the chi-square test, the p value = 0.001 (<0.05). This proves that there is a relationship between disposition and efforts to accelerate stunting reduction 2024.

Table 7. Cross Tabulation between Bureaucracy and Efforts to Acceleration of Stunting Reduction

No.	Bureaucracy	Accelerating Stunting Reduction				Total		*Sig-p*
		Unsuccessful		Successful				
		f	%	f	%	f	%	
1.	Available	8	15,1	27	50,9	35	66,0	0,000
2.	None	14	26,4	4	7,5	18	34,0	
	Total	22	41,5	31	58,5	53	100,0	

Based on Table 7 cross tabulation between bureaucracy and efforts to accelerate stunting reduction, it is known that of the 35 respondents (66.0%) who stated that there was bureaucracy, 8 respondents (15.1%) were unsuccessful in efforts to accelerate stunting reduction and 27 respondents (50.9%) were successful in efforts to accelerate stunting reduction. Furthermore, it is known that as many as 18 respondents (34.0%) stated that there was no bureaucracy, as many as 14 respondents (26.4%) were unsuccessful in efforts to accelerate stunting reduction and as many as 4 respondents (7.5%) were successful in efforts to accelerate stunting reduction. Based on the results of the chi-square test, the p value = 0.000 (<0.05). This proves that there is a relationship between bureaucracy and efforts to accelerate the reduction of stuntin.

Discussion

This research was conducted for approximately 3 weeks in Binjai City which was carried out at the Population Control and Family Planning Office of Binjai City as the Secretariat for the Implementation of the Binjai City Stunting Reduction Acceleration Team. In extracting information from respondents, researchers conducted in-depth interviews and filled out questionnaires to 53 respondents. Based on the results of the cross tabulation between disposition and efforts to accelerate stunting reduction, it is known that of the 39 respondents (73.6%) who had appropriate dispositions, 11 respondents (20.8%) were

unsuccessful in accelerating stunting reduction efforts and 28 respondents (52.8%) were successful in accelerating stunting reduction efforts. Furthermore, it is known that of the 14 respondents (26.4%) who had inappropriate dispositions, 11 respondents (20.8%) were unsuccessful in their efforts to accelerate stunting reduction and 3 respondents (5.7%) were successful in their efforts to accelerate stunting reduction. Based on the results of the chi-square test, the p value = 0.001 (<0.05). This proves that there is a relationship between disposition and efforts to accelerate stunting reduction in Binjai City in 2022.

The disposition in this study is the stunting program policy. Policy is a series of actions proposed by a person, group, government or a certain environment by showing the obstacles of opportunities to the implementation of the proposed policy in order to achieve certain goals. Another policy definition Dunn (2003) formulates an understanding of public policy (Dunn, 2003). First, public policy is a policy made by state administrators or public administrators. Thus, public policy is everything that the government does and does not do (William, 2003).

Second. Public policy is a policy that regulates collective life or public life rather than the life of a person or individuals. Public policy governs everything in the domain of public administrator agencies. Public policy regulates common problems or personal or group problems that have become problems of the entire community in that area. Third, it is said to be a public policy if the benefits obtained by people who are not direct users of the products produced are far more or greater than the direct users (William, 2003).

If a policy implementation is effective, policy implementers must not only know what to do but also have the ability to carry it out so that in practice there is no bias (Ramdhani & Ramdhani, 2017). The disposition or attitude of the implementer is very necessary in policy implementation, even though communication and resources to support policy implementation are good, but if the policy implementer has a bad attitude, then of course policy implementation will not be effective (Mortimer et al., 2002).

Thus, the implementation of stunting prevention policies seen from the disposition factor, in general, the policy implementing apparatus, namely the Population Control and Family Planning Service extension workers, have tried to implement and enforce this policy, but there are still people who are indifferent in carrying out their duties and responsibilities, thus contributing to the high number of stunting cases.

Based on the results of interviews with the community regarding disposition through the role of field implementers, including extension workers and field officers, they have conducted socialization to the community, both individuals and groups, so that the community knows about how to prevent stunting. So, with the delivery of this information, it is hoped that the community can understand the impact of stunting and how to prevent it. Even the Population Control and Family Planning Office has informed through print and non-print media related to stunting prevention. Actually, officers have intervened to reduce the stunting rate. However, it must be admitted that the decrease in stunting rates has not been significant. In the future, there needs to be better coordination with related parties so that the acceleration of stunting reduction in villages can be realized.

The results of the cross tabulation between bureaucracy and efforts to accelerate stunting reduction, it is known that of the 35 respondents (66.0%) who stated that there was bureaucracy, 8 respondents (15.1%) were unsuccessful in efforts to accelerate stunting reduction and 27 respondents (50.9%) were successful in efforts to accelerate stunting reduction. Furthermore, it is known that as many as 18 respondents (34.0%) who stated that there was no bureaucracy, as many as 14 respondents (26.4%) were unsuccessful in efforts to accelerate stunting reduction and as many as 4 respondents (7.5%) were successful in efforts to accelerate stunting reduction.

Danhard in Tamim (2007) argues that the characteristics of bureaucracy are characterized by performance that is loaded with the following references: 1) Commitment to publicly defined societal values and public purpose; 2) Implementation of socio-political values based on ethics in the order of public management (provisde an ethical basis for public management); 3) Realization of social political values (exercising social political values); 4) Emphasis on public policy work in carrying out the mandate of government (emphasis on public policy in carrying out the mandate of government); 5) Involvement in

public services (involvement overall quallty of public services); 6) Work in the framework of handling the public interest (operate in public interest) (Tamim et al., 2007).

In implementing the stunting prevention policy, the Population Control and Family Planning Office by extension workers and field officers is guided by the duties and functions in the Law of the Republic of Indonesia Number 52 of 2009 concerning Population Development and Family Development (1) BKKBN is tasked with implementing population control and organizing family planning. (2) In carrying out its duties as referred to in paragraph (1), BKKBN has the functions of: a. formulation of national policies; b. establishment of norms, standards, procedures, and criteria; c. implementation of advocacy and coordination; d. implementation of communication, information, and education; e. implementation of monitoring and evaluation; and f. guidance, mentoring, and facilitation; in the field of population control and family planning (Kemenkes, 2020).

The Population Control and Family Planning Office in terms of bureaucratic structure has basically formed a fairly good bureaucratic structure with the existence of SKPDs authorized to implement this policy, but on the other hand, coordination between SKPDs must be further improved and more emphasized with regulations to regulate stunting prevention mechanisms more specifically. In addition, the Health Office collaborates with other OPDs in reducing stunting which is centered on two interventions, namely specific nutrition interventions and sensitive nutrition interventions. The specific nutrition intervention is implemented by the Health Office itself while the sensitive nutrition intervention is implemented by other DPOs such as the Public Works Office and so on. The implementation must be one-way and must work together.

Efforts to accelerate stunting prevention will be more effective if specific nutrition interventions and sensitive nutrition interventions are converged. Convergence of service delivery requires an integrated process of planning, budgeting, and monitoring of government programs/activities across sectors to ensure the availability of each specific nutrition intervention service to priority target families and sensitive nutrition interventions for all community groups, especially the poor.

4. Conclusion

This study shows that there is a significant relationship between the disposition of policy implementers and the success of accelerating the reduction of stunting in Binjai City. This finding is supported by the results of the chi-square test which shows a p-value of 0.001, which proves that the attitudes and abilities of policy implementers affect the effectiveness of the implementation of stunting handling policies. Nevertheless, despite the efforts made, the reduction in stunting rates in this area is still not significant, which indicates the need to strengthen coordination between stakeholders. In addition, bureaucratic factors also play an important role in supporting policy success, with better coordination between SKPDs, specific and sensitive nutritional interventions proven to have great potential in accelerating stunting reduction. However, this study has limitations in the coverage area that only involves Binjai City and the limited number of respondents, which may affect the generalizability of the findings. Future research is recommended to expand the geographical coverage to include areas with diverse social and demographic characteristics, so that the findings can be more representative. In addition, a longitudinal analysis can be conducted to evaluate the sustainability of policy impacts in the long term. It is also recommended to further explore external factors such as socio-economic and cultural dynamics that may affect the effectiveness of policy implementation. The development of more comprehensive indicators to evaluate policy effectiveness as well as improving cross-sectoral coordination through strengthening regulatory and monitoring mechanisms also need to be prioritized. With these steps, it is hoped that efforts to accelerate stunting reduction can achieve more optimal results.

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