

Analysis of Community's Role in Implementation of Stunting Policy in Pemalang District

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Abstract. Stunting is still a problem, especially in Pemalang District, Central Java. Based on the data in May 2019, the number of stunting children under five in Pemalang Regency reached 107 children in 10 sub-districts. In order to accelerate the handling of stunting, the Pemalang Regent issued a Regent's Decree Number 188.4/9611/2019 Regarding to the Formation of the Team for the Acceleration of Stunting Prevention and Control which involves 14 Regional Apparatus Organizations in stunting prevention. The researchers used a qualitative descriptive method in this study. The results of the field finding indicate that the implementation of stunting management in Pemalang Regency has not fully involved the community. The implementation of stunting management only involves two related agencies, namely the Health Office and the Regional Planning Agency. Therefore, in implementing policies in the current era of good governance, the principle of participation is seriously needed. It is in line with the three pillars of good governance: government, private and community. Without public participation, it can be said that policy implementation will not be carried out optimally.

Keywords: Community, Role, Stunting

1 Introduction

The stunting rate in Indonesia is ranked 4th in the world and 2nd in Southeast Asia. Based on data from *Riskesdas* (Basic Health Research) of the Indonesian Ministry of Health in 2019, before the pandemic, there were 6.3 million stunting children under five from 23 million population of under-five children in Indonesia. Therefore, the government needs to make extra efforts to reduce the stunting rate.

The high rate of stunting cannot be separated from the rapid rate of population development in Indonesia, which has an impact on the level of community welfare. Community welfare is one of the goals of the Indonesian state which is still being pursued to these days. Various efforts have been made by the government to improve the quality of human resources in order to improve the economy and the pace of national development. The efforts that have been made by the government so far have not given maximum results. There are various obstacles faced by the government in an effort to improve the welfare of the community. This can be seen through the high poverty rate in Indonesia.

Based on data from the Central Statistics Agency (*Badan Pusat Statistik*) in September 2019, the percentage of poor people in Indonesia reached 9.22% or 24.79 million people, and in 2020, the percentage of poor people in Indonesia increased to 9.78% or 26,42 million people.

The high poverty rate in Indonesia is influenced by the low quality of human resources in Indonesia. The quality of human resources in Indonesia is still left behind, if it is compared to other countries. It can be proven in the Human Development Index (HDI) reported from UNDP in 2020 that Indonesia ranked 111 out of 189 countries.

One cause of the low quality in human resources and the level of poverty is health problems. Health problem is the government's main concern because of their enormous influence on the pace of national development. Health problem is also increasingly feared by the government since the Covid-19 pandemic occurred in the beginning of 2020 in Indonesia. The Covid-19 pandemic has caused limitations in community activities which resulted in the higher number of unemployment and poverty in Indonesia.

Unemployment and poverty have caused the difficulty for people to meet their daily needs, especially food need. Food need which is not fulfilled properly can cause various health problems, one of those is nutritional problem. Various nutritional problems are malnutrition and stunting. The government need to be able to fulfill one of the citizens' basic rights, that is the health aspect. The main focus of nutrition problem for Indonesian government at this time is stunting prevention. Stunting is a chronic malnutrition problem caused by a lack of nutritional intake for a long time, resulting in children growth disorders, that the child's height is shorter than the standard age (*P2PTM* Ministry of Health Indonesian Republic).

Indonesian Government continues to be overcome stunting. The government issued the Presidential Regulation of the Indonesian Republic Number 42 in 2013 concerning the National Movement for the Acceleration of Nutrition Improvement. President Joko Widodo emphasized the joint efforts between the government and the community to be able to participate and increase the awareness of stakeholders in a planned and coordinated manner to accelerate the improvement of priority community nutrition during the first 1000 days of life (HPK).

Pemalang Regency is one of the regencies in Central Java Province which is included in the 11 priority regencies/cities in stunting prevention in Central Java and is included in the 100 priority regencies/cities at the national level. The Head of the Pemalang District Health Office, Erna Nuraini explained that the number of stunting children under five in Pemalang Regency reached 107 spread across 10 sub-districts in Pemalang Regency in March 2019.

The regent was alarmed by this high stunting rate and he formed a team to accelerate stunting prevention and control based on Pemalang Regent Decree No. 188.4/9611 of 2019. The following is the number of stunting toddlers.

Table 1. Data of Stunting under-five Children in Pemalang Regency in May 2019

No.	Sub-district	Village	Number of Stunting
1	Moga	Mandiraja	9
2		Wangkelang	6
3		Longkeyang	6
4	Bodeh	Parunggalih	10
5		Kebandungan	2
6	Bantarbolang	Purana	8
7	Pemalang	Tambakrejo	16
8	Petarukan	Kalirandu	35
9	Ampelgading	Losari	9
10	Comal	Tumbal	25
Total			126

(Health Office of Pemalang Regency (2019))

Based on table 1, it is known that there are 3 villages with the highest number of stunting sufferers in Pemalang Regency, namely Kalirandu Village, Tumbal Village, and Tambakrejo Village. Based on the explanation from the Head of the Pemalang Regency Health Office, it is said that the number of stunting toddlers was 107 toddlers in March 2019, while there were 126 stunting toddlers in May 2019. There was an increase of 19 stunting toddlers in a period of 3 months in Pemalang Regency.

The implementation of stunting prevention in Pemalang Regency consists of a steering team and a technical team with different functions. The technical team is divided into specific intervention areas; sensitive intervention areas; and data assessment and analysis areas. The researchers focused on the role of the technical team in specific fields in stunting prevention, because the functions possessed by teams in specific fields are in direct contact with the community in stunting prevention. Because this team has direct contact with the community, this study is aimed to see how the community plays a role in preventing stunting.

2 Methodology

This research is a type of descriptive research, applying a qualitative approach. Data collection techniques were done through observation, in-depth interviews, focus group discussions and secondary data.

3 Discussion

The policy implementation is certainly involved many parties, so that the policy objectives can be implemented properly and achieve maximum results. Policy implementation is part of the public policy process, and policy implementation is the ability to form further relationships in a causal chain that connects action to goals Suparno [1].

One of the implementation models used in this research is the Mazmanian and Sabatier Implementation Model, defining implementation as the run of basic policy decisions. It is usually in the form of legislation and it can take the form of orders or important executive decisions or decisions of the judiciary. Generally, the decree must consist of the problem to be solved, explicitly state the goals or objectives to be achieved, and various ways to structure or regulate the implementation process Suparno [1].

Basically, there are "five points" which need to be done in policy effectiveness [2], namely:

3.1 Policy Accuracy

The policy accuracy is evaluated by the extent to which existing policies cover things that actually overcome the problem to be solved. The consideration is how excellent is the policy. The other point of view regarding to the policy is whether the policy has been formulated in accordance with the character of the problem to be solved. The next point is whether the policy is made by an institution which has the authority (institutional mission) in line with the character of the policy.

3.2 Implementation Accuracy

The actor in implementing the policy is not only the government. There are three institutions that can be the implementation agencies. Those are the government; cooperation

between the government and the public/private sector; or the private agents (privatization or contracting out). Monopoly policies, such as resident identity cards, or policies which have a high degree of political security, such as defense and security, should be implemented by the government. Policies which are empowering the community, such as poverty alleviation, should be implemented by the government together with the community. Policies which aim to regulate community activities should be tackled by the community, such as how companies should be managed or how is the development of medium and small scale industries which are not strategic. For those, the government is ineffective in implementing the policies.

3.3 Target Accuracy

Accuracy relates to three things. The first is whether the targeted intervention has been right with the plan, whether there is no overlap with other interventions, or no conflict with other policy interventions. The second is whether the target is ready for intervention or not. The third is whether the policy implementation intervention is new or updating the previous policy implementation.

3.4 Environmental Accuracy

There are two environments that are most decisive, namely the policy environment and the external policy environment. The policy environment is the interaction between policy-making institutions and policy implementers with other related institutions. The second environment is the external policy environment called Calista exogenous variables, which consist of public opinion. Those variables are about public perceptions of policies and policy implementation, interpretive institutions relating to the interpretation of strategic institutions in society. The strategic institutions are the mass media, pressure groups, and interest groups. They are truly strategic institutions in interpreting policies and implementing policies. Certain individuals who are able to play an important role in interpreting policies and implementing policies can also be one of the strategic ways.

3.5 Process Accuracy

In general, the implementation of public policy consists of three processes, namely:

3.5.1 Policy Acceptance

It is that the public **understands** the policy as a "rules of the game" needed for the future. On the other hand, the government understands the policy as a task that must be carried out.

3.5.2 Policy Adoption

It is that the public **accepts** the policy as a "rules of the game" that are needed for the future. On the other hand, the government accepts the policy as a task that must be implemented.

3.5.3 Strategic Readiness

It is that the public **is ready to implement or be part of the policy**. On the other hand, the bureaucrats are ready to become policy implementers as their responsibility is to carry out the policy.

Based on the accuracy of the above process, it appears that strategic readiness must also involve the public community. In this context, it is important to involve community in successfully implementing the policy. The role of the community is able to influence the success of a policy. In this case, it is the stunting treatment program.

Role is a social interaction in society that describes the expectations that guide individuals to behave in everyday life. In the dimension of public policy, actors are required to behave which is suitable to their roles.

In the implementation stage, there are various actors involved. They come from the government and the community, and are identified from the bureaucracy, legislature, judiciary, pressure groups and community organizations [3][4].

Iqbal [5] describes implementation actors as the people who have an impact and/or who are affected by the development policies, programs and activities. They can be men or women, communities, socio-economic groups, or institutions in various dimensions at every level of society.

In general, the actors involved in the implementation of public policies are state actors, private actors, and civil society. These three actors have very important roles in policy implementation. It is obviously in line with the concept of good governance. The basic principles in the provision and implementation of public services must involve 3 (three) stakeholders, namely the government, the private sector and the community. In providing public need of goods and services, it must not be carried out only by the government. This is to emphasize the implementation of government functions, which is the cooperation between the government, the private sector and the community.

Research by Robertson et al. (2013) in Dwiyanto proves that the government through public policy can manage private and public awareness to empower (CSR). Therefore, it is important to analyze the role of the community in the implementation of stunting management.

In line with the releasing of this stunting management policy, it is an effort to improve public health, both for stunting children and pregnant women. Giving vitamins or additional food to pregnant women is one form of empowering pregnant women to be healthy so that adequate nutrition will have an effect on the fetus which in turn gives birth to healthy children.

From the field finding, it is shown that the role of the community in dealing with stunting has involved only one community or religious organization, namely Muslim women who helped providing additional food for stunting children. Meanwhile, the community has involved through CSR and the private sector has involved and only Pertamina carried out it for public.

However, the pregnant women who has the role as the target group cannot be covered 100% for the provision of blood-added vitamins by this program due to the refusal reasons. It is because the effects of these vitamins are nausea and dizziness. To encourage the willingness of those pregnant women in taking blood-boosting vitamins, the government also involves, families, husbands to pay attention to their wives to take vitamins that have been given by the government.

In addition, due to the impact of covid, the participation of the community, especially pregnant women, to check their pregnancy at the Public Health Center is decreasing. The role of the family also greatly determines the success of this stunting treatment, because the parenting obtained from the family greatly affects the health of children and pregnant women. The parenting pattern obtained is related to nutritional intake which is considered a taboo for a child or pregnant woman to consume. In field, it was also found that the government's support in form of food assistance that should have been consumed by stunting children, was actually used for family consumption. Sometimes it was also given to neighbors who do not receive the government support because they did not have stunting children or pregnant women. It is their cultural concept that fortune must be shared to neighbors.

Besides, the community also involves the member of PKK organization. However, the company through its Social Corporate Responsibility (CSR) still has problems to run the role as private sector to support government policy. It is because the location of the company is not in the village dominated by stunting children. Therefore, it is difficult to support this stunting management program. That is challenges of government to handle this problem, how to increase the role of company through CSR.

4 Conclusion

The success of implementing stunting handling policies is determined not only by the actors involved in implementing the policy, but also by the community and the private sector support. It is based on the concept of good governance that there are three main pillars, namely the government, the private sector and the community. All of those three pillars have a role to play in the successful implementation of a policy. In the implementation of stunting handling, the role of the community is still not maximized. It is proven that there are still pregnant women who do not support the provision of blood-added vitamins due to the fear of the impact, namely dizziness. The support from the government for stunting children and pregnant women was consumed by all family members and even distributed to neighbors who should not be the target group of the policy.

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