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Implementation of Minister of Home Affairs Regulation Number 13 of 2024 (Article 2) Concerning the Transition of Posyandu Duties and New Functions into Six Minimum Service Standard Sectors in Payakumbuh City

Syarah Nur Hakiki & Rahmadhona Fitri Helmi
Universitas Negeri Padang, Indonesia
syarahhakiki2026@gmail.com; rahmadhonafh@fis.unp.ac.id

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Abstract

The transformation of *Posyandu* duties and functions into six Minimum Service Standard sectors requires local government readiness, cross-sector coordination, cadre capacity, budget support, and adequate facilities. This study aims to analyze the implementation of Minister of Home Affairs Regulation Number 13 of 2024 Article 2 concerning the transition of *Posyandu* duties and new functions into six Minimum Service Standard sectors in Payakumbuh City. A descriptive qualitative approach with a case study design was employed. Informants were selected through purposive sampling and included local government officials, urban village officials, and *Posyandu* cadres. Data were collected through in-depth interviews, observation, and documentation and were analyzed through data reduction, data display, and conclusion drawing based on the Van Meter and Van Horn policy implementation model. The findings indicate that the regulation has begun to be implemented but remains in a transitional stage. Several implementation constraints were identified, including the absence of detailed technical guidelines, limited competent human resources, unclear

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budget utilization, weak interorganizational coordination, varied community participation, and inadequate supporting facilities. This study concludes that the effective transition of *Posyandu* functions requires clearer operational standards, stronger institutional coordination, and improved resource readiness at the local level. The findings contribute to public policy implementation literature and provide practical implications for local governments in strengthening technical guidance, cadre training, budget planning, infrastructure provision, and cross-sector coordination.

Keywords: Minimum Service Standards; Payakumbuh City; Policy Implementation; *Posyandu*; Van Meter–Van Horn Model

INTRODUCTION

Integrated Service Posts, commonly known as *Posyandu*, have long been recognized as community-based institutions that support the delivery of basic public services, particularly in the health sector. Traditionally, *Posyandu* activities have focused on maternal and child health services, infant and toddler weighing, immunization, nutrition counseling, and health education for families. At the community level, *Posyandu* plays an important role in bringing basic services closer to citizens, especially vulnerable groups such as pregnant women, infants, toddlers, and low-income families. Community-based service institutions are considered important because they encourage public participation and strengthen access to basic services at the grassroots level (Sibuea et al., 2023).

However, the increasing complexity of community needs requires *Posyandu* to move beyond its conventional function as a health-based service institution. In many regions, the function of *Posyandu* remains limited to health-related activities, while broader social, educational, environmental, housing, and protection needs have not been optimally addressed. This condition indicates that *Posyandu* needs institutional strengthening so that it can function not only as a health service post but also as a community empowerment institution capable of supporting more comprehensive basic services. Such transformation is important because public service delivery at the local level requires integrated, participatory, and community-based approaches (Isir & Duhita, 2025).

The Indonesian government has issued several regulations to strengthen the institutional role of *Posyandu*. Law Number 6 of 2014 concerning Villages and Government Regulation Number 43 of 2014 emphasize the importance of village community institutions

in supporting governance, development, community guidance, and community empowerment. In addition, the regulation of *Posyandu* was previously included in Minister of Home Affairs Regulation Number 18 of 2018 concerning Village Community Institutions and Village Customary Institutions. Nevertheless, the substance of this regulation needs to be refined in accordance with current community dynamics, changes in public service needs, and the development of national health and social service policies (Minister of Home Affairs Regulation No. 18 of 2018; Minister of Home Affairs Regulation No. 13 of 2024).

Minister of Home Affairs Regulation Number 13 of 2024 concerning Integrated Service Posts was issued as a response to the need for a more comprehensive and adaptive regulation on *Posyandu*. One of the most important provisions is contained in Article 2, which emphasizes the expansion of *Posyandu* duties and functions. Through this regulation, *Posyandu* is no longer positioned only as a community-based health service institution, but also as an institution that supports six sectors of Minimum Service Standards or *Standar Pelayanan Minimal* (SPM). These six sectors include education, health, public works, public housing, public order and community protection, and social affairs (Minister of Home Affairs Regulation No. 13 of 2024). This policy marks a significant transformation in the role of *Posyandu* as a front-line institution for basic service delivery at the village and urban village levels.

The transformation of *Posyandu* into an institution that supports six SPM sectors requires serious attention from local governments. Policy implementation is not only determined by the existence of regulation but also by the readiness of implementing institutions, human resources, budgeting, infrastructure, and cross-sector coordination. According to Adhitama (2021), coordination among regional apparatus organizations is a crucial factor in policy implementation because weak coordination may result in miscommunication, overlapping programs, and ineffective use of resources. Therefore, the implementation of Minister of Home Affairs Regulation Number 13 of 2024 requires structured, routine, and integrated coordination among relevant regional apparatus organizations.

Previous studies have shown that the effectiveness of *Posyandu* is strongly related to institutional capacity, cadre competence, budget support, and the availability of facilities and infrastructure. Sibuea et al. (2023) explain that limited cadre capacity can become an obstacle to achieving basic service targets, particularly when cadres have not received adequate

training according to their expanded responsibilities. Isir and Duhita (2025) also state that competent cadres are essential to expanding service coverage and improving the quality of community life. Furthermore, Savira Zain Laeli (2023) emphasizes that limited physical facilities, including buildings and supporting infrastructure, may hinder the optimization of *Posyandu* services. These findings indicate that the success of *Posyandu* transformation depends not only on regulatory changes but also on the readiness of local implementation.

Although several previous studies have discussed *Posyandu*, community empowerment, cadre capacity, and basic health services, research that specifically examines the implementation of Minister of Home Affairs Regulation Number 13 of 2024, particularly Article 2 concerning the transition of *Posyandu* duties and functions into six SPM sectors, remains limited. Most prior studies still place *Posyandu* within the context of maternal and child health, nutrition improvement, immunization, or cadre participation in health services. This condition creates a research gap because the implementation of the new regulation requires analysis from a broader public policy perspective, especially regarding local government readiness, cross-sector coordination, budget allocation, cadre competence, and infrastructure support (Sibuea et al., 2023; Isir & Duhita, 2025).

Payakumbuh City is a relevant research location because the implementation of this regulation presents complex challenges. The local government is required to implement Minister of Home Affairs Regulation Number 13 of 2024 in 131 *Posyandu* units spread across 47 urban villages. These include 55 *Posyandu* units in West Payakumbuh District, 18 units in North Payakumbuh District, 13 units in South Payakumbuh District, 38 units in East Payakumbuh District, and 7 units in Lamposi Tigo Nagori District. This distribution shows that the implementation of the regulation requires strong administrative, institutional, and operational readiness so that all *Posyandu* units can carry out their new functions in accordance with the six SPM sectors (Badan Pusat Statistik Kota Payakumbuh, 2024).

Preliminary observations indicate that the implementation of Minister of Home Affairs Regulation Number 13 of 2024 in Payakumbuh City still faces several obstacles. One of the main problems is the lack of optimal coordination among regional apparatus organizations. An initial interview with a staff member of the Government Division of the Regional Secretariat of Payakumbuh City revealed that routine coordination among regional apparatus organizations has not been carried out optimally at all levels, resulting in miscommunication in the implementation of the regulation. This situation may hinder

program synchronization, role distribution, and the effectiveness of *Posyandu* as a cross-sector community institution. In fact, the transformation of *Posyandu* into an institution that supports six SPM sectors requires active involvement and collaboration among various regional apparatus organizations (Adhitama, 2021).

In addition to coordination problems, limited budget allocation has also become a significant obstacle in the implementation of this regulation. Minister of Home Affairs Regulation Number 13 of 2024 states that *Posyandu* funding may come from the state budget, regional budget, village budget, and other legitimate sources in accordance with applicable laws and regulations. However, in practice, Payakumbuh City has not yet allocated a specific budget to support the operationalization of the new *Posyandu* functions beyond the health sector. This condition is also related to regional budget limitations and fiscal policy adjustments following Law Number 1 of 2022 concerning Financial Relations between the Central Government and Regional Governments. Sari et al. (2024) state that limited fiscal space can affect the allocation of resources for new programs and may cause local governments to prioritize mandatory and binding expenditures over community-based service strengthening programs.

Another challenge is the limited competence of *Posyandu* cadres in implementing the six SPM sectors. In practice, most cadres are still familiar only with basic health services, such as maternal and child health services, toddler weighing, immunization, and nutrition counseling. They have not received sufficient training related to education, public works, public housing, public order and community protection, and social affairs. This situation indicates that the transformation of *Posyandu* requires systematic capacity-building programs for cadres. Without adequate training and technical guidance, cadres may face difficulties in understanding and carrying out their expanded duties. Therefore, cadre capacity development is an essential requirement for optimizing the implementation of six SPM sectors at the urban village level (Sibuea et al., 2023; Isir & Duhita, 2025).

Infrastructure and supporting facilities are also important issues in the implementation of Minister of Home Affairs Regulation Number 13 of 2024 in Payakumbuh City. Preliminary findings show that several *Posyandu* activities are still carried out in urban village offices because special *Posyandu* secretariat buildings are not yet available in every urban village. The absence of adequate facilities may limit service effectiveness, reduce institutional independence, and hinder the implementation of expanded functions. Savira

Zain Laeli (2023) argues that the availability of physical facilities is an important factor in supporting the quality and continuity of community-based services. Therefore, infrastructure readiness must become one of the priorities in strengthening *Posyandu* as a local institution that supports six SPM sectors.

Based on the explanation above, this study offers novelty by specifically examining the implementation of Minister of Home Affairs Regulation Number 13 of 2024 Article 2 concerning the transition of *Posyandu* duties and new functions into six SPM sectors in Payakumbuh City. The novelty of this study lies in its focus on the implementation of a new regulation from a local governance perspective, particularly in relation to cross-sector coordination, budget support, cadre capacity, infrastructure readiness, and implementation strategies. This research is important because it provides empirical evidence on how local governments respond to the transformation of *Posyandu* functions after the enactment of the new regulation. Therefore, this study aims to analyze the implementation of Minister of Home Affairs Regulation Number 13 of 2024 Article 2 concerning the transition of *Posyandu* duties and new functions into six SPM sectors in Payakumbuh City and to identify strategies that can support the optimization of this policy implementation.

METHODS

This study used a descriptive qualitative approach to obtain an in-depth understanding of the implementation of Minister of Home Affairs Regulation Number 13 of 2024 concerning *Posyandu* in Payakumbuh City. A qualitative approach was selected because this study did not aim to measure variables statistically, but rather to explore the process, meaning, and social dynamics involved in policy implementation. Qualitative research is appropriate when researchers seek to understand social phenomena based on the perspectives, experiences, and interpretations of participants in their natural setting (Creswell, 2014). In line with this view, the descriptive qualitative method enables researchers to describe policy implementation comprehensively by examining the perceptions, experiences, challenges, and interactions among actors involved in the implementation process (Fittria Nazmi, 2024; Sriwijaya, 2025). The research design used in this study was a case study, as the research focused specifically on the implementation of *Posyandu* policy in Payakumbuh City. This design was considered appropriate because it allowed the researcher to examine the implementation of Article 2 of Minister of Home Affairs Regulation Number

13 of 2024 in a specific local context, particularly in relation to the transition of *Posyandu* duties and functions into six Minimum Service Standard sectors.

The population of this study consisted of stakeholders involved in the implementation of Minister of Home Affairs Regulation Number 13 of 2024 in Payakumbuh City, including local government officials, regional apparatus organizations, urban village officials, and *Posyandu* cadres. The informants were selected using purposive sampling, which means that participants were chosen based on specific criteria relevant to the research objectives. Purposive sampling is appropriate in qualitative research because it allows researchers to select individuals who are considered to have knowledge, experience, and direct involvement in the phenomenon being studied (Sugiyono, 2019). Data were collected through in-depth interviews, observation, and documentation studies. In-depth interviews were conducted using interview guidelines while still allowing flexibility for the researcher to explore additional information based on field conditions (Oktaviani et al., 2025). Observation was carried out to directly examine the implementation of *Posyandu* activities and the interaction among policy actors. Documentation studies were conducted by reviewing relevant documents, such as *Posyandu* data, activity reports, regulatory documents, and other supporting archives related to the implementation of the policy (Wulandari, 2026).

Data analysis in this study was conducted using qualitative data analysis techniques consisting of data reduction, data display, and conclusion drawing. This analytical procedure is in line with Miles et al. (2014), who explain that qualitative data analysis involves selecting relevant data, organizing information systematically, and drawing conclusions based on patterns found in the field. The implementation of the policy was analyzed using the Van Meter and Van Horn policy implementation model as the main analytical framework. This model includes several key variables that influence policy implementation, namely policy standards and objectives, resources, interorganizational communication, characteristics of implementing agencies, social and economic conditions, and the disposition of implementers (Kurniawan et al., 2018). To ensure data validity, this study applied source triangulation, method triangulation, and time triangulation. Source triangulation was conducted by comparing information obtained from different informants, while method triangulation was carried out by comparing data from interviews, observations, and documentation (Amma et al., 2024; Zahrani, 2026). Through this method, the study is expected to provide a comprehensive analysis of the implementation of Minister of Home Affairs Regulation

Number 13 of 2024 concerning the transition of *Posyandu* duties and functions into six Minimum Service Standard sectors in Payakumbuh City.

RESULTS

The results of this study are presented based on the six variables of the Van Meter and Van Horn policy implementation model, namely policy standards and objectives, resources, interorganizational communication, characteristics of implementing agencies, social, economic, and political conditions, and implementor disposition. These six variables were used to analyze the implementation of Minister of Home Affairs Regulation Number 13 of 2024 Article 2 concerning the transition of *Posyandu* duties and new functions into six Minimum Service Standard sectors in Payakumbuh City. The findings show that the implementation has begun at the local government and urban village levels; however, several obstacles remain, particularly in terms of technical guidelines, human resources, budget planning, cross-sector coordination, cadre competence, and supporting facilities.

1. Policy Standards and Objectives

The first finding concerns the clarity of policy standards and objectives. Minister of Home Affairs Regulation Number 13 of 2024 provides a general policy direction regarding the transformation of *Posyandu* from a community-based health service post into an institution that supports six sectors of Minimum Service Standards, namely education, health, public works, public housing, public order and community protection, and social affairs. This transformation indicates that *Posyandu* is no longer limited to maternal and child health services, immunization, toddler weighing, and nutrition counseling, but is also expected to function as a broader community service institution.

The results of the interviews show that the policy objectives are generally understood by local government officials. The Head of the Government Division of the Regional Secretariat of Payakumbuh City explained that Minister of Home Affairs Regulation Number 13 of 2024 provides a clear direction regarding the expansion of *Posyandu* duties and functions. Previously, *Posyandu* focused mainly on maternal and child health services, whereas the new regulation requires *Posyandu* to support six sectors of Minimum Service Standards. The objective of this policy is to ensure that public services can be delivered in a more integrated manner through *Posyandu* at the urban village level.

However, although the policy direction is considered clear at the normative level, the implementation still faces technical obstacles. The same informant emphasized that local implementation still requires technical guidelines from higher authorities. This indicates that the general objectives of the regulation have been understood, but the operational mechanism at the local level has not been fully established. Another informant from the Government Division also stated that the regulation serves as a legal basis for renewing the duties and functions of *Posyandu*, but technical implementation guidelines are still needed so that the policy can be implemented properly.

Based on these findings, the policy standards and objectives can be considered normatively clear, but operationally incomplete. The absence of detailed technical guidelines has created uncertainty among local implementers. Therefore, although the policy has a strong legal basis, the effectiveness of implementation depends on the availability of technical instructions that can guide local government officials, urban village authorities, and *Posyandu* cadres in carrying out the six Minimum Service Standard sectors.

2. Resources

The second finding relates to the availability of resources. In policy implementation, resources are essential because they determine whether policy objectives can be translated into concrete actions. The findings show that the implementation of Minister of Home Affairs Regulation Number 13 of 2024 in Payakumbuh City is constrained by limited human resources, financial resources, and supporting facilities.

In terms of human resources, the implementation is still hampered by the limited number of personnel responsible for managing the policy at the local government level. The Head of the Government Division of the Regional Secretariat of Payakumbuh City stated that the implementation of this regulation should ideally be handled by the community empowerment division. However, because the Regional Secretariat of Payakumbuh City does not have a specific community empowerment division, the task was delegated to the Government Division. This situation has created an additional workload and caused implementation to be slower because the available personnel are limited.

The limitation of competent human resources is also found at the urban village and *Posyandu* levels. The Head of Koto Tangah Urban Village stated that the cadres in his area are generally competent only in the health sector. They are familiar with maternal and child health services, immunization, toddler weighing, and nutrition counseling, but they are still

in the adjustment stage regarding other Minimum Service Standard sectors. This finding indicates that the expansion of *Posyandu* functions has not yet been accompanied by sufficient capacity building for cadres.

Financial resources are also a major challenge. The Head of the Government Division explained that funding for implementation has been planned through the state budget and regional budget, but the allocation and utilization mechanisms are still being prepared. Similarly, the Head of Koto Kociak Kubu Tapak Rajo Urban Village stated that funding for integrated *Posyandu* has been provided, amounting to IDR 20,000,000 for one integrated *Posyandu* in the urban village. However, the funds have not yet been used because there is no clear direction from higher authorities regarding their utilization.

These findings show that financial resources are not entirely absent, but their use has not been well structured. The availability of funds without clear technical guidance creates uncertainty among implementers. As a result, the budget has not yet been optimally used to support the implementation of *Posyandu* services in the six Minimum Service Standard sectors.

Supporting facilities and infrastructure are also inadequate. The Government Division stated that facilities are still mostly available for health-related *Posyandu* activities, while facilities for other Minimum Service Standard sectors remain limited. This condition indicates that the transformation of *Posyandu* duties and functions has not been fully supported by adequate infrastructure. Therefore, resource limitations remain one of the main barriers to the implementation of Minister of Home Affairs Regulation Number 13 of 2024 in Payakumbuh City.

3. Interorganizational Communication

The third finding concerns interorganizational communication. The implementation of Minister of Home Affairs Regulation Number 13 of 2024 requires coordination among various regional apparatus organizations, urban village governments, health centers, and *Posyandu* cadres. Communication is important because the policy involves multiple sectors and cannot be implemented by one institution alone.

The results of the interviews show that coordination among regional apparatus organizations has begun, but it has not been conducted routinely and systematically. The Head of the Government Division stated that coordination among regional apparatus organizations already exists, but it is not yet regular. She also explained that *Posyandu* activities

are sometimes still perceived as the responsibility of the health sector alone. This perception becomes a barrier because the new regulation requires the involvement of multiple sectors beyond health.

The Head of Koto Kociak Kubu Tapak Rajo Urban Village also stated that information about new programs does not always reach the urban village immediately. According to him, urban villages usually receive information after meetings or training sessions conducted by the Government Division of the Regional Secretariat. However, specific training for cadres regarding the six Minimum Service Standard sectors has not yet been implemented. The urban village government has only received one coaching session related to the implementation of this policy, followed by instructions to prepare an urban village decree on integrated *Posyandu*.

These findings indicate that the communication process has not fully reached all implementers evenly. Information flow is still top-down and limited to certain formal meetings. As a result, urban village officials and cadres do not yet have a complete understanding of the practical steps needed to implement the new *Posyandu* functions. Therefore, interorganizational communication needs to be strengthened through regular coordination forums, technical meetings, and continuous socialization involving all relevant sectors.

4. Characteristics of Implementing Agencies

The fourth finding relates to the characteristics of the implementing agencies. The implementation of this regulation involves several actors, including the Regional Secretariat, urban village governments, and *Posyandu* cadres. Each actor has different capacities, experiences, and levels of understanding regarding the new policy. These differences affect the implementation process.

The Head of the Government Division explained that implementers do not only come from the local government, but also from urban village governments and *Posyandu* cadres. She stated that each implementer has different characteristics in terms of ability, experience, and understanding of the regulation. Therefore, the local government has attempted to provide guidance and assistance so that the implementers can carry out their duties according to the provisions of the regulation.

The Head of Padang Alai Bodi Urban Village expressed readiness to implement the government program. However, he emphasized that urban village governments still need

guidance and direction in order to implement the new regulation properly. This statement indicates that the implementers have a positive attitude toward the policy, but their capacity still needs to be strengthened through technical assistance.

A similar view was expressed by a *Posyandu* cadre from Sungai Durian Urban Village, Arruhama II *Posyandu*. The cadre explained that *Posyandu* has long been identified with health services. Therefore, if the tasks are expanded, cadres need assistance and guidance from the government so that they can implement the new functions properly.

These findings show that the characteristics of implementing agencies in Payakumbuh City are generally supportive, but not yet fully prepared. The implementers are willing to support the policy, but they still require technical guidance, training, and continuous mentoring. Therefore, the success of implementation depends not only on the willingness of implementers, but also on the extent to which the local government can strengthen their institutional and technical capacities.

5. Social, Economic, and Political Conditions

The fifth finding concerns social, economic, and political conditions. The implementation of a public policy is influenced not only by internal organizational factors, but also by external environmental factors. In the context of *Posyandu*, the most important external factor is community participation.

The Head of the Government Division stated that socially, the existence of *Posyandu* has been accepted by the people of Payakumbuh City. *Posyandu* is already part of community activities, especially in health services. However, the transformation of *Posyandu* duties and functions requires increased public understanding. People need to know that *Posyandu* is no longer limited to health services, but also supports broader basic services in six Minimum Service Standard sectors.

At the community level, participation is still varied. A *Posyandu* cadre from Sungai Durian Urban Village explained that not all mothers of toddlers attend *Posyandu* activities every month. Some attend regularly, while others rarely attend because of work, daily activities, or the perception that their children are healthy. This finding indicates that social and economic conditions influence community participation in *Posyandu* activities.

Economic factors also affect participation. Some community members work as traders, laborers, or informal workers, making it difficult for them to attend *Posyandu* activities

during working hours. Therefore, the implementation of the expanded *Posyandu* function must consider the social and economic realities of the community. Without flexible service mechanisms and effective socialization, community participation may remain limited.

The political condition in Payakumbuh City appears to support the implementation of this policy because the local government has begun to respond to the regulation by encouraging urban villages to establish integrated *Posyandu*. However, political support still needs to be translated into concrete administrative support, budget allocation, technical guidance, and cross-sector coordination. Thus, social acceptance, economic constraints, and local government commitment are important factors that shape the implementation process.

6. Implementor Disposition

The sixth finding concerns implementor disposition or the attitude of policy implementers. The results show that most implementers have a positive attitude toward the implementation of Minister of Home Affairs Regulation Number 13 of 2024. They support the policy because it is considered beneficial for improving public services. However, this positive disposition is accompanied by concerns about increased workload, limited training, and inadequate facilities.

The Head of Padang Alai Bodi Urban Village stated that the policy is good because *Posyandu* can become a community service center. However, he also emphasized that the implementation requires a process of adjustment at the local level. This indicates that the policy is accepted positively, but its implementation cannot be carried out instantly without preparation.

A *Posyandu* cadre from Sungai Durian Urban Village also expressed support for the policy because its purpose is considered beneficial for the community. Nevertheless, she stated that if *Posyandu* duties increase, additional support is needed, particularly in terms of training and facilities. This statement shows that cadres are willing to support the policy, but their readiness depends on the support provided by the government.

Based on these findings, implementor disposition can be categorized as positive but conditional. The implementers support the transformation of *Posyandu*, but they expect adequate support to accompany the expansion of duties. Therefore, positive attitudes among implementers must be strengthened through capacity building, clear technical guidelines, budget support, and adequate infrastructure.

7. Summary of Research Findings

The overall findings show that the implementation of Minister of Home Affairs Regulation Number 13 of 2024 in Payakumbuh City has started, but it has not yet been fully optimal. The policy objectives are generally understood by local government actors, but technical implementation guidelines are still needed. Human resources, financial resources, and infrastructure remain limited. Communication among regional apparatus organizations has begun, but it is not yet routine and integrated. Implementing agencies show readiness and commitment, but they still require technical assistance. Community participation is influenced by social and economic conditions. Meanwhile, the disposition of implementers is generally positive, although they still expect stronger support from the government. Table 1 presents the summary of research findings based on the six variables of the Van Meter and Van Horn policy implementation model.

Table 1. Summary of Research Findings Based on the Van Meter and Van Horn Implementation Model

Implementation Variable	Main Findings	Empirical Evidence	Interpretation
Policy standards and objectives	The regulation provides a clear general direction regarding the transformation of Posyandu into six SPM sectors.	Informants stated that the regulation has become the legal basis for expanding Posyandu duties and functions.	The policy is normatively clear, but technical implementation guidelines are still needed.
Resources	Human resources, budget utilization, and supporting facilities remain limited.	Local officials reported limited personnel, unclear budget utilization mechanisms, and inadequate facilities for non-health sectors.	Resource readiness is not yet sufficient to support full implementation.
Interorganizational communication	Coordination among regional apparatus organizations has begun but is not yet routine and integrated.	Informants stated that Posyandu is still often perceived as a health-sector responsibility.	Cross-sector coordination must be strengthened to support the six SPM sectors.
Characteristics of implementing agencies	Implementers are willing to support the policy but have different levels of capacity and understanding.	Urban village heads and cadres stated that they need guidance and assistance.	Implementing agencies require continuous mentoring and technical capacity building.
Social, economic, and political conditions	The community accepts Posyandu, but participation varies due to social and economic factors.	Cadres reported that not all mothers attend Posyandu regularly because of work or other activities.	Community participation must be improved through socialization and flexible service mechanisms.

Implementation Variable	Main Findings	Empirical Evidence	Interpretation
Implementor disposition	Implementers generally support the policy, but they expect training, facilities, and clearer guidance.	Urban village heads and cadres expressed positive attitudes but requested additional support.	Positive disposition can support implementation if accompanied by adequate resources.

Based on Table 1, the main obstacle in the implementation of Minister of Home Affairs Regulation Number 13 of 2024 in Payakumbuh City is not the rejection of the policy, but the gap between policy direction and implementation readiness. The policy has been accepted by local actors, but its implementation requires stronger technical, institutional, and resource support. This finding indicates that the success of the policy depends on how the local government strengthens coordination, prepares competent cadres, clarifies budget utilization, and provides infrastructure that supports the expanded functions of *Posyandu*.

In conclusion, the implementation of Minister of Home Affairs Regulation Number 13 of 2024 Article 2 in Payakumbuh City is still in a transitional stage. The transformation of *Posyandu* into an institution supporting six Minimum Service Standard sectors has been initiated, but the implementation is not yet fully effective. The main challenges include the absence of technical guidelines, limited competent human resources, unclear budget utilization, weak routine coordination, varied community participation, and inadequate facilities. Therefore, the implementation requires a more integrated strategy involving local government, regional apparatus organizations, urban village governments, and *Posyandu* cadres.

DISCUSSION

This study discusses the implementation of Minister of Home Affairs Regulation Number 13 of 2024 Article 2 concerning the transition of *Posyandu* duties and new functions into six Minimum Service Standard sectors in Payakumbuh City. The discussion is developed by interpreting the research findings based on the Van Meter and Van Horn policy implementation model, comparing the findings with previous theories and studies, explaining the implications of the findings, and identifying the limitations of the study. The findings indicate that the implementation of the regulation has begun, but it has not yet been fully optimal due to several obstacles related to policy clarity, resources, interorganizational communication, implementor capacity, community participation, and technical support.

The first finding shows that the standards and objectives of Minister of Home Affairs Regulation Number 13 of 2024 have been normatively understood by local government officials, but they have not been fully operationalized at the implementation level. The regulation clearly expands the function of *Posyandu* from health-based services into six Minimum Service Standard sectors, including health, education, public works, public housing, public order and community protection, and social affairs. However, the findings show that several implementers, especially at the urban village and cadre levels, still understand *Posyandu* mainly as a health service institution. This condition indicates that the transformation of *Posyandu* remains in the adjustment stage. According to Van Meter and Van Horn (1975), policy implementation requires clear standards and objectives so that implementers can understand what must be achieved. If the policy objectives are not understood consistently by all implementers, implementation may face obstacles in practice.

This finding is also consistent with Grindle's (1980) view that the success of policy implementation is influenced by the content of policy, including the clarity of objectives, expected benefits, and target groups. In the context of Payakumbuh City, the content of the regulation is considered important and relevant, but the lack of technical guidelines has made the implementation process less effective. Mazmanian and Sabatier (1983) also emphasize that clear policy objectives are needed to direct the behavior of implementers and target groups. Therefore, the absence of detailed technical guidelines at the local level becomes one of the main causes of uncertainty among implementing actors. This finding confirms that a policy with a strong legal basis still requires operational guidance so that the policy can be translated into practical actions.

The second finding relates to the limited availability of resources. The implementation of Minister of Home Affairs Regulation Number 13 of 2024 in Payakumbuh City is constrained by limited human resources, financial resources, and supporting facilities. Human resource limitations are reflected in the lack of competent cadres who are able to carry out *Posyandu* functions in six Minimum Service Standard sectors. Most cadres are still familiar with basic health services, such as maternal and child health, toddler weighing, immunization, and nutrition counseling. This finding supports Van Meter and Van Horn's (1975) argument that resources are a crucial factor in policy implementation. Without adequate resources, policy objectives are difficult to achieve, even when the policy itself has been clearly formulated.

The finding also aligns with Edwards III's (1980) implementation theory, which states that resources include staff, information, authority, and facilities. In this study, the limited number of competent personnel, unclear budget utilization, and inadequate facilities indicate that the resource dimension has not been fully prepared. Mazmanian and Sabatier (1983) similarly explain that the ability of implementing institutions to manage available resources determines implementation success. In Payakumbuh City, the availability of funding does not automatically guarantee implementation effectiveness because the mechanism for using the budget is still unclear. Therefore, the problem is not only the amount of resources, but also how resources are organized, directed, and used to support the expanded functions of *Posyandu*.

The third finding shows that interorganizational communication has not been optimal. The implementation of the new *Posyandu* policy requires the involvement of various regional apparatus organizations because the policy covers six Minimum Service Standard sectors. However, the findings show that coordination among related agencies has not been carried out routinely and systematically. Some actors still perceive *Posyandu* as the responsibility of the health sector alone. This finding indicates that the cross-sector nature of the new regulation has not been fully internalized by all implementing institutions. According to Van Meter and Van Horn (1975), communication among implementing organizations is essential to ensure that policy standards and objectives are transmitted clearly and consistently.

This result is in line with Edwards III (1980), who argues that communication must be clear, consistent, and continuous so that implementers understand the objectives and procedures of policy implementation. In the case of Payakumbuh City, limited socialization and irregular coordination have caused uneven understanding among implementers. Jones (1996) also emphasizes that coordination among organizations is important because public policy often involves various institutions with different functions, interests, and authority. Therefore, the weak coordination found in this study can hinder the integration of programs across the six Minimum Service Standard sectors. The implication is that the local government needs to establish a routine coordination mechanism involving regional apparatus organizations, urban village governments, health centers, and *Posyandu* cadres.

The fourth finding concerns the characteristics of implementing agencies. The research shows that the implementation of Minister of Home Affairs Regulation Number 13

of 2024 involves several actors, including the Regional Secretariat, urban village governments, and *Posyandu* cadres. Each actor has different levels of capacity, experience, and understanding of the policy. Although the implementers generally show willingness to support the policy, their technical capacity remains limited. This finding supports Van Meter and Van Horn's (1975) view that the characteristics of implementing agencies, including bureaucratic structure, norms, and patterns of relationships, influence policy performance.

This finding can also be linked to Lipsky's (1969) concept of *street-level bureaucracy*. According to Lipsky (1969), frontline implementers play an important role in determining the success of policy implementation because they interact directly with the community. In this study, *Posyandu* cadres can be viewed as street-level implementers because they directly provide services and communicate with community members. However, differences in educational background, experience, and understanding affect their ability to carry out more complex tasks. Therefore, cadre training and mentoring are essential. Without sufficient capacity building, cadres may experience difficulty translating the broader policy mandate into practical activities at the community level.

The fifth finding shows that social, economic, and political conditions influence the implementation of the policy. Socially, *Posyandu* has been accepted by the community because it has long been part of maternal and child health services. However, the community's understanding of the new *Posyandu* function remains limited. Many people still perceive *Posyandu* as a health service post rather than a broader public service institution. This condition affects community participation in activities related to sectors beyond health. Van Meter and Van Horn (1975) explain that social, economic, and political environments can support or hinder policy implementation. In Payakumbuh City, social acceptance exists, but it has not yet been accompanied by a comprehensive understanding of the expanded function of *Posyandu*.

From the economic perspective, community participation is also influenced by daily work and livelihood activities. Some community members, particularly traders and laborers, may not be able to attend *Posyandu* activities regularly because of time constraints. This finding suggests that policy implementation must consider the socio-economic conditions of the target community. Grindle (1980) explains that the context of implementation, including social and political conditions, affects the success of a policy. In Payakumbuh City, political support from the local government has begun to emerge, but it still needs to be strengthened

through derivative regulations, budget allocation, and institutional support. Therefore, socialization and service flexibility are needed so that the expanded role of *Posyandu* can be understood and accessed by the community.

The sixth finding relates to the disposition or attitude of implementers. The results show that most implementers support the implementation of Minister of Home Affairs Regulation Number 13 of 2024 because the policy is considered beneficial for improving community services. Urban village officials and *Posyandu* cadres generally accept the policy positively. However, their support is accompanied by concerns about additional workload, limited training, and inadequate facilities. This finding shows that implementor disposition is positive but conditional. According to Van Meter and Van Horn (1975), implementor disposition refers to the acceptance, understanding, and commitment of implementers toward a policy. Positive disposition can support policy success, but it must be accompanied by sufficient capacity and resources.

This finding is also consistent with Edwards III's (1980) view that disposition affects the willingness of implementers to carry out a policy. In this study, implementers do not reject the policy, but they require clearer guidance, training, facilities, and budget support. Therefore, the main challenge is not resistance from implementers, but insufficient institutional support. If local government can provide technical guidance, strengthen human resources, and improve facilities, the positive attitude of implementers can become an important asset for successful policy implementation.

Overall, the findings of this study indicate that the implementation of Minister of Home Affairs Regulation Number 13 of 2024 Article 2 in Payakumbuh City is still in a transitional phase. The regulation has introduced a broader and more strategic role for *Posyandu*, but implementation readiness remains limited. This study strengthens the argument that policy implementation is not only determined by the quality of the regulation, but also by the readiness of local institutions, resources, communication mechanisms, implementor capacity, and community participation. This finding is consistent with the policy implementation theories of Van Meter and Van Horn (1975), Edwards III (1980), Grindle (1980), and Mazmanian and Sabatier (1983), which emphasize that implementation success depends on both policy content and implementation context.

The theoretical implication of this study is that the Van Meter and Van Horn model remains relevant for analyzing the implementation of local public policy, especially policies

involving multi-sector coordination and community-based institutions. The six variables in the model are able to explain the obstacles faced in implementing the new *Posyandu* policy in Payakumbuh City. This study also contributes to the development of public policy literature by showing that the transformation of community-based institutions requires not only regulatory change, but also institutional adaptation, resource readiness, and behavioral change among implementers and target communities.

The practical implication of this study is that the Payakumbuh City Government needs to strengthen the implementation of Minister of Home Affairs Regulation Number 13 of 2024 through several strategic steps. First, the local government needs to prepare technical guidelines or derivative regulations that explain the operational mechanism of *Posyandu* in the six Minimum Service Standard sectors. Second, the government needs to improve the capacity of *Posyandu* cadres through training, mentoring, and continuous coaching. Third, cross-sector coordination among regional apparatus organizations must be strengthened through routine coordination forums. Fourth, budget planning must be made clearer and more targeted so that funds can be used effectively. Fifth, infrastructure and supporting facilities need to be improved to support the expanded functions of *Posyandu*. Sixth, socialization to the community must be intensified so that people understand that *Posyandu* is no longer limited to health services.

This study has several limitations. First, the research focuses only on Payakumbuh City, so the findings cannot be generalized to all regions in Indonesia. Other regions may have different institutional capacities, budget conditions, political support, and community participation patterns. Second, the study uses a qualitative descriptive approach, so the findings rely on interviews, observations, and documentation rather than statistical measurement. Third, the number of informants and research locations may limit the diversity of perspectives obtained. Fourth, because Minister of Home Affairs Regulation Number 13 of 2024 is relatively new, the implementation process is still developing, and some findings may change as the local government issues further technical guidelines or strengthens implementation mechanisms.

Based on these limitations, future research is recommended to examine the implementation of Minister of Home Affairs Regulation Number 13 of 2024 in other cities or districts to provide comparative findings. Further studies may also use a mixed-method approach to measure the level of implementation readiness, cadre competence, community

participation, and institutional coordination more quantitatively. In addition, future research can focus specifically on the effectiveness of cadre training, the role of regional apparatus organizations, or the impact of *Posyandu* transformation on the achievement of Minimum Service Standards. Such studies would enrich the understanding of how community-based institutions can support integrated public service delivery at the local level.

CONCLUSION

This study concludes that the implementation of Minister of Home Affairs Regulation Number 13 of 2024 concerning *Posyandu* in Payakumbuh City has not yet been fully effective. Although the regulation has a clear and strategic objective to expand the role of *Posyandu* into six Minimum Service Standard sectors, its implementation still faces several obstacles. Based on the Van Meter and Van Horn implementation model, most implementation variables have not been optimally fulfilled. The standards and objectives of the policy have not been understood evenly by all implementers, human resources and budget support remain limited, interorganizational communication has not been carried out effectively, and the readiness of implementing agencies to adapt to the broader functions of *Posyandu* is still insufficient. In addition, social and economic conditions, limited facilities, and the absence of detailed technical guidelines also influence the implementation process. Therefore, the implementation of this policy in Payakumbuh City can be understood as being in an early transitional stage that still requires stronger institutional, financial, and technical support.

The scientific contribution of this study lies in its application of the Van Meter and Van Horn policy implementation model to analyze the transformation of *Posyandu* from a health-based service post into a community institution supporting six Minimum Service Standard sectors. Theoretically, this study strengthens the relevance of policy implementation theory in examining local government readiness toward newly issued regulations. Practically, the findings provide input for the Payakumbuh City Government to strengthen coordination among regional apparatus organizations, allocate a specific and well-directed budget, improve cadre capacity through continuous training, provide adequate infrastructure, and prepare technical guidelines for implementation at the urban village level. Future research is recommended to examine the implementation of Minister of Home Affairs Regulation Number 13 of 2024 in other regions using comparative or mixed-method approaches so that broader findings can be obtained regarding local government readiness,

cadre competence, community participation, and the effectiveness of *Posyandu* transformation in supporting integrated public services.

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