

Analysis Of Policy Formulation And Implementation Of Stunting Reduction In Penajam Paser Utara District In 2021

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Abstract

One of the most crucial nutritional problems is stunting or short toddlers, especially in poor and developing countries. Of the 100 districts with special stunting locations set by the central government in 2018, one of them is Penajam Paser Utara District. The local government has issued a policy through Regent Regulation No. 34 of 2019 concerning the Acceleration of Reducing and Prevention of Stunting which is a guideline for the implementation of integrated stunting reduction and prevention programs. This research aims to analyze the formulation and implementation of stunting reduction policies. The approach used in this study is a qualitative approach. The research data were obtained from interviews and observations. The results of this study indicate that the formula for accelerating the reduction of stunting includes integration of cross-sectoral programs to accelerate, reduce and prevent *stunting*; implementation of policies to accelerate reduction and prevention of stunting implementation across sectors in a convergent manner and with comprehensive behavior change communication.

Keywords : Formulation, Implementation, stunt

Abstrak

Salah satu masalah gizi yang sangat krusial adalah stunting atau balita pendek, terutama di negara miskin dan berkembang. Dari 100 kabupaten lokasi khusus stunting yang ditetapkan pemerintah pusat pada tahun 2018, salah satunya adalah Kabupaten Penajam Paser Utara. Pemerintah daerah telah mengeluarkan kebijakan melalui Peraturan Bupati Nomor 34 Tahun 2019 tentang Percepatan Penanggulangan dan Pencegahan Stunting yang merupakan pedoman pelaksanaan program penanggulangan dan penanggulangan stunting secara terpadu. Penelitian ini bertujuan untuk menganalisis perumusan dan implementasi kebijakan pengurangan stunting. Pendekatan yang digunakan dalam penelitian ini adalah pendekatan kualitatif. Data penelitian diperoleh dari wawancara dan observasi. Hasil penelitian ini menunjukkan bahwa formula percepatan penurunan stunting meliputi integrasi program lintas sektor untuk percepatan, penurunan dan pencegahan stunting; implementasi kebijakan percepatan penanggulangan dan pencegahan stunting implementasi lintas sektor secara konvergen dan komunikasi perubahan perilaku yang komprehensif

Kata kunci : Formulasi, Implementasi, aksi

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INTRODUCTION

One of the most crucial nutritional problems, especially in poor and developing countries, is the nutritional problem of stunting or short toddlers. Stunting is a form of growth and development failure that causes linear growth disorders in toddlers as a result of the accumulation of inadequate nutrition that has lasted for a long time from pregnancy to 24 months of age. Malnutrition during early childhood growth and development will hinder physical development, increase morbidity, hinder children's mental development, and even become a cause of death. The stunting nutritional problem experienced by toddlers has a risk of decreasing productivity, intellectual abilities, and the possible risk of experiencing degenerative diseases in the future (Ministry of Health, 2019). Policies in overcoming the problem of reducing stunting must focus on the first 1000 days of life or what is

called *Scaling Up Nutrition* (SUN) until the age of 24 months. WHO (world health organization) provides a recommendation of 3.9% reduction in stunting per year to meet the target of 40% or in the last ten years it must decrease to 40%. Throughout the life cycle, the forms of intervention involved various parties, both in the health and non-health sectors, such as the central and regional governments, the private sector, and civil society. The United Nations through collective action in efforts to improve nutrition both short-term (specific and long-term) interventions (sensitive intervention) (Yanti, 2018) .

Monitoring of Nutritional Status (PSG) for the last three years, short toddlers have the highest prevalence compared to other nutritional problems such as underweight, even obesity. the prevalence of short toddlers has fluctuated from 2015, namely 29.0%, decreased in 2016 to 27.5% and increased in 2017 to 29.6%, based on Basic Health Research (Riskedas) data showing that the proportion of stunting in toddlers Short and very short nutritional status in Indonesia has decreased from 37.2% in 2013 to 30.8% in 2018 (Ministry of Health, 2019) . Government Regulation Number 83 of 2017 concerning Food and Nutrition Strategic Policy which emphasizes the preparation of the National Action Plan for Food and Nutrition (RAN-PG) and the Regional Action Plan for Food and Nutrition (RAD-PG) to create quality and competitive human resources in development of food and nutrition. Furthermore, Presidential Instruction Number 1 of 2017 concerning the Healthy Living Community Movement (Germas) which is able to improve education regarding balanced nutrition and the provision of healthy food and accelerate nutrition improvement. According to the Nutrition Status Monitoring (PSG) results, the percentage of stunted toddlers in East Kalimantan province in 2015 was 33.2% with the proportion of short toddlers being 17.8% and the proportion of very short toddlers being 15.4%. One of the districts that has become a focus for reducing stunting in East Kalimantan is Penajam Paser Utara where the district is ranked first with a prevalence of stunting in 2018 of 55.48% (Ministry of Health, 2019)

The regional government of North Penajam Paser Regency issued a policy through Regent Regulation Number 34 of 2019 concerning the Acceleration of Stunting Reduction and Prevention which is intended as a guide in implementing the integration of stunting reduction and prevention programs. Arrangements for accelerating the reduction and prevention of stunting aim to improve the nutritional status of the community and the quality of human resources including improving consumption patterns of a variety of balanced and safe nutrition based on local resources and nutrition-conscious behavior, increasing access to food and the quality of nutrition services in accordance with advances in science and technology, increasing food security and nutrition systems, capacity building of human resources through communication, information, communication, information and education (IEC) as well as training and increasing access to basic sanitation.

stunting prevention will be more effective if specific nutrition interventions and sensitive nutrition interventions are carried out in a convergent manner. Service delivery convergence requires integrated planning, budgeting and monitoring processes of government programs/activities across sectors to

ensure the availability of each specific nutrition intervention service for priority target families and sensitive nutrition interventions for all groups of society, especially the poor. In other words, convergence is defined as an intervention approach that is carried out in a coordinated, integrated and joint manner in target geographic areas and priority households to prevent *stunting*. Implementation of convergent interventions is carried out by combining or integrating various resources to achieve a common goal. Convergence efforts will be realized if national, regional and village programs/activities as providers of specific and sensitive nutrition interventions are carried out in an integrated and integrated manner according to authority, services from each specific and sensitive nutrition intervention are available and accessible to groups of people who need it, especially homes. households in the first 1,000 days of life (pregnant women, nursing mothers and children aged 0 – 23 months) and priority target groups use and benefit from these services. Convergence efforts to accelerate stunting prevention are carried out starting from the planning, implementation, monitoring and evaluation stages of programs/activities. The number of stunting cases can be seen from the following table:

Table 1. Data on stunting in North Penajam Paser District

No.	Public health center	Target Projection of Pusdatin Toddlers 0 – 59 months	Stunting Toddlers		Amount
			L	P	
1.	Babulu	1692	21	6	27
2.	mt. Diamond	630	39	23	62
3.	Sebakung Jaya	359	24	18	42
4.	waru	1475	8	5	13
5.	Sharpener	3181	141	124	265
6.	Petung	2093	17	7	24
7.	cut	995	30	23	53
8.	Kick 1	730	48	63	111
9.	kick 3	580	47	41	88
10.	Maridan	891	43	30	79
11	Semoi 2	333	15	1	16
Amount		12896	439	341	780

In carrying out the policy of accelerating reduction and prevention of stunting, the North Penajam Paser District Health Office is trying to implement it optimally. The health profile in the district, on average, that the existing posyandu is carrying out its main activities has not yet reached 80% by 2020, then the human resources in the health sector or health workers in quantity are still not sufficient so that health services are not maximized, the number of doctors and midwives on duty at the puskesmas not fully evenly distributed in every sub-district. This makes the implementation of the stunting prevention policy implemented not optimal. The lack of coordination between agencies or agencies is also one of the obstacles in implementing stunting reduction and prevention policies. Successful policy implementation may fail (*frustrated*) when the executors are not fully aware of the basic measures and policy objectives, both of which have a close relationship with the dispositions of the implementers (*impletors*). The direction of the disposition of implementers (*impletors*) towards

basic measures and policy objectives is also a "crucial" thing. Implementors may fail in implementing the policy, because they refuse or do not understand what is the purpose of a policy. The goal of health policy is to improve the health status of a country's population (Ayuningtyas, 2018) . The meaning of the policy as a number of decisions that have been made by the parties responsible in the health sector to act on a problem. Policies can be arranged at all levels from the lowest to the highest, from the private sector and the state (Aryastami & Tarigan, 2017) . Policy is generally used to show the behavior of an actor from the emergence of a policy, for example an official, organization or institution or a number of actors in a particular field (Winarno, 2017)

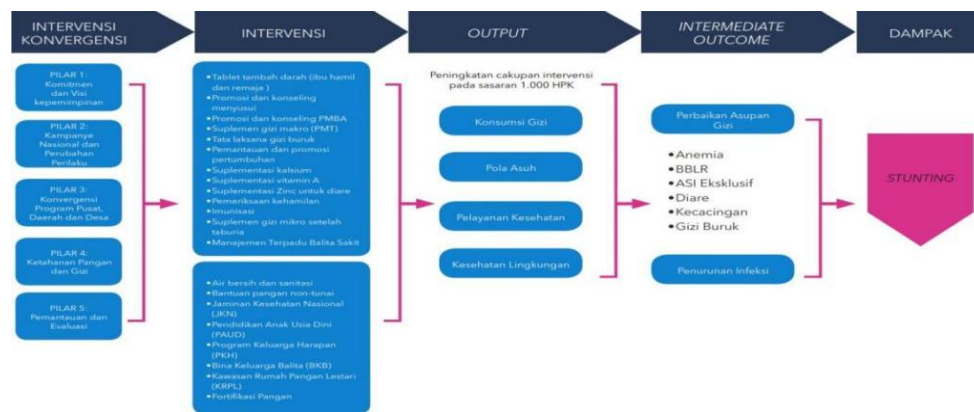


Figure 1. Conceptual Framework of Integrated Stunting Reduction Intervention

The conceptual framework for the integrated stunting reduction intervention above is a guide for city/district governments in reducing the incidence of stunting in which the city/district government is given the opportunity to innovate by adding other effective intervention activities based on experience and practice, both those that have been implemented in each each city/district with a focus on reducing stunting.

The purpose of this study is to examine and analyze the extent to which the formulation and implementation of policies to accelerate stunting reduction by the Health Office in North Penajam Paser Regency have been formulated.



Figure 2. Eight Integrated Stunting Prevention and Reduction Actions

Eight action integration intervention prevention And decline stunting on is instrument in form activity or action Which used For increase implementation integration intervention nutrition in reduction of stunting in the area .

Previous research related to stunting policies has been carried out both in the context of research and community service. Research on stunting is carried out using a quantitative method (Prihatini & Subanda, 2020) entitled Implementation of the Nesa Fund Allocation Policy in Integrated Stunting Prevention Efforts with 100 respondents. The results of the study show the results of the recapitulation of village fund policy implementation indicators, namely 78% which are carried out according to priority funds village. Community service was carried out by (Bedasari, 2021) with the title community service Implementation of Stunting Prevention Policies in Sepdas Village, Pasir Panjang Karimu Village. While qualitative research was conducted by (Aditri, 2021; Damayanti, 2021; Fallo, 2020; Febrian & Yusran, 2021; Hermawati & Sastrawan, 2020; Wiguna, 2021; Yunus, 2018)

METHODS

Qualitative methods were used in this study with a phenomenological approach, namely individual interpretation of the experiences of the informants (Sugiarto, 2018) . The research location is in Penajam Paser Utara Regency, East Kalimantan for the period September – December 2022. The resource persons in this study are Head of the Health Service, Convergence for the Acceleration of Stunting Prevention (KP2S), Head of the Family Health and Community Nutrition Section, Balitbang, Social Service Program Holders, Program Holders Health Center Nutrition, Food Security Service.

HASIL DAN DISKUSI

Policy Formulation for the Acceleration of Reduction and Prevention of Stunting

Stunting and other nutritional deficiencies that occur in the first 1000 days of life not only cause barriers to physical growth and susceptibility to disease, but also threaten cognitive development which will have an impact on the level of intelligence and productivity of children in adulthood. As a result of stunting in the workforce in Indonesia, economic losses are currently estimated at 10.5% of gross domestic product, or equivalent to Rp. 386 trillion. In North Penajam Paser Regency, which consists of 30 villages and 24 sub-districts, based on the 2018 Riskesdas there was an increase in stunted children from 36.8% in 2013 to 37.2% in 2018. The analysis results from the Health Service showed that various behaviors in the community were found not to be optimal.

Referring to “*The Conceptual Framework of the Determinants of Child Undernutrition* , “ *The Underlying Drivers of Malnutrition* ”, and “*Factors Causing Nutritional Problems in the Indonesian Context*”, the direct causes of nutritional problems in children including stunting are low nutritional intake and health status. *Stunting* reduction focuses on addressing the causes of nutritional

problems, viz factors related to food security, especially access to nutritious food (food), the social environment related to the practice of feeding infants and children (care), access to health services for prevention and treatment (health), and environmental health which includes the availability of clean water facilities and (environmental) sanitation. These four factors affect nutritional intake and health status of mothers and children. Intervention on these four factors is expected to prevent nutritional problems, both deficiency and excess nutrition .

Efforts to accelerate stunting prevention will be more effective if specific nutrition interventions and sensitive nutrition interventions are carried out in a convergent manner. Service delivery convergence requires integrated planning, budgeting and monitoring processes of government programs/activities across sectors to ensure the availability of each specific nutrition intervention service for priority target families and sensitive nutrition interventions for all groups of society, especially the poor. In other words, convergence is defined as an intervention approach that is carried out in a coordinated, integrated and joint manner in target geographic areas and priority households to prevent stunting. Implementation of convergent interventions is carried out by combining or integrating various resources to achieve a common goal. Convergence efforts will be realized if national, regional and village programs/activities as providers of specific and sensitive nutrition interventions are carried out in an integrated and integrated manner according to authority, services from each specific and sensitive nutrition intervention are available and accessible to groups of people who need it, especially homes. households in the first 1,000 days of life (pregnant women, nursing mothers and children aged 0 – 23 months) and priority target groups use and benefit from these services. Convergence efforts to accelerate stunting prevention are carried out starting from the planning, implementation, monitoring and evaluation stages of programs/activities.

Various stunting reduction policies are supported by North Penajam Paser Regent Regulation number 34 of 2019 concerning the Acceleration of Stunting Reduction and Prevention, which regulates the acceleration of stunting reduction and prevention. aims to improve the nutritional status of the community and the quality of human resources including improving consumption patterns of a variety of balanced and safe nutrition based on local resources and nutrition awareness behavior; increasing access to food and quality of nutrition services in accordance with advances in science and technology; improvement of food security and nutrition systems; increasing the capacity of human resources through communication, information; communication, information and education (IEC) and training; and increasing access to basic sanitation.

Penajam Paser Utara Regent Regulation number 34 of 2019 concerning the Acceleration of Reduction and Prevention of Stunting explains that the strategy to accelerate stunting reduction includes integration of cross-sectoral programs to accelerate, reduce and prevent stunting; and monitoring and evaluation. Integration of cross-sectoral programs to accelerate, reduce and prevent stunting is carried out through the implementation of family planning and family development population programs; healthy living community movement; health of both mother and child;

improving community nutrition and preventing stunting in villages and sub-districts; population administration; religious coaching through the Taklim Assembly and Couples of Reproductive Age; strategic issue of stunting; stunting publications; Food self-sufficiency; development of business support systems for micro, small and medium enterprises; drinking water and sanitation; and improving the quality of nutrition and food safety.

To implement the strategy to accelerate reduction and prevention of stunting, the local government has formed a Convergence Team for the Acceleration of Stunting Prevention (KP2S). The KP2S Team at the Regency Level as referred to in paragraph (2) functions: a) to carry out effective coordination and communication across program lines and across sectors in an effort to reduce stunting; b) review and analyze stunting problems and improve nutrition; c) planning stunting reduction goals, objectives, priorities, strategies and programs; d) implementing and allocating stunting reduction programs in the form of sustainable activities; e) provide socialization and guidance to sub-districts, villages and sub-districts in relation to stunting reduction programs; f) monitoring and evaluating stunting reduction programs in the regions; and submit a report to the Regent once a year.

Convergent Implementation of Policies for the Acceleration of Stunting Reduction and Prevention

Policy implementation can be assessed for its performance through the success of a measure and realistic policy goals. When the size and policy goals are too ideal to be implemented, it will also be difficult to be able to implement them. So that in order to be able to see the performance of policy implementation, the level of success can be measured through standards and targets in providing explanations regarding regulations that form the basis for implementing policies to accelerate integrated stunting prevention and whether policy implementers know and understand well what is the goal in implementing the policy. Based on the results of interviews with informants, information was obtained that the standard in carrying out the accelerated stunting prevention policy, the government already had standards, namely the Penajam Paser Utara Regent Regulation No. 34 of 2019 concerning the Acceleration of Integrated Stunting Prevention in accordance with the mandate of RI Presidential Regulation No. 42 of 2013 concerning the National Movement for the Acceleration of Nutrition Improvement which has now been replaced by Presidential Regulation of the Republic of Indonesia Number 72 of 2021 concerning Accelerating the Reduction of Stunting. If you look at the regulation of the Regent of North Penajam Paser Regency No. 34 of 2019 concerning the acceleration of integrated stunting prevention, it is effective enough to be used as a basis for implementers in carrying out an integrated stunting prevention policy.

The Health Office has carried out efforts to accelerate the reduction and prevention of stunting through the following efforts: a) Monitoring growth and nutritional status through the Community-Based Electronic Recording and Reporting of Nutrition application (EPPGBM), which is an online application from the Ministry of Health of the Republic of Indonesia; b) Management of Malnutrition for malnourished children handled by the team at UPT Puskesmas; c) Provision of iron

supplement tablets for pregnant women; d) Provision of supplementary food for pregnant women, both those who lack chronic energy and those who do not (as counseling); e) Provision of additional food to toddlers; f) Implementation of Early Breastfeeding Initiation (IMD) for newborns; g) Exclusive breastfeeding counseling for mothers who breastfeed their babies less than 6 months; h) Provision of iron tablets to young women in schools; i) Provision of Vitamin A for toddlers 6 – 59 months every February and August; j) Triggering Community-Based Total Sanitation (STBM) at stunting locus and non-stunting locus involving sub-district heads, village heads, Kodim staff, sub-district and village PKK as well as Scout members followed up by health center sanitation workers. k) Implementation of Youth Care Health Services Program (PKPR); l) Counseling on the First 100 Days of Life carried out by cross-programs at the Puskesmas; m) Increasing the number of deliveries in health facilities through Jampersal financing; n) Increasing complete basic immunization in infants

In addition, implementing policy implementation is very important in the performance of policy implementation. This is important because the performance of policy implementation will be greatly influenced by characteristics that are very precise and match those of the implementing agents. The characteristics of implementing agents are the attitudes of each policy implementer. The characteristics of implementing agents in this study are related to the division of authority, applicable SOP (*Standard Operational Procedures*), and supervision. Based on the results of interviews with informants, the distribution of authority has been explained through the Regent's Regulations and supporting Decrees. Besides that, the distribution of authority in the policy to accelerate stunting prevention integration has been carried out quite well and has involved various sectors. Regarding SOPs, based on the results of interviews with informants at the district level, namely Bappeda, the Health Office, and the Social Service, they already have their own SOPs in implementing policies to accelerate stunting prevention. integrated. In addition, regarding the availability of SOPs in North Penajam Paser Regency, based on the results of interviews with informants, namely, the Secretary of the Sub-District Head, the Nutrition Officer of the Community Health Center, and the Nutrition Officer of the Health Service, explained that in carrying out the policy of accelerating stunting prevention Integrated SOPs already have SOPs that are in accordance with their respective work fields, but the availability of SOPs has not yet reached the level of cadres who are also policy implementers at lower levels. Implementation of supervision in implementing policies to accelerate stunting prevention Integrated work has been carried out in each OPD as well as through the implementation of monitoring and evaluation which is carried out routinely once every 3 months with the convergence coordination team for the acceleration of stunting prevention and reduction. Supervision and evaluation in implementing policies to accelerate integrated stunting prevention at the North Penajam Paser Regency level are also carried out routinely through monthly workshops and mini-workshops once every 3 months.

In implementing the program to accelerate the reduction and prevention of stunting, there are several obstacles. Some of the existing obstacles are the ineffectiveness of stunting prevention

programs, the not yet optimal coordination in the implementation of specific and sensitive nutrition interventions at all levels related to planning and budgeting, implementation and monitoring and evaluation, not yet being effective and efficient in allocating and utilizing resources and funding sources, limited capacity and quality of program implementation and still minimal advocacy, campaigning and dissemination related to stunting and various prevention efforts. Seeing the existing obstacles, the North Penajam Paser district government continues to make efforts to improve cross-sectoral communication and coordination so that the program to accelerate the reduction and prevention of stunting can run optimally.

CONCLUSIONS

The formula for accelerating the reduction of stunting includes the integration of cross-sector programs to accelerate the reduction and prevention of stunting; monitoring and evaluation, referring to the Regent Regulation No. 34 of 2019 concerning the Acceleration of Decreasing and Prevention of Stunting where the purpose of this policy is to improve the nutritional status of the community and the quality of human resources including improving consumption patterns of a variety of balanced nutrition funds based on local resources and nutrition awareness behavior; increasing access to food and quality of nutrition services in accordance with advances in science and technology; improvement of food security and nutrition system; increasing the capacity of human resources through communication, information and education as well as training; and increasing access to basic sanitation. Convergent implementation of stunting acceleration reduction and prevention policies in North Penajam Paser Regency with convergent cross-sectoral implementation. One of the causes of stunting is the poor behavior of the community, so that in addition to cross-sectoral integrated programs, the local government is also implementing the North Penajam Paser Regency Behavior Change Communication Strategy, this strategy aims to increase public awareness and change key behaviors to prevent *stunting* through strategies comprehensive behavior change communication

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