

Evaluation of Stunting Prevention Policy Through the "Bridal Class" Program at the Family Learning Center (Puspaga) in Keputih Village, Surabaya City

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ABSTRACT

Stunting remains a significant health issue worldwide, particularly in developing countries like Indonesia. The Indonesian government has implemented various strategic nutrition programs to address stunting issues. Through strong collaboration among the government, communities, non-governmental organizations, and the private sector, efforts to reduce stunting are expected to proceed effectively and efficiently. This research uses scientific methods, specifically data collection and data analysis techniques, with a qualitative descriptive approach. The data collection methods include primary data, interviews, observations, and documentation. The results of the policy evaluation on stunting prevention through the "Bridal Class" program at the Family Learning Center (Puspaga) in Surabaya City show a reduction in stunting rates, which has positioned Surabaya as the city with the lowest stunting rate at the national level. Surabaya's government is also targeting Zero Stunting and Zero New Stunting by 2024. The study's findings indicate that the "Bridal Class" program has been successfully implemented in Keputih Village, Surabaya City, according to established procedures. This is evidenced by the ease of community participation in the "Bridal Class," offered through various methods, including online, offline, and hybrid formats. The stunting rate in Keputih Village, Surabaya City, has remained stable from January 2024 to October 2024, with continuous monitoring in place

INTRODUCTION

Stunting remains one of the major health issues worldwide, especially in developing countries like Indonesia. The Indonesian government has undertaken various steps to address stunting, including the implementation of well-planned nutrition programs. In addition, efforts to increase health education are continuously carried out to provide a broader understanding to the community about the importance of balanced nutritional intake. All parties must work together synergistically to achieve the shared goal of reducing stunting rates in Indonesia and creating a healthier, more resilient future generation. With strong cooperation between the government, communities, non-governmental organizations, and the private sector, stunting prevention efforts are expected to proceed effectively and efficiently. In this way, future generations will grow and develop optimally, ensuring a more prosperous and thriving Indonesia.

According to Presidential Regulation of the Republic of Indonesia No. 72 of 2021, stunting is a growth and developmental disorder in children caused by nutritional deficiencies and recurring infections, characterized by the child's height being below the standards set by the Ministry of Health for growth and development (Hastuti & Dulame, 2024). Stunting is also known as dwarfism or short stature, wherein a child under five years old fails to grow according to their age. This growth problem is due to three main factors: individual factors, including food intake, birth weight, and health status; household factors, including food quality and quantity, family structure, parenting patterns, and healthcare services; and environmental factors, including socioeconomic infrastructure, educational services, and healthcare services. Through integrated preventive programs, it is hoped that stunting can be comprehensively addressed from early childhood to adulthood.

The national prevalence of stunting, according to the National Child Nutrition Status Survey, decreased by 3.27%, from 27.67% in 2019 to 24.4% in 2021 (Susanti et al., 2023). Despite the reduction, stunting remains a government target as the prevalence rate has not yet reached the goal. Addressing stunting is a primary focus of the 2020-2024 National Medium-Term Development Plan (RPJMN), with a target of reducing stunting by 14% by 2024 (Daffa Abiyoga & Muh. Jufri Ahmad, S.H., M.M., 2024). The government has taken numerous initiatives to safeguard and uphold the health rights of children affected by stunting as part of its responsibilities.

The PUSPAGA (Family Learning Center) Bridal Class is part of stunting prevention outreach in Surabaya. Every prospective bride and groom is required to submit a marriage application by attending the PUSPAGA Bridal Class. This class is crucial for processing marriage endorsement letters. Pre-marital or marriage counseling has been conducted by the Ministry of Religious Affairs following Directorate General of Islamic Community Guidance Regulation No. DJ.II/542 of 2013 on Pre-Marriage Course Implementation. Article 7 of this regulation stipulates that pre-marriage course participants include youth of marriageable age and engaged couples, as well as the Attachment to Directorate General of Islamic Community Guidance Decree No. 189 of 2021 on the Technical Guidelines for Pre-Marriage Counseling (Yarmaliza et al., 2021).

Stunting is a critical goal of the Indonesian government as it can hinder the achievement of the 2045 Golden Indonesia Vision. Stunting reduction programs are being implemented across Indonesia, including by the Surabaya City Government. Supporting factors identified in the Puspaga program's implementation, particularly in parenting classes, include a mayoral decree providing the legal basis for program execution, the support of Surabaya city government institutions, community participation, consistent scheduling, professional human resources, and accessible media (Jl et al., 2023). Preventive efforts for stunting in children through nutritional education are among the goals of sustainable health development as outlined in the Sustainable Development Goals (SDGs) (Mega Arianti Putri & Sudarmi, 2023).

The failure of families to fulfill parental responsibilities and the government's insufficient programs to assist families in caring for their children create concerns that make children vulnerable to abuse, exploitation, neglect, and mistreatment (Rismaul Mukhaiyarah et al., 2024). In reality, some engaged couples do not attend counseling due to limited Ministry of Religious Affairs funding. Preparation for prospective couples to understand the importance of marriage counseling in building a harmonious, quality, and prosperous family is still lacking. For those who do not attend counseling, there are no consequences, as counseling at the Office of Religious Affairs (KUA) is only available to those who register after fulfilling all marriage requirements.

According to previous research, this study (Iswati et al., 2024) focuses on stunting prevention in Surabaya City following Mayor Regulation No. 79 of 2022, which mandates that the pre-marriage class is conducted by the Family Learning Center (Puspaga) for Women and the Surabaya Office of Women's Empowerment and Child Protection, Population Control, and Family Planning (DP3APPKB). Another study (Hafidh Nasrillah, 2023) shows that Surabaya's declining stunting rate in 2022 qualifies the city to be a pioneer in stunting prevention in East Java Province (Surabaya City Government, 2022a).

Based on these issues, the researcher is interested in conducting a study titled "Evaluation of Stunting Prevention Policy Through the Bridal Class Program at the Family Learning Center (Puspaga) in Keputih Village, Surabaya City." This study aims to improve life quality towards a prosperous, high-quality family, and reduce the stunting rate in Surabaya, making the PUSPAGA (Family Learning Center) Bridal Class an indicator of success in evaluating stunting prevention policies in Surabaya City..

LITERATURE REVIEW

Public Policy

Public policy is a series of actions taken or not taken by the government aimed at specific goals to solve various public problems or in the public interest (Serliana et al., 2024). Thoha, as cited in (Atika Supriadi et al., 2021), also describes policy in two aspects:

- a) First, policy is a social practice, not just an isolated program; it is something created by the government based on issues in society.
- b) Second, policy is a response to emerging problems, intended to harmonize conflicting parties or provide input for actions involving parties treated irrationally.

Meanwhile, Thomas Dye, as cited in (Tharisma Novitasari, 2022), defines public policy as everything that the government does or does not do, where the reasons for a policy and its benefits to communal life must be holistically considered to ensure it offers substantial benefits to citizens without causing harm. This is where the government must be prudent in setting policies. Public policies are usually formalized in government regulations or provisions, making them binding and enforceable.

Public Policy Evaluation

Policy evaluation is an important stage in the policy process to examine the outcomes of implemented policies and compare them with the goals initially set (Winarta et al., 2020). According to William N. Dunn, as cited in (Nurjannahtin Aliatin, Dr. Endang Indartuti, MSi, Dida Rahmadanik, S.AP., 2024), public policy evaluation is an appraisal or assessment of an implemented policy. Evaluation can also contribute to defining new policy alternatives or revising policies by indicating that previously favored policy alternatives need to be replaced (Mandarlangi & Intam Kurnia, 2024).

Policy Recommendation Criteria

William N. Dunn (2003: 609), as cited in (Kristian, 2021), proposes six criteria for policy recommendations that connect policy objectives to implementation:

- **Effectiveness**

Concerns whether an alternative achieves the expected results or fulfills the action's goals. Effectiveness is closely related to technical rationality and is often measured in terms of units of product, service, or monetary value.

- **Efficiency**

Pertains to the effort required to achieve a certain level of effectiveness. Efficiency, synonymous with economic rationality, is the relationship between effectiveness and effort, typically measured in monetary costs.

- **Adequacy**

Relates to how far a level of effectiveness satisfies needs, values, or opportunities that generate the issue. The adequacy criterion emphasizes the strength of the link between policy alternatives and expected outcomes.

- **Equity**

Concerns legal and social rationality and refers to the distribution of impacts and efforts among different social groups. Policies focused on equity distribute impacts or efforts fairly.

- **Responsiveness**

Measures how well a policy meets the needs, preferences, or values of specific community groups. Responsiveness is essential as policies meeting other criteria may still fail if they do not address the actual needs of the intended beneficiaries.

- **Appropriateness**

Relates to substantive rationality, considering the overall value of the program goals and the robustness of the assumptions underlying those goals.

Policy evaluation is the process of assessing policies or programs that have been implemented to determine the extent to which the objectives of the policy have been achieved, and to analyze the factors that support or hinder its implementation. The evaluation model often used in public health policy is the CIPP (Context, Input, Process, Product) model, which involves assessing the policy context, resources used, implementation process, and outcomes achieved (Stufflebeam, 2003).

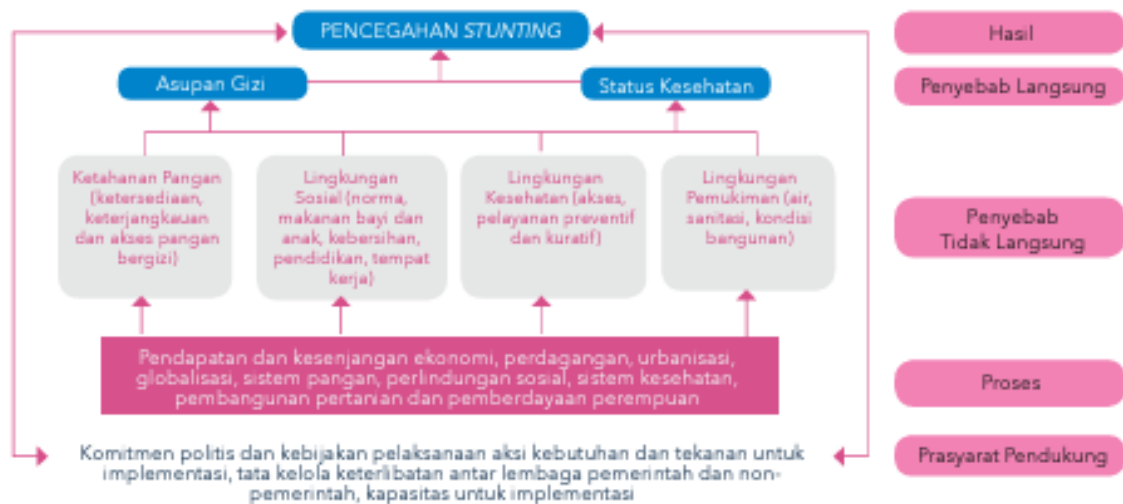
In the context of evaluating the stunting prevention policy through the "Bridal Class" program, the evaluation was conducted to assess whether the program was successful in changing the behavior of prospective brides in terms of nutritional knowledge and practices, and its impact on long-term stunting prevention. Measuring program effectiveness can involve analyzing data before and after implementation, as well as collecting feedback from participants and program facilitators.

Previous studies have shown that participatory policy evaluation, involving multiple stakeholders, can provide a more holistic picture of the challenges and opportunities in implementing public health programs (Rossi, Lipsey, & Freeman, 2004).

1. Concept of Stunting

Stunting is a condition of failure to thrive in children due to chronic malnutrition, which affects the child's height below the standard according to age (World Health Organization [WHO], 2018). Globally, stunting is a serious problem that can interfere with children's growth and development, reduce cognitive abilities, and increase the risk of disease in adulthood (Black et al., 2013). In Indonesia, stunting is one of the main priorities in public health policy, given its still high prevalence, especially in areas with limited access to health and nutrition services (Ministry of Health of the Republic of Indonesia, 2020). The impact of stunting is not only physical but also social and economic. Children who experience stunting have a lower potential to excel in school, which affects the quality of human resources in the future (Prendergast & Humphrey, 2014). In addition, stunting also contributes to increasing poverty rates due to decreased productivity and competitiveness of the workforce due to impaired physical and cognitive development (Hoddinott et al., 2013).

Stunting is a significant target for the Indonesian government because it could hinder the achievement of the 2045 Golden Indonesia Vision. Stunting, which involves minimal growth in toddlers (short stature), is a condition caused by chronic malnutrition over time, both in terms of quantity and quality (Fauziah & Novandi, 2021). Stunting results from inadequate nutritional intake and recurring infectious diseases during the first 1,000 days of life, indicating a high risk for poor child development. The short-term effects include apathy, speech delays, and developmental delays, while long-term effects include reduced IQ scores, cognitive impairments, attention disorders, and lower self-esteem.



Source: National Strategy Document for Accelerating the Prevention of Stunted Growth (Stunting) Period 2018-2024

Figure 1. Framework for Causes of Stunting in Indonesia

This condition often arises from insufficient maternal nutrition during pregnancy, which affects the child (Lapian & Harahap, 2023). Poor nutrition can disrupt growth processes, hinder development, and impair thinking ability. The direct factor leading to stunting is inadequate nutrient intake, especially in energy from macronutrients (carbohydrates, fats, and proteins).

2. Concept of the Bridal Class

The "Bridal Class" program is part of the stunting prevention effort focusing on healthy marriage preparation through nutrition and reproductive health education for prospective brides and grooms. Government institutions or agencies generally implement this program in collaboration with the local health office. In this program, prospective brides and grooms are given information regarding healthy eating patterns, the importance of pre-marital health checks, and healthy pregnancy management (Indrawati, 2019). The "Bridal Class" program aims to improve the knowledge and skills of young couples in managing health and nutrition, as well as forming a lifestyle that supports healthy child growth and development. As a preventive effort, this program is expected to reduce risk factors for stunting starting from family planning and pregnancy (Suryani, 2021). In the context of Puspaga in Keputih Village, this program aims to provide prospective brides and grooms with the right

knowledge about nutrition and reproductive health to prevent stunting in their children in the future.

The Bridal Class program is an initiative by PUSPAGA (Family Learning Center) of the Department of Women Empowerment, Child Protection, Population Control, and Family Planning (DP3APPKB) in Surabaya to enhance family welfare in Indonesia. Through this program, couples are given knowledge and skills to form a harmonious and healthy family.

Since April 2021, the Ministry of Religious Affairs, in cooperation with the Ministry of Health and the National Population and Family Planning Board (BKKBN), launched a flagship program of marriage counseling (Bimwin) and health services for prospective brides and grooms (Yuliasari et al., 2023). Increasing the knowledge of prospective couples on health screening before marriage is necessary through health promotion, such as counseling or outreach on pre-marital health screening, while assessing the needs of prospective couples regarding pre-marital health screening (Novita et al., 2024).

Several previous studies have explored various stunting prevention programs in Indonesia, including health education through various channels such as integrated health posts, nutrition counseling, and premarital class programs (Ministry of Health of the Republic of Indonesia, 2020). Research by Yulianti et al. (2019) showed that education provided to prospective brides and grooms can increase their knowledge about the importance of balanced nutrition during pregnancy, which contributes to a decrease in the prevalence of stunting in the region. In addition, Suryani (2021) also found that premarital class programs can change the behavior of prospective brides and grooms in maintaining the health and nutrition of their families. However, there are also challenges in implementing the program, such as low participation rates, limited access to health services, and differences in participants' understanding of the material presented (Darmawan & Wijaya, 2020). Therefore, an in-depth evaluation of this program is essential to identify factors that support and hinder its success at the local level.

METHODOLOGY

In this study, the scientific research method used involves data collection and data analysis techniques. This research is descriptive with a qualitative approach. The researcher aims to understand and provide an overview of the Evaluation of Stunting Prevention Policy in Surabaya City Through the Bridal Class Program at the Family Learning Center (Puspaga). The data collection methods include primary data, interviews, observations, and documentation.

According to (Moleong, 2022) in (Gea et al., 2024), qualitative research often relies on informants as the main data source because they offer a rich perspective on the phenomenon under study. This research focuses on understanding how the evaluation of stunting prevention policies through the bridal class program at the Family Learning Center (Puspaga) in Surabaya City is conducted, whether it aligns with expectations, and how it is implemented, along with identifying any challenges faced.

The research location is the main target area where the researcher captures the actual events of the studied subject. Data sources for this study are gathered from the Department of Women Empowerment, Child Protection, Population Control, and Family Planning (DP3APPKB) of Surabaya City at Jalan Kendungsari No. 18, Tegalsari District, Surabaya, East Java, 60263. The research location is also at the Keputih Village Office located at Jalan Keputih Tegal Number 25, Sukolilo District, Surabaya, East Java, 60111. Previously, the researcher conducted general interviews with the Village Government and Community Welfare Officers, along with officers from the Keputih Community Health Center, who indicated that child nutrition intake around the Keputih Village Office area remains low. It is hoped that stunting cases in the Keputih Village Office area will not increase.

Data obtained through interviews, observations, and documentation were analyzed qualitatively using thematic analysis techniques. Thematic analysis aims to identify and group themes or patterns that emerge from the data collected (Braun & Clarke, 2006). This process is carried out with the following steps:

Coding, where researchers read interview transcripts and observation notes to mark relevant data segments. Categorization, relevant segments will be grouped into certain themes, for example themes related to nutrition, reproductive health, or obstacles in program implementation. Cross-Data Source Analysis, researchers compare and confirm findings from interviews, observations, and documentation to obtain a more complete and accurate picture.

This analysis is carried out interactively, meaning that researchers continuously review the data collected and modify the themes that emerge to ensure the accuracy and interconnectedness of the findings obtained (Creswell & Poth, 2018).

RESULT AND DISCUSSION

Evaluation Results of the Stunting Prevention Policy through the Bridal Class Program at the Family Learning Center (Puspaga) in Keputih Village, Surabaya City

The evaluation results of the stunting prevention policy through the Bridal Class Program at the Family Learning Center (Puspaga) in Surabaya City indicate a decline in stunting prevalence, making Surabaya one of the cities with the lowest stunting rates nationally. The Bridal Class held by the Family Learning Center (Puspaga) under the Department of Women Empowerment, Child Protection, Population Control, and Family Planning (DP3APPKB) of Surabaya City is guided by Surabaya Mayor Regulation No. 79 of 2022 on the Acceleration of Stunting Reduction in Surabaya. This program provides counseling and special assistance for prospective brides and grooms, focusing on mental preparation and relationship dynamics to support marital success.

The Bridal Class Program, organized by PUSPAGA (Family Learning Center) under DP3APPKB, is one of the government's efforts to improve family welfare in Indonesia. Through this program, couples receive knowledge and skills to build a harmonious and healthy family. Every prospective bride and groom applying for marriage at the nearest village office must attend the bridal

Efficiency

Efficiency refers to the amount of effort required to achieve a certain level of effectiveness. It is synonymous with economic rationality, representing the relationship between effectiveness and effort, typically measured in monetary costs.

“As a practical step in evaluating Surabaya’s stunting prevention policy, Keputih Village distributes nutritious food monthly to toddlers identified as stunted or pre-stunted. This distribution is carried out by Surabaya Hebat Volunteers and supervised by village officials. The provision of nutritious food and beverages is expected to supplement the nutritional needs of toddlers, as malnutrition is one of the main causes of stunting.”

The Bridal Class Program in Keputih Village has been deemed efficient, as confirmed by the Head of Governance & Community Welfare in Keputih Village.

Adequacy

Adequacy relates to how far a level of effectiveness meets needs, values, or opportunities that contribute to the problem. It emphasizes the strong link between policy alternatives and expected outcomes.

“To achieve its goals, DP3APPKB of Surabaya City at Puspaga has developed a Guidebook for instructors, a pocketbook for prospective couples, and infographics that will be distributed to villages/districts and the public.”

According to the informant, the Bridal Class Program in Keputih Village meets the adequacy criteria, as confirmed by the Head of Governance & Community Welfare in Keputih Village.

Equity

Equity is closely related to legal and social rationality and concerns the distribution of impacts and efforts among different social groups. A policy focused on equity ensures a fair distribution of impacts or efforts.

“In the bridal class, DP3APPKB of Surabaya City at Puspaga disseminates stunting prevention information in Surabaya and provides engaging and accessible content on family quality and welfare for prospective couples.”

The Bridal Class Program in Keputih Village meets the equity criteria, as confirmed by the Head of Governance & Community Welfare in Keputih Village.

Responsiveness

Responsiveness refers to the extent to which a policy satisfies the needs, preferences, or values of specific community groups.

“According to in-depth interviews, all informants mentioned community response, including residents or prospective brides and grooms who were unaware of the bridal class requirement before applying for marriage at the village office.”

The bridal class is offered through various methods:

- a) Online
 - 1) 300 participants every Monday and Friday from 9:00 AM to 12:00 PM for registered users of the Wargaku application with a close wedding date.
 - 2) 1000 participants once a week on Wednesdays (or adjusted) from 9:00 AM to 12:00 PM for all registered participants.
- b) Hybrid

Held twice a month on the 2nd and 3rd weeks with an online quota of 1000 participants and an in-person quota of 45 participants.
- c) In-Person

Conducted Monday to Friday from 9:00 AM to 12:00 PM at Puspaga by DP3APPKB of Surabaya City, located on the 2nd floor of Siola Mall with a quota of 25 participants. According to the informant, the Bridal Class Program in Keputih Village has met its objectives, as confirmed by the Governance & Community Welfare Staff in Keputih Village.

Appropriateness

Appropriateness is closely related to substantive rationality, as it pertains to the value or relevance of the program goals and the strength of the assumptions underlying those goals.

“When issues or obstacles arise during the bridal class, DP3APPKB of Surabaya City at Puspaga promptly responds and follows up by holding coordination meetings with relevant departments, ensuring smooth evaluation of the bridal class.”

The Bridal Class Program in Keputih Village is deemed appropriate, as confirmed by the Head of Governance & Community Welfare in Keputih Village.



Figure 3. Stunting Data for Toddlers in Keputih Village on the Sayang Warga Application

The following data, available in the Sayang Warga Application, indicates a monthly decrease in stunting cases in Keputih Village. Out of a total of 1,072 toddlers in Keputih, only one child is affected by stunting. This demonstrates that the government's stunting prevention policy evaluation through the bridal class program has been well implemented, even at the village level.

The Surabaya City Government continues to strive to reduce stunting rates in Surabaya, with a goal of achieving Zero Stunting and Zero New Stunting by 2024. The stunting reduction program policy evaluation has been effectively carried out in Keputih Village. Each RW (Neighborhood Association) and RT (Community Unit) in Keputih has several Kader Surabaya Hebat (KSH) who have been trained and instructed by the Surabaya City Government to act as primary support at the RW and RT levels. These KSHs are also equipped with the Sayang Warga application as a reference to monitor stunting conditions in their respective areas.



Figure 4. POSGA (Community Service Post) Activities in Keputih Village

In addition to the distribution of milk and nutritious food, KSHs in Keputih Village also monitor and evaluate toddlers identified in the stunting data. The distribution of milk is a tangible part of the government's stunting prevention efforts. The policy evaluation of the stunting reduction program in Keputih Village is continuously conducted to achieve the Surabaya City Government's program goal of Zero Stunting in the future. Interventions to reduce stunting include the distribution of Supplementary Food (PMT) and High-Nutrition Formula Milk, conducted monthly. Keputih Village KSHs are consistently supported by Village Officers and Keputih Health Center staff to assist and monitor toddlers identified as stunted.

CONCLUSION AND RECOMMENDATION

Conclusion

The research findings on the evaluation of the stunting prevention policy through the Bridal Class Program at the Family Learning Center (Puspaga) in Keputih Village, Surabaya City, indicate that the program has been implemented effectively and in accordance with existing procedures. This is evident from the ease with which the community can access the bridal class, which is offered in various formats: online, offline, and hybrid. The stunting rate in Keputih Village has remained stable from January 2024 to October 2024, with continuous monitoring. Children identified with stunting also have other health conditions that affect their growth and overall health. The Bridal Class Program at Puspaga in Keputih Village is well-executed and highly optimized, with counselors providing services following the Standard Operating Procedures (SOP) established by Puspaga in Surabaya City.

Recommendation

Based on the above conclusions, the researcher proposes several recommendations to further improve the performance of the Bridal Class Program in Keputih Village. These recommendations include:

- 1) Increasing awareness among residents or prospective brides and grooms about the bridal class requirement before applying for a marriage endorsement letter from the village office.
- 2) Enhancing parents' understanding of child-rearing practices, including proper care and nutritional monitoring for children at risk of stunting.
- 3) Encouraging the Department of Women Empowerment, Child Protection, Population Control, and Family Planning (DP3APPKB) of Surabaya City to proactively inform the community about the PUSPAGA (Family Learning Center) services available in Surabaya City.
- 4) Addressing the shortage of staff for the bridal class program and developing new teaching methods and implementation practices.

Providing clear, accurate, and direct information from PUSPAGA officers or conducting widespread outreach about the bridal class for residents and prospective brides and grooms to enhance the program's effectiveness and efficiency.

FURTHER STUDY

Since all research has limits, you can quickly discuss them here and offer ideas for additional studies.

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