



Government's Implementation of Learning Strategies in Addressing Stunting

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Abstrak

Pemerintah telah memberikan perhatian besar terhadap pencegahan stunting melalui PerPres RI Nomor 42 Tahun 2013 Tentang Gerakan Nasional Percepatan Perbaikan Gizi yang sekarang digantikan menjadi PerPres RI Nomor 72 Tahun 2021 tentang percepatan penurunan stunting yang bertujuan untuk meningkatkan komitmen pemerintah untuk perbaikan gizi, utamanya penurunan stunting. Angka stunting tertinggi di Jawa Timur terdapat di Kabupaten Bangkalan. Badan Kependudukan dan Keluarga Berencana Nasional (BKKBN) menyebutkan bahwa angka stunting di Kabupaten Bangkalan mencapai 38,9 persen. Di Kabupaten Bangkalan Madura, pada tahun 2015, terdapat 240 balita yang mengalami gizi buruk, di mana meningkat sebanyak 36 balita dari tahun 2014 (Dinas Kesehatan Kabupaten Bangkalan, 2015). penelitian ini bertujuan untuk mengetahui strategi pemerintah dalam menanggulangi stunting dan program kerja yang dijalankan oleh puskesmas kecamatan Arosbaya terhadap penanggulangan stunting. Jenis penelitian yang digunakan adalah kualitatif deskriptif. Menggunakan metode studi kasus (case studies). Teknik pengumpulan data penelitian ini adalah menggunakan wawancara mendalam (in-depth interview), observasi, dokumentasi. Dengan menggunakan jenis Purposive sampling untuk penetapan sample yang dilakukan dengan cara menentukan target dari elemen populasi yang diperkirakan paling cocok untuk dikumpulkan datanya. Berdasarkan data terbaru pada Kabupaten Bangkalan pada bulan Oktober 2023, ditemukan bahwa jumlah kasus balita stunting di Kecamatan Arosbaya sebanyak 38 kasus. Terdapat program kerja inovasi yang dilakukan oleh Puskesmas Arosbaya yaitu program Staf Peduli Puskesmas dan Jum'at Barokah. .

Kata kunci: Strategi, Pemerintah, Stunting

Abstract

The government has paid great attention to stunting prevention through Presidential Regulation No. 42 of 2013 concerning the National Movement for the Acceleration of Nutrition Improvement, which is now replaced by Presidential Regulation No. 72 of 2021 concerning the acceleration of stunting reduction, which aims to increase the government's commitment to improving nutrition, especially reducing stunting. The highest stunting rate in East Java is in Bangkalan Regency. The National Population and Family Planning Agency (BKKBN) stated that the stunting rate in Bangkalan District reached 38.9 percent. In Bangkalan Regency, Madura, in 2015, there were 240 toddlers who were malnourished, which increased by 36 toddlers from 2014 (Bangkalan Regency Health Office, 2015). This research aims to find out the government's strategy in tackling stunting and the work program carried out by the Arosbaya sub-district health center against stunting. The type of research used is descriptive qualitative. Using the case study method. This research data collection technique is using in-depth interviews, observation, documentation. By using the Purposive sampling type for sample determination which is done by determining the target of the population element that is thought to be most suitable for collecting data. Based on the latest data on Bangkalan Regency in October 2023, it was found that the number of cases of stunting toddlers in Arosbaya District was 38 cases. There is an innovative work program carried out by Puskesmas Arosbaya, namely the Puskesmas Care Staff program and Friday Barokah.

Keywords: Strategy, Government, Stunting

INTRODUCTION

Stunting is a condition of impaired growth in children under five years of age due to acute malnutrition, resulting in a child being too short for their age. Poor nutrition starts during pregnancy and in the early stages of a child's life, but stunting becomes evident after the child reaches two years of age (Yulius Dirman, Rama Nur Kurniawan K, 2023). Stunting is caused by chronic nutritional issues resulting from inadequate nutrient intake during the first 1,000 days of a child's life, from pregnancy to the second year of life. Stunting problems often occur in areas with inadequate living conditions, such as limited access to clean water, inadequate sanitation facilities, hard-to-reach healthcare services, and various other issues occurring in densely populated areas. The primary factor affecting the birth of stunted children is economic problems because families with medium to low income face difficulties in providing proper nutrition for their children (Caleyachetty et al., 2022). "Despite significant progress in reducing stunting prevalence in children globally, stunting prevalence in many countries remains very high and has negative consequences for affected children."

The global prevalence of stunting in 2017 was 151 million (22%), and Indonesia ranked third in Southeast Asia with a prevalence of 36.4%, according to World Health Organization (WHO) data from 2018. In 2017, 29.6% of short toddlers aged 0-59 in Indonesia, with 19.8% classified as short and 9.8% as very short, which increased by 2.06% from 2016 (27.54%), with 18.97% short and 8.57% very short (Kemenkes RI, 2018). Indonesia's prevalence of stunting is still higher than the maximum allowable stunting rate set by the WHO, which is less than 20%. The government has placed significant attention on stunting prevention through Presidential Regulation No. 72 of 2021 on Accelerating Stunting Reduction, aiming to increase the government's commitment to nutritional improvement, particularly stunting reduction. This aligns with Indonesia's decade-long participation in the Global Scaling Up Nutrition (SUN) movement since 2011, focusing on nutrition problem-solving through multisectoral involvement (Bappenas, 2021). The government, through Presidential Instruction No. 72 of 2021, continues its efforts to address stunting issues in Indonesia. The target is to reduce stunting by 14% by 2024. While this may be challenging to achieve 100%, the government is committed to reaching the targets set by the President (Turang et al., 2021).

East Java is one of the 18 provinces with an above-average stunting prevalence rate. Surabaya City is included among the 260 regencies/cities designated as priority locations for stunting prevention in East Java. The highest stunting rate in East Java is found in Bangkalan Regency.

The National Population and Family Planning Agency (BKKBN) reports that the stunting rate in Bangkalan Regency reaches 38.9% (Dewi, 2023). In Bangkalan, Madura, in 2015, there were 240 malnourished toddlers, an increase of 36 toddlers from 2014 (Bangkalan Regency Health Office, 2015). In 2021, the percentage of stunting cases in Bangkalan reached 28.9%, and in 2022, it reached 26.2%. A preliminary observation in six Community Health Centers (Puskesmas) in Bangkalan Regency between June and August 2019 revealed the following cases: Puskesmas Kamal had 309 stunting cases, Puskesmas Socah had 113 cases, Puskesmas Bangkalan had 536 cases, Puskesmas Burneh had 79 cases, Puskesmas Arosbaya had 260 cases, and Puskesmas Tanah Merah had 95 cases. The most dominant cause of stunting is the community's, especially mothers' lack of awareness of the importance of nutritional intake for their children and their belief that their food consumption is sufficient. Moreover, the rate of exclusive breastfeeding in Bangkalan is only 49.8% according to the Bangkalan Regency Health Office, as cited in Fitroh & Oktavianingsih (2020).

The Bangkalan Regency government, East Java, plans to launch the Great Parents School (Sekolah Orang Tua Hebat or SOTH) program to reduce toddler stunting rates in the region. According to the Acting Regent of Bangkalan, the program has a long-term goal, providing parents with education to improve their child-rearing abilities, especially for toddlers, as part of the effort to reduce stunting rates. The SOTH program has been launched in ten villages in Bangkalan Regency, and it will be expanded to 281 villages across 18 sub-districts. The local government is also involving women's empowerment task forces (pokja-pokja PKK), health centers (puskesmas), midwives, and community members from the village to the district level to provide ongoing education and implement stunting reduction programs.

Based on recent data in Bangkalan Regency in October 2023, it was found that the number of stunting cases in the Arosbaya Sub-district reached 38 cases. Therefore, this study aims to explore the local government's strategies for addressing stunting and the work programs implemented by community health centers in the Arosbaya Sub-district to combat stunting.

Strategy

Strategy is an action or approach chosen to implement a plan so that the planning can proceed as expected by the organization. According to Eddy Yunus (Dhea Jayanti Pratiwi, 2023), strategy is a plan prepared by the leader of the organization to achieve results that are in sync with the organization's objectives. Strategy can be viewed from three aspects: strategy formulation, implementation to realize the strategy as an action, and

strategy control carried out to convert the strategy so that the set objectives can be achieved. According to Michael A. Hitt (Dhea Jayanti Pratiwi, 2023), the functioning of an organization using strategic management is an initial preparation for the organization to understand its strengths in competition and develop sustainable competitive advantages systematically and consistently. Michael A. Hitt explains that there are five tasks of strategic management to carry out a policy within the organizational environment, both internal and external. Michael's theory explains that strategic management is influenced by several interrelated tasks in the continuity of organizational policies. These tasks are: setting activities to be carried out and choosing a strategic vision, converting the strategic vision and mission into the targeted performance and precision, setting strategies to achieve the expected results, implementing and executing the chosen strategies effectively and efficiently, evaluating performance, analyzing the latest developments, and beginning to revise instructions, objectives, or implementations based on real-world experience, changing circumstances, new insights, and new possibilities. According to Marrus (Priyono, 2020), strategy is a systematic planning activity by policy makers (top leaders) oriented towards the organization's long-term goals, and the planning includes detailed and comprehensive steps on how to achieve the set goals. In conclusion, determining a policy strategy is essential in achieving the set policy objectives because the formulated strategy will assist policy implementers in achieving the objectives effectively and efficiently.

Government

In the Indonesian Dictionary, "pemerintah" is defined as a system that exercises authority and power or a system that issues commands and governs. Government strategy is a framework or design that integrates policies, target goals, and programs within an organization. Strategy is the actualization achieved regarding what, how, who, why, how long, and what benefits are to be achieved in a future direction. This is how the government issues strategies for issuing policy, target goal strategies, and program strategies. According to Indah Sari (2023), through the National Team for Acceleration of Poverty Reduction (TNP2K), the government has designated 100 priority districts/cities for stunting prevention. Priority areas, or areas that are the main focus of stunting intervention, are areas with a high prevalence of stunting compared to other areas. This is related to the budget allocated for stunting prevention. Priority areas for stunting prevention have specific budgets allocated to programs for accelerating stunting prevention and mitigation. Support includes the development of sanitation, clean water supply, the provision of safe and nutritious food, and, most importantly, a good understanding and individual commitment to optimizing their roles in stunting prevention.

Stunting

According to the Sustainable Development Goals as stated in Saputri & Tumangger (2019:4), stunting is one of the main targets of the Sustainable Development Goals (SDGs), belonging to Sustainable Development Goal 2, which aims to address issues of hunger and various forms of malnutrition by 2030, as well as achieving food security. By 2025, the SDGs have set a target to reduce the prevalence of stunting to 40%. Stunting reduction strategies are implemented globally and nationally because stunting issues are closely related to the quality of human resources in the future. According to the Ministry of Health (2018:07), toddlers suffering from stunting have a condition in which their height or body length is shorter than their age, and it does not conform to the standards set by the WHO. Stunting is a condition of growth failure in children due to chronic malnutrition, making them shorter than the average height for their age. Malnutrition affects children from the womb to the first 1,000 days after birth, but the stunting condition becomes apparent after the child reaches 2 years of age. Short (stunted) and severely short (severely stunted) toddlers are those with height or body length (PB/U or TB/U) compared to their age as per WHO standards. Children suffering from stunting have this condition from the age of two. The imbalance of nutritional intake during the golden period of child growth and development causes stunting. This disorder is not caused by specific diseases and is not a hormonal growth deviation. Research indicates that environmental variables, hygiene conditions, and poverty all contribute to stunting in children under five years of age. Stunting is a serious problem that is often not the focus of parents' attention in monitoring their children's growth and development. Factors that trigger malnutrition, according to Marlindawani et al. (Dhea Jayanti Pratiwi, 2023), include poor sanitation, lack of maternal knowledge, limited access to healthcare, and recurring or chronic infections. Providing healthy and nutritious food from birth to age two is one of the fundamental efforts to ensure the achievement of quality growth and development while meeting nutritional intake needs.

METHODS

Penelitian tentang Strategi Pemerintah Dalam Menanggulangi Stunting ini menggunakan pendekatan kualitatif deskriptif. menggunakan pendekatan kualitatif bersifat deskriptif untuk memberikan gambaran secara mendalam dan menyeluruh berdasarkan situasi dan fenomena yang sedang diteliti. Penelitian ini menggunakan metode studi kasus (case studies), menurut Stake dalam Agustinova Danu (2015:26) penelitian studi kasus merupakan penelitian yang mendalam tentang individu, satu kelompok, satu organisasi, satu program kegiatan, dan

sebagainya dalam waktu tertentu. Tujuannya untuk memperoleh deskripsi yang utuh dan mendalam.

Teknik pengumpulan data menggunakan wawancara mendalam (in-depth interview), pengamatan (observasi), dokumentasi. Pengambilan sampel penelitian dilakukan secara purposive sampling, alasan menggunakan purposive sampling karena dapat ditentukan target sampel yang paling cocok untuk dikumpulkan data hasil wawancara tentang strategi penanggulangan stunting di wilayah kerja Puskesmas Arosbaya diantaranya adalah Bapak Edy Juliono sebagai koordinator poli gizi, Ibu Depy Mardiyana sebagai bidan desa, Ibu Lukluatun sebagai bidan KIA.

RESULT AND DISCUSSION

Stunting is the inability of children under the age of 5 to grow due to chronic malnutrition, especially during the first 1,000 days of life (Ramadhan et al., 2022). A well-thought-out strategy is crucial when planning activities and programs, especially when involving the government as the organization responsible for executing these activities and programs. According to Indah Sari (2023), the government, through the National Team for Acceleration of Poverty Reduction (TNP2K), has designated 100 priority districts/cities for stunting prevention. Priority areas are those with a high prevalence of stunting compared to other regions.

Government Work Program in Bangkalan Regency

Based on the Regent's Regulation No. 6 of 2019, several approaches to combating stunting in Bangkalan have been outlined, including:

1. Specific nutrition intervention activities targeting pregnant mothers

- Providing supplementary food to pregnant women to address chronic energy and protein deficiencies, iron and folic acid deficiencies, iodine deficiencies, addressing parasitic infections in pregnant women, and protecting pregnant women at high risk of degenerative diseases such as diabetes, hypertension, hepatitis, and others.

2. Specific nutrition intervention activities targeting breastfeeding mothers and children

- Promoting Early Initiation of Breastfeeding (EIB), encouraging exclusive breastfeeding for up to 6 months, promoting continued breastfeeding up to 23 months with the introduction of Complementary Feeding (MP-ASI), providing deworming medicine, providing zinc supplementation, and fortifying food with iron and folic acid.

3. Nutrition-sensitive intervention activities targeting the general public

- Providing and ensuring access to clean water, providing and ensuring access to sanitation, fortifying food items, providing access to health services and family planning (KB), providing national health insurance (JKN), ensuring universal delivery care coverage (Jampersal), providing parenting education, universal early childhood education, community nutrition education, sexual and reproductive health education, and adolescent nutrition education, providing social assistance and insurance for poor families, and enhancing food and nutrition security.

4. Healthy Living Community Movement

- To accelerate stunting reduction, a healthy living community movement is being implemented. This movement aims to synergize promotive and preventive efforts to address stunting issues and enhance community productivity. The movement includes increasing physical activity, promoting healthy living behaviors, providing healthy food, accelerating nutrition improvement, early disease prevention and detection, enhancing environmental quality, and promoting health education. The healthy living community movement is campaigned by the Health Department and all relevant Regional Apparatus Organizations, particularly for stunting reduction.

5. Thousand Days of Life Movement

- The Thousand Days of Life Movement is a joint commitment between the Regional Government and the community as a participatory movement to accelerate stunting reduction. This movement involves planned and coordinated stakeholder participation and concern for the nutritional needs of fetuses and infants during the first Thousand Days of Life. Activities include the signing of integrity pacts by the regional government, the community, and related stakeholders, formal and informal communication, education and information provision, campaigns through various media, giving awards to communities involved in stunting reduction, and other supporting activities.

6. Nutrition Education and Counseling

- Nutrition education is provided to create a common understanding of nutrition-related aspects. It covers topics such as understanding nutrition, nutrition issues, factors affecting nutrition problems, and good practices to improve nutritional conditions. Nutrition education is conducted periodically by the Health Department. Nutrition counseling for the community, as part of stunting reduction efforts, is carried out both indoors and outdoors. Indoor nutrition counseling is performed through nutritional counseling at Health Centers and other healthcare facilities as part of individual health efforts. Outdoor nutrition counseling is conducted at Posyandu (Integrated Health Posts) and community group meetings. Nutrition counseling in stunting reduction efforts can also be

conducted in hospitals, including nutrition counseling in inpatient and outpatient settings and group counseling in outpatient settings.

Bangkalan Regency Government in East Java is planning to launch the Great Parents School (Sekolah Orang Tua Hebat - SOTH) program as an effort to reduce the prevalence of stunting among toddlers in the region. According to the Acting Regent of Bangkalan, this program has a long-term goal of educating parents to enhance their child-rearing skills, particularly for toddlers, as part of the effort to reduce stunting rates.

The role of Community Health Centers (Puskesmas) in addressing stunting is crucial, as all government work programs are implemented through these centers. Efforts to combat stunting are maximized through Posyandu, which functions comprehensively as an early detection, treatment, and consultation center for stunting (Novianti, 2018).

Interview with Mr Edy Juliono (Poly Coordinator of Community Health Center Nutrition Services)

The innovative work programs implemented by the Arosbaya Subdistrict Health Center (Puskesmas) in combating stunting are as follows:

1. Puskesmas Cares Staff (SPP): Every Monday after the morning assembly, all staff contribute Rp 2,000. The contributions are collected and managed to purchase basic food supplies (sembako), which are then provided to stunted toddlers.

2. Blessed Friday (Jumroh): The cadres participate in collecting contributions from the community every Friday, and the money collected is managed to buy basic food supplies, which are also distributed to stunted toddlers.

This program has been in operation since 2022.

According to the research conducted by Octary et al. (2023), conducting activities to raise awareness among mothers of toddlers about the dangers of stunting and its prevention, along with implementing a program to provide sembako to prevent stunting in children, can be used as steps in combating the phenomenon of stunting in the community.

However, the theory that supports the importance of innovative programs like this in combating stunting is the theory of community participation in prevention activities. Based on research by Priyono (2020), the success of addressing the issue of stunting depends significantly on the level of community participation, including the role of the Village Government as the front line. With programs like SPP and Blessed Friday, the community and Puskesmas staff can work together to combat stunting and enhance their active roles in these efforts.

Furthermore, socio-economic issues play a crucial role in the stunting problem. High poverty rates in certain areas of East Java limit access to nutritious food and adequate healthcare services. Cultural and traditional factors also affect children's dietary patterns and care, which can impact their physical growth. As a result, the government has initiated efforts to reduce stunting, which have been extended to each district in East Java. Stunting prevention efforts in Sampang Regency must also take into account the differing dynamics of urban and rural areas and variations in access to healthcare and education services.

Interview with Mrs. Depy Mardiyana (village midwife)

Question: What are the obstacles encountered in the implementation of the innovative work programs of the Arosbaya Subdistrict Health Center (Puskesmas)?

Answer: The obstacles frequently encountered stem from economic factors, as both the Arosbaya Subdistrict Health Center (Puskesmas) and the Arosbaya Subdistrict Government are unable to fully address the economic challenges faced by families with stunted toddlers. The assistance provided primarily comprises basic food supplies (sembako) and milk, tailored to the preferences and compatibility with the stunted toddlers' needs. A majority of families in the Arosbaya Subdistrict with stunted toddlers have limited financial resources, with fathers predominantly employed in agricultural and labor-intensive occupations, leading to income instability. Consequently, stunted toddlers frequently consume the same food as their parents, which may lack the necessary nutritional value. Furthermore, sugar water is often provided as an alternative to milk when the latter is unaffordable.

This situation is consistent with the findings of Ngaisyah (2015), whose research in Kanigoro, Saptosari, Gunung Kidul suggested that higher income levels enhance the ability to procure higher-quality and larger quantities of food. Conversely, reduced income diminishes the purchasing power for nutritionally rich food.

However, A. P. Dewi et al. (2019), based on research in the UPT Puskesmas Gading Rejo working area in Pringsewu Regency, contend that the relationship between income and the prevalence of stunting is not a significant determinant. The assumption that only families with adequate income can provide nutritionally sound meals should be set aside. Understanding the nutritional content of various food items and recognizing the role of food in family health can empower mothers to select food items that are cost-effective yet nutritionally rich.

Interview with Mrs. Lukluatun (MCH Midwife)

Question: How should the evaluation of the Arosbaya Subdistrict Health Center's Innovative Work Program be

conducted in cases where stunted children do not show any improvement?

Answer: An appropriate evaluation process carried out by the health center may involve conducting home visits and providing counseling to stunted children to identify the underlying causes of the lack of progress in addressing stunting. Typically, the primary cause for a child's failure to overcome stunting is related to nutrition, often stemming from the consumption of inadequately nutritious food. Many mothers and children still do not attend posyandu, so health workers and posyandu cadres consistently visit and monitor the development of stunted children in their homes.

This approach aligns with the findings of Fauza et al. (2022), who identified factors contributing to stunting, including limited access to nutritious food, insufficient intake of vitamins and minerals, and a lack of dietary diversity and animal protein sources. Additionally, suboptimal maternal care practices, particularly regarding child feeding behaviors and nutritional intake, were identified as factors contributing to child stunting.

As suggested by Nugraheni and Malik (2023), the successful implementation of posyandu activities relies on effective collaboration between posyandu cadres, health personnel, and the community. Monitoring activities, such as home visits and nutritional assessments for children, play a crucial role in this process.

Numerous initiatives have been undertaken to diminish the prevalence of stunting, particularly through the efforts of the Bangkalan District Government and the Arosbaya Health Center. Information gathered from interviews demonstrates that parents within the Arosbaya Health Center's jurisdiction continue to provide their toddlers with insufficiently nutritious food, primarily due to the limited income of these households. This data indicates that toddlers are not receiving the recommended nutritional intake. Children under the age of 2 years necessitate a high degree of nutrition. Infants who are breastfed typically incorporate complementary foods alongside breast milk. These infants require complementary foods with notably greater nutritional density (Dewey, 2016). Given this situation, it becomes essential to intensify the specific focus on nutritional issues by encouraging changes in family behavior to promote a well-balanced nutritional regimen. This becomes a pivotal factor in averting nutritional issues, with the hope that families can sustain an improved nutritional status.

Consequently, enhancing family knowledge, especially among mothers, regarding the provision and preparation of meals for toddlers becomes necessary through nutritional education tailored for toddlers. On the other hand, service providers such as the Bangkalan District

Government and health workers at the Arosbaya Health Center require substantial engagement from families. Families significantly influence the dietary patterns of toddlers. Therefore, reducing malnutrition and preventing stunting necessitate heightened awareness within families, particularly to enhance knowledge about ensuring an adequate food supply for toddlers. The government and health centers have an important role as educators within their communities, addressing nutritional concerns. One of the aspects that requires immediate attention is the mitigation of malnutrition risk and the enhancement of the health of the undernourished toddler population.

The research outcomes reveal that the Arosbaya Subdistrict Health Center refrains from establishing explicit targets for stunting reduction, primarily concentrating on the implementation of government initiatives and innovative programs to tackle stunting.

CONCLUSION

Based on the research and previous discussions regarding the regional government's strategy in tackling stunting in Bangkalan Regency, East Java Province, it is evident that both the government and community health centers (Puskesmas) play pivotal roles in reducing stunting. Additionally, community awareness is also vital in contributing to stunting reduction efforts. The stunting reduction program in Bangkalan Regency has been effectively implemented, with innovative programs from Arosbaya Community Health Center running successfully since 2022. This is evident from the stunting data for Arosbaya District in October 2023, which shows only 38 remaining cases. Inhibiting factor affecting the program's effectiveness is the knowledge of mothers with stunted children about nutritious foods. Therefore, it is hoped that the government and community health center personnel can raise awareness among mothers with young children about the importance of providing nutritious, cost-effective meals through educational activities.

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