Analysis of Stunting Management Policy : Case of Pandeglang, Banten - Indonesia

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A R T I C L E I N F O

A B S T R A C T

Stunting is still a global problem, including Indonesia. Indonesia, which is ranked 4th in the world rankings and 2nd in Southeast Asia, is of particular concern to many parties. This study aims to identify problems and analyze the regional government's policy strategy for dealing with stunting in the Pandegelang - Banten area, which is the district with the highest prevalence of stunting under-fives. This study used a qualitative research design with data collection based on a desk study using secondary data, publications and other research reports. The results of this study refer to the development of the Edward III model adopted in previous studies and conclude that based on the criteria of the Edward III model, the policies that are planned and implemented are appropriate and appropriate, although there are weaknesses and some obstacles in their implementation. The renewal of this research is the focus on the policy of the Pandegelang regional government which is the area with the highest stunting rate in Banten province.

INTRODUCTION

Nowadays stunting is a concern in the global environment and in Indonesia in particular. According to (Karim et al., 2021) countries with lower and middle income levels still have many problems regarding stunting. Based on the results of this study, there were as many as 50 million children under 5 years of age and around 8% of them died due to malnutrition and the results of this study are in line with the publication conducted by the Ministry of Communication and Information in 2021 where based on data from the results of the Indonesian Nutrition Status Survey conducted by the Ministry of Health, the prevalence of stunting in toddlers it was recorded at 27.76% (Shauma, Udzu Nabila & Purbaningrum, 2022). Stunting (dwarf) is a state of failure to thrive experienced by toddlers where their body height is shorter than other toddlers (Latifa, 2018) (Permatasari, 2021). Several factors causing stunting have been identified by many researchers (Nasikhah & Margawati, 2019; Permatasari, 2021; Picauly & Toy, 2013; Rahmadhita, 2020)(Nasikhah & Margawati, 2019)(Padang et al., 2022; Priyono, 2020) (Sunaryo, Dian Rosa & Arifianti, 2022) and produced various arguments and different results according to the identification of the area and the characteristics of the respondents.

Several studies explain that stunting is caused by a lack of nutritional intake obtained by babies in the first 1000 days (Rahmadhita, 2020) this can have an impact on fetal death. In addition, in the short term, it can cause slow brain development, stunted growth in body composition, and impaired metabolism of glucose, lipids, proteins and hormones. Whereas in the long term it can have an impact on immunity and the occurrence of chronic diseases such as heart disease, diabetes and cancer.Indonesia is a country that also has the same problem regarding stunting. According to (Kompas, 2021) Indonesia ranks 4th with the highest stunting rate in the world and 2nd in Southeast Asia. Even though the stunting rate has decreased in 2019 by 27.67% compared to 2013 of 37.8%, this figure is still above the tolerance threshold required by the (WHO) World Health Organization of 20%. According to (Detik, 2022) Pandegelang – Banten is the region with the highest stunting rate in Banten Province. The survey results from the 2021 Indonesian Nutritional Status Study (SSGI) found that the stunting rate in toddlers in Pandeglang-Banten was 37.8% due to low exclusive breastfeeding in the first 1000 days of birth, which was only 40%.

Based on the identification results and these findings, it is necessary to have a policy to reduce stunting in the Pendeglang area - Banten. According to (Latifa, 2018) The handling of stunting needs to be coordinated across sectors and involve various stakeholders, namely the government, the business world, the community and others. According to (Rosha et al., 2016) the government needs to provide intervention through instruments owned by the government such as the Ministry of Health, Provincial and District/City Services as well as policies on environmental health, poverty and women's empowerment. This paper aims to provide an overview of stunting prevention in Pandeglang district - Banten.

THEORETICAL REVIEW

Public Policy

Policy is everything that is done and not done by the government. Second. Public policy is a policy that regulates shared life or public life, not the life of a person or an individual. Public policy governs everything in the public administrator's agency domain. Public policy regulates common problems or personal or class problems that have become a problem for all the people 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 greater or greater than those of direct users (Fallo, 2020).

Scope of Policy

Analysis Policy analysis is built to see how far the process and implementation of policiesthe suitability of these policies with the conditions in the field so that when there are deficiencies and discrepancies, intervention is needed to be able to improve the implementation process and process development and have an impact on better health status (Rahmanda & Gurning, 2022).

Health Analysis Policy

Analysis is an identification of problems based on information and phenomena that are relevant to the policy so that stakeholders can discuss it to become a solution to health problems (Rahmanda & Gurning, 2022)

Stunting Management Policy

Committed to solving the stunting problem under 20% according to recommendations from WHO. According to the Human Capital Index, stunting is the only condition that greatly influences the growth of a country in almost all parts of the world. A clear commitment has been implemented from integrated activities from the center to the regions and with both financial and non-financial resources to support the implementation of integrated stunting prevention intervention activities as outlined in the Regulation of the Minister of Finance of the Republic of Indonesia No. 61/PMK.07/2019. Integrated Stunting Prevention Intervention activities are integration or convergence of programs and activities budgeted for in the State Revenue and Expenditure Budget, Regional Revenue and Expenditure Budget, and/or Regional Revenue and Expenditure Budget in order to prevent stunting problems.

Edward III

Implementation Policy Model Implementation is an important part of the policy process. Therefore, the implementation carried out must be well measurable so that it can be evaluated in accordance with the goals and direction of the policy and the success of the policy. The following is a study by Edward III regarding the implementation of the following policies:
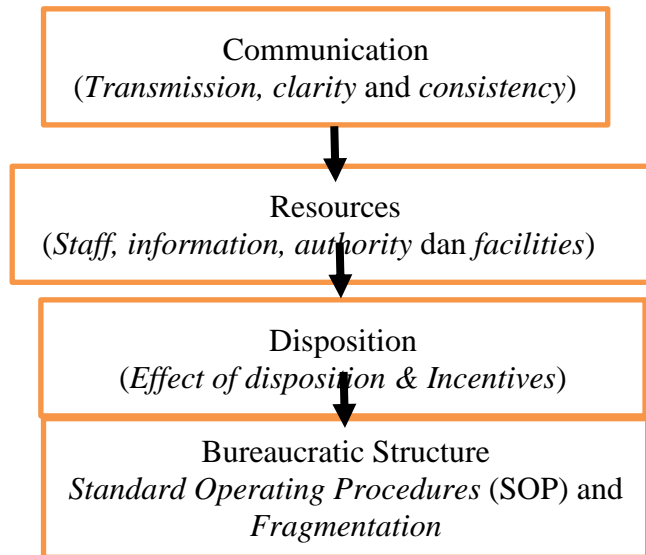
Figure 1. Conceptual Framework

METHODOLOGY

This paper is a qualitative research by adopting research (Rahmanda & Gurning, 2022) which analyzes stunting prevention policies in Pandegelang district. The technique used in this study adopted from research (Latifa, 2018) using the *desk study*, namely collecting data and information through examination and analysis based on secondary data in the form of documents, relevant laws and regulations, reports and other secondary data as support.

RESULTS AND DISCUSSIONS

Public policy is an important part of the process of solving all problems in society. According to (Fallo, 2020) the context of government is the distribution of power between countries, markets and society more broadly. However, in the implementation of specific policies on population development and family health, especially stunting, each experienced significant obstacles. The results of this study indicate that based on (Latifa, 2018) the 2013 Riskesdas results state that the prevalence of stunting in Indonesia is higher in rural areas (42.1%) compared to urban areas (32.5%) where Pendeglang district consists of 35 sub-districts, 13 sub-districts and 326 villages and is estimated to have a population of 1,175,148 people in 2021. From the information obtained by the electronic results, community-based nutrition recording and reporting (e-PPGBM) in 2022 for stunting toddlers in Pandeglang Regency is 6,145 (10.9 %) and the Indonesian Nutritional Status Study (SSGI) in 2021 reaches 37.8%.

This data shows that the stunting rate is still high in Pandegelang district and there is a need for supporting policies to provide solutions and resolve this problem. Pandeglang Regency is one of the regencies that has been used as a stunting locus because it has a stunting prevalence rate of 38.57% (46,775 stunting toddlers) based on the 2013 Riskesdas. Furthermore, 10 villages in the Pandeglang Regency area were selected as stunting loci, namely Villages: Langensari, Koncang, Kadugadung, Bayumundu, Kadumaneuh, Pasirdurung, Koroncong, Pakuluran, Pasirkarag and Tegalongok.

Stunting is still a very serious problem in Pandeglang district. The role of parents and low parenting styles are one of the factors causing the high stunting rate in Pandegelang district. Therefore, the support and role of related institutions (regional governments) are an important part of educating the role of parents in providing good and appropriate parenting. In this case the Pandeglang regency government has made various efforts to accelerate the reduction of stunting, one of which is through the Stunting Rembuk Movement and Team Reconciliation for the Acceleration of Stunting Reduction (TPPS), which was held last August. This activity is a collaboration between TPPS Pandeglang Regency and BKKBN Banten Province. This activity aims to build the capacity and commitment of the local government and OPD (Regional Apparatus Organization) in setting targets for the accelerated stunting reduction program, as well as formulating program plans and budgeting for the acceleration of stunting reduction in each TPPS field for 2022-2024. Based on the theory from Edward III in (Fallo, 2020) that there are 4 important factors or variables in implementing public policy, namely communication factors, resources, disposition and bureaucratic structure.

Communication

Communication is one of the important variables and factors to create good policy. With good communication, policies can be translated into actions that are relevant and in accordance with the conditions and problems that exist in society. Communication is a fundamental variable that must exist in every policy so that the stages in the policy can run well. A good policy will not be implemented properly if communication cannot be carried out properly. Based on this study, Pandegelang district needs to strengthen the fundamental factor, namely effective communication regarding the stunting policy that has been made. Pandegelang Regency has 35 sub-districts, 13 sub-districts and 326 villages and is estimated to have a population of 1,175,148 people in 2021, meaning that with a wide distribution and many parties involved, integrated and structured communication is needed so that the policies that have been made can be implemented properly from top to bottom and can be translated to the common people.

Based on a study from Edward III in (Fallo, 2020) effective communication in implementing policies can be seen from three main indicators, namely; transmission, clarity and consistency. These indicators are an important part of measuring effective communication where transmission is the extent to which policy information can be conveyed at the central government, regional government, related agencies and at the field implementation level to the community. Based on the arguments presented above that the Indonesian government is targeting to increase the number of stunting at 14% in 2024, this policy is then communicated between institutions and local governments which is then translated into a regional regulation of the Degelang district which issued PERBUP No. 28 of 2019 to strengthen integrated policies. In addition to the level of government and policy makers, transmission must also be implemented in a top-down manner, namely from policy makers to the community.

Transmission of this information delivery can be in the form of counseling and assistance regarding stunting and the impact of stunting so that the public knows thoroughly about stunting and stunting prevention. Pandegelang district policy implementers through institutional and village apparatus have provided counseling and made posters related to stunting as a form of intervention in reducing stunting rates. However, the results of this implementation have not been maximized considering the many factors behind it, one of which is the low level of education of the villagers.

Clarity or clarity of the stunting prevention policy by the occupation control and family planning service in Pandeglang Regency is basically clear in the Law of the Republic of Indonesia No. 52 of 2009 concerning Population Development and Family Development (1) BKKBN is tasked with carrying out population control and implementing family planning . (2) in carrying out the tasks referred to in paragraph (1), BKKBN has the functions of: a. formulation of national policies; b. determination of norms, standards, procedures and criteria; c. implementation of advocacy and coordination; d. organizing communication, information and education; e. implementation of monitoring and evaluation; and f. coaching, mentoring, and facilities; in population control and family planning.

Consistency in implementing policies from the results of this analysis is known that basically the Pandeglang Regency Population Control and Family Planning Office has tried to implement what is stated in the Law of the Republic of Indonesia Number 52 of 2009 concerning Population Development and Family Development. However, the local community still thinks that stunting is not a crucial problem, so that until now the problem of stunting in Pandeglang district is still being seriously considered by the district government.

Resources

Resources have an important role in policy implementation. Resources can be defined as everything that is owned and can be used to implement policies. Policy implementation has a positive correlation with the resources owned, where the more perfect the resources owned, the better the implementation of the policy and vice versa, no matter how good the policies have been planned, but with less resources, there will be many obstacles. According to a study by Edward III in (Fallo, 2020) there are several indicators that explain effective resources, including ; staff, information, authority and facilities. Based on the secondary data generated, the staff refers to human resources (HR), who are the main implementers in tackling stunting. The quality of human resources greatly influences the success of preventing and overcoming stunting in Pandegelang district - Banten.

In addition, indicator information, authority and facilities are contained in the role of the regional government so that village officials are well integrated with the formation of 8 actions, namely: (1) Situation analysis of the stunting reduction program, (2) preparation of activity plans, (3) stunting counseling, (4)) Regent/Mayor regulations regarding village roles, (5)

Development of Human Development Cadres (KPM), (6) Stunting data management system, (7) Measurement and publication of stunting data, (8) Annual performance review. An analysis of the situation in Pandeglang Regency has been carried out at the district level by producing a joint commitment to tackling stunting marked by the signing of all relevant cross-sectoral parties. The Regent's regulation regarding the handling of stunting in Pandeglang Regency has also been successfully launched as a continuation of the joint commitment of all parties.

Disposition

Effective policy implementation can occur when policy implementers not only know what to do but are also able to do/carry out the work effectively and efficiently (Fallo, 2020). Knowing the aims and objectives of the policy and being able to implement it is an important part of the process of making a policy as expected. Therefore Edward III's study in (Fallo, 2020) explains that in disposition there are 2 main indicators that must be present, namely the effect of disposition (level of Executor's compliance) and Incentives (Incentives). Based on the results of the developed secondary data, the disposition carried out in Pandegelang Regency was in accordance with the duties and responsibilities of each.

This can be seen in the socialization activity for 1000 HPK households which is the main activity in reducing edit rates that is integrated in all villages in Pandegelang district. The Village Community Empowerment Service/DPMD is responsible for community empowerment and is responsible for providing guidance to villages in KPM mobilization activities in the village. DPMD Banten Province has conducted training related to KPM's duties in the village. The training was held for all KPM in Pandeglang District.

At the sub-district level the coordination of stunting prevention interventions is led by the Camat. The sub-district head coordinates with sub-district, village and community level officials to discuss planning and progress of stunting reduction interventions. The village government synchronizes the planning and budgeting of village development programs and activities to support stunting prevention. The village government needs to ensure that each priority target receives and utilizes the priority nutrition intervention service package. Implementation of the activities was carried out in collaboration with Human Development Cadres (KPM), Family Hope Program (PKH) assistants, health center staff and village midwives, as well as family planning (KB) officers. The village government has the role of strengthening monitoring and evaluation of the implementation of services to all targets and coordinating target data collection and updating data on a regular basis.

Bureaucratic Structure

The composition and structure of the bureaucracy is an important supporting part in the process of overcoming and preventing stunting in Pandegelang Regency, Banten. According to (Fallo, 2020) the bureaucratic structure will provide an overview of policy implementers in carrying out their

authority, as well as the division of labor so that there is no overlapping of task implementation in implementing policies.

Edward III in (Fallo, 2020) also explained that in the bureaucratic structure there are two aspects that must exist, namely; standard operating procedures (SOP) and Fragmentation (Fragmentation). SOP refers to the procedure for carrying out the work to be carried out. In this case, each apparatus must understand the duties and functions of the work to be carried out in accordance with the directions and structures that have been created to support the acceleration of stunting reduction in Pandegelang district. Based on the search for secondary data obtained from publications, the tasks and functions carried out by the relevant agencies are in accordance with the bureaucratic structure that has been made. The Pandegelang district government is making various efforts to accelerate the reduction in stunting rates in Pandegelang district, one of which is through stunting consultation and reconciliation activities with the Stunting Reduction Acceleration Team (TPPS). This strategy is used to strengthen existing human resources in Pandegelang, Banten.

In addition to clear SOPs Fragmentation must be carried out to support the accelerated reduction of stunting in Pandegelang district - Banten. The Pandegelang government and (OPD) regional apparatus organizations are committed to working together to implement presidential regulation no. 72 of 2021 concerningaccelerating the reduction of stunting and the target for stunting prevalence to be 14 percent in 2024. This strengthening was carried out by collaborating with the Provincial BKKBN, all OPDs in Pandeglang Regency, TPPS of Pandeglang Regency, sub-district elements, academic elements, and related stakeholders. In addition to increasing fragmentation and accelerating capacity, the local government also involves villages and sub-districts, to maximize Village Midwives, Health Center Nutrition Officers, Family Planning Officers (KB), Family Assistance Teams (TPK), and Village Family Welfare Empowerment (PKK) to be able to work together achieve the stunting reduction target and the stunting prevalence target to 14 percent in 2024.

Based on the results of the investigation, Pandegelang Regency is also one of the intervention areas for the technical assistance and advocacy program conducted by the Tanoto Foundation and the Cipta Foundation as implementing partners. Based on the findings of this publication, Pandegelang district already has a clear bureaucratic structure both in the SOP indicators in the division of tasks, functions, authorities and responsibilities as well as in the framentation indicator where the local government cooperates between government and institutions and media organizations under the guidance of sub-districts, sub-districts and villages and coordinates with external parties to be able to provide support.

CONCLUSIONS AND RECOMMENDATIONS

Based on the phenomenon of stunting that occurs in Pandeglang Regency, the role of parents and low parenting patterns are one of the factors causing the high rate of stunting in Pandegelang Regency. In addition, the low

level of exclusive breastfeeding at 1000 days of birth. Based on the identification of this problem, the local government (Regent) made several policies to support the prevention and control of stunting in Pandegelang district. The implementation of this policy was tested using a study from Edward III which made 4 indicators, namely; communication, resources, disposition and bureaucratic structure.

The conclusions that can be drawn based on the development of policy analysis that has been carried out as a form of stunting prevention and development in communication can be implemented both internally and externally. Indicators The resources that have been used have been very good involving stakeholders , but obstacles have occurred due to a lack of behavior and awareness of health and a low level of education about health. The disposition indicators also show satisfactory results where some published research results explain a good understanding of field implementers regarding their duties, functions and authorities. This is the case with a fairly good bureaucratic structure where the local government involves many organizations both internal and external to support the reduction and prevention of stunting in the Pandegelang district, Banten.

FURTHER STUDY

Furthermore, the results of this study refer to the development of the Edward III model adopted in previous studies and conclude that based on the criteria of the Edward III model, the policies that are planned and implemented are appropriate and appropriate, although there are weaknesses and some obstacles in their implementation. The renewal of this research is the focus on the policy of the Pandegelang regional government which is the area with the highest stunting rate in Banten province.

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