



## **Analysis of Policies and Strategies to Lower Childhood Stunting in South Sulawesi, Indonesia**

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### **Abstract**

Analysis of policies and strategies to accelerate stunting reducing in children in South Sulawesi Province. Examine the facts and make corrections to various policies and strategic programs that are better and more comprehensive by the central government and regional governments because the quality of future human resources is largely determined by the current condition of children so that the golden generation of 2045 can be realized. This research aims to analyzing policies to reduce stunting rates in South Sulawesi Province. The research uses normative legal methods analyzed with policy theory, while data collection techniques come from trusted sources such as government reports, scientific journals and health survey data. The research findings reveal several important factors contributing to the high stunting rates in South Sulawesi Province, including limited access to adequate nutrition, low maternal education levels, and poor sanitation. Evaluation of existing policies indicates that the policies implemented by the provincial government have had a positive impact but still require improvement and enhancement in their implementation. Therefore, recommended strategies to accelerate stunting reduction include improving access to adequate nutrition, enhancing maternal health education, and improving sanitation. The results of this study are expected to provide input to the provincial government and relevant stakeholders in formulating more effective and efficient policies to address stunting in children in South Sulawesi Province.

**Keywords:** Policy analysis, strategies, stunting, children, south sulawesi

### **Abstrak**

*Analisis kebijakan dan strategi untuk percepatan penurunan stunting pada anak di Provinsi Sulawesi Selatan. Mengkaji fakta dan melakukan koreksi terhadap berbagai kebijakan dan program strategis yang lebih baik dan komprehensif oleh pemerintah pusat maupun pemerintah daerah karena kualitas sumber daya manusia yang akan datang sangat ditentukan oleh kondisi anak-anak saat ini sehingga dapat mewujudkan generasi emas 2045. Penelitian ini bertujuan untuk menganalisis kebijakan penurunan tingkat stunting di Provinsi Sulawesi Selatan. Penelitian menggunakan metode hukum empiris dianalisis dengan teori kebijakan, sedangkan teknik pengumpulan data berasal dari sumber-sumber terpercaya seperti laporan pemerintah, jurnal ilmiah, dan data survei kesehatan. Temuan penelitian mengungkapkan beberapa faktor penting yang berkontribusi terhadap tingginya tingkat stunting di Provinsi Sulawesi Selatan, antara lain kurangnya akses terhadap gizi yang baik, rendahnya tingkat pendidikan ibu, dan sanitasi yang buruk. Evaluasi kebijakan yang ada menunjukkan bahwa kebijakan yang telah diimplementasikan oleh pemerintah provinsi telah memberikan dampak positif, namun masih memerlukan perbaikan dan peningkatan dalam implementasinya. Oleh karena itu, strategi yang direkomendasikan untuk mempercepat penurunan stunting meliputi peningkatan akses terhadap gizi yang baik, peningkatan pendidikan kesehatan ibu, dan perbaikan sanitasi. Hasil penelitian ini diharapkan memberikan masukan kepada pemerintah provinsi dan stakeholder terkait dalam merumuskan kebijakan yang lebih efektif dan efisien untuk mengatasi stunting pada anak di Provinsi Sulawesi Selatan.*

**Kata Kunci:** Analisis kebijakan, strategi, stunting, anak, Sulawesi Selatan

### **Introduction**

Currently, stunting is a global issue which is one of the factors for measuring good or bad health rates. What this means is that when a country's stunting rate is still high, it means that the country's health level is still low, whereas if a country has a low stunting rate, it means that its health rate is quite good.<sup>1</sup> Indonesia is one of 17 countries with three main malnutrition problems: stunting, wasting and obesity. National Health Research (*Riset Kesehatan Dasar/RISKESDAS*) in 2018 showed that 30.8% of children under five in Indonesia experienced stunting, a decrease compared to RISKESDAS data in 2013, which was 37.2%. Reducing stunting is considered important, because it is

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<sup>1</sup>Shalem Balla, et.al., Progress in child stunting across the world from 1990 to 2015: Testing the Global Convergence Hypothesis, *Public Health Nutrition* 24, no. 17 (2021). 1-26. Ty Beal, et.al., A Review of Child Stunting Determinants in Indonesia, *Matern Child Nutr* 14, No. 4. (2018).

planned through a multisectoral approach by synchronizing national, local and community programs at the central and regional levels.<sup>2</sup>

Stunting is a form of nutritional deficiency that causes growth disorders characterized by height that is not appropriate for age. In 2021, around 8.9 million Indonesian children will experience less than optimal growth. The determinant factors for stunting are maternal education, parents' work and income, environment, social and family support, and health service factors. If analyzed further, there is a relationship between the social determinants of health according to healthy people and the increase in stunting cases in Indonesia.<sup>3</sup>

Based on the interim population projection for 2022-2023 by the Central Statistics Agency (BPS) of the Republic of Indonesia, the population of Indonesia consists of approximately 79.48 million children, accounting for 29.15 percent of the total population. Thus, 29.15 percent of Indonesia's population comprises children aged 0-17 years, with females accounting for 38.70 percent and males accounting for 40.78 percent. Children represent the largest group within Indonesia's population, making them a valuable national resource that needs to be nurtured and protected.<sup>4</sup> They represent the younger generation that plays a crucial role in realizing the nation's aspirations. Therefore, the success of child development will determine the quality of human resources in the future.

As the future of the nation, investment in the well-being and development of children is crucial. This includes addressing various challenges that affect their growth and potential, such as stunting. Stunting, defined as impaired growth and development due to poor nutrition, inadequate healthcare, and other socio-economic factors, remains a serious problem in Indonesia. Stunting can have long-term consequences on children's physical growth, cognitive development, educational attainment, and their productivity as adults.

One region in Indonesia facing a high prevalence of stunting is South Sulawesi.<sup>5</sup> The province has been grappling with the complex issue of stunting, which hampers the optimal growth and development of its children. Understanding the factors contributing to stunting, evaluating existing policies and interventions, and proposing evidence-based strategies are crucial steps in effectively addressing this issue.

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<sup>2</sup>Yuli Anggraini and Nur Faizah Romadona, "Review of Stunting in Indonesia," *Advances in Social Science, Education and Humanities Research, Atlantis Press*, 454 (2020). Mochamad Kevin Romadhona, et.al., "Re-defining stunting in Indonesia 2022: A Comprehensive Review," *Jurnal Inovasi Ilmu Sosial dan Politik* 5, No. 1 (2023), p. 56-63.

<sup>3</sup>Efa Nugroho, et.al., "Social Determinants of Stunting in Indonesia," *Jurnal Kesehatan Masyarakat* 18, No. 4 (2023). Githa Fitria, et.al., "Konstruksi Sosial Mengenai Stunting di Indonesia," *Jurnal Kompetensi* 6, No. 2 (2023).

<sup>4</sup>Badan Pusat Statistik Indonesia, 2022, Jakarta (ID) Badan Pusat Statistik, diakses pada Juli 2023. Tersedia pada <https://sirusu.bps.go.id/sirusu/index.php/indicator/1176>.

<sup>5</sup>Ahmad, *Media Pembelajaran*, Makasar. Badan Penerbit Universitas Negeri Makasar, 2007.

According to the Ministry of Women's Empowerment and Child Protection of the Republic of Indonesia (Kemen PPPA RI) in 2022, Indonesia faces a fundamental problem in the form of low nutrition prevalence, leading to the emergence of stunting. Data from Kemen PPPA shows that 24.4 percent of children in Indonesia suffer from stunting. Additionally, 7.10 percent of toddlers in Indonesia are wasted, while 17.00 percent are underweight.<sup>6</sup> The data also indicates that in 2022, the province of Maluku had the highest rate of wasting in Indonesia, at 12.00 percent. Meanwhile, the province of East Nusa Tenggara had the highest rate of underweight, at 29.30 percent, and also had the highest rate of stunting, at 37.8 percent.<sup>7</sup>

These figures demonstrate that Indonesia still faces a serious problem regarding child nutrition. This issue is not only related to health but also has economic and educational impacts on children. Children who experience stunting tend to have lower cognitive and academic abilities, which ultimately affects their productivity and income in adulthood. The Global Nutrition Report of 2022 explains that nutrition issues are not just health problems but also relate to economic and educational challenges for children.

Based on this data, the issue of child nutrition in Indonesia is a serious problem that requires attention from both the central and local governments. Therefore, comprehensive policy construction and stunting mitigation programs are needed. Some steps that can be taken to accelerate the reduction of stunting rates in Indonesia, particularly in South Sulawesi Province, include:

1. Providing Good Family Living Conditions: Encouraging programs and policies that support good family living conditions, such as access to nutritious food, clean water, proper sanitation, and safe and healthy housing.
2. Ensuring Adequate Nutritional Intake: Increasing access and availability of nutritious food, especially for families with young children. This can be done through supplementary feeding programs, nutrition education, and support for pregnant and breastfeeding mothers.
3. Improving Parenting Practices: Providing education and support to parents, especially mothers, on the importance of good parenting practices, such as exclusive breastfeeding, appropriate complementary feeding, and stimulation of child development.
4. Enhancing Access and Quality of Healthcare Services: Improving access to and quality of healthcare services, including antenatal care, maternal

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<sup>6</sup>Zulkarnaen Zulkarnaen and Nining Indroyono Soesilo, "Determinan dan Kebijakan Penanganan Stunting di Indonesia," *Jurnal Politik Pemerintahan Dharma Praja* 14, No. 1 (2021), p. 94-110. Siti Nadia Tarmizi, Prevalensi Stunting di Indonesia Turun ke 21,6% dari 24,4%, <https://sehatnegeriku.kemkes.go.id/baca/rilis-media/20230125/3142280/prevalensi-stunting-di-indonesia-turun-ke-216-dari-244/>, Accessed on May 2023.

<sup>7</sup>Syarifah Liza Munira, *Hasil Survei Status Gizi Indonesia (SSGI) 2022*, [https://ayosehat.kemkes.go.id/pub/files/files46531.Materi\\_Kabkpk\\_Sos\\_Ssgi.pdf](https://ayosehat.kemkes.go.id/pub/files/files46531.Materi_Kabkpk_Sos_Ssgi.pdf), h.51  
<https://jurnal.ar-raniry.ac.id/index.php/usrah/index> Vol. 7, No. 1, June 2024.

and child health services, immunization, and treatment of infectious diseases.

5. Access to Safe Drinking Water and Sanitation: Increasing access to safe drinking water and proper sanitation through programs that provide clean water, sanitation facilities, and education on the importance of hygiene and environmental health.

In addition, it is important for the central and local governments to collaborate in accelerating the reduction of stunting by implementing comprehensive policies and programs. Good coordination is needed among various ministries/agencies, local governments, civil society organizations, and the private sector to achieve optimal results.

By prioritizing the well-being of children and ensuring access to good nutrition, quality education, and adequate healthcare services, a brighter future can be created for Indonesian children. These collective efforts will help address the issue of stunting and ensure the optimal growth and development of children, enabling them to become healthy, intelligent, and productive individuals. Based on the 2022 SSGI data, the prevalence of stunting in South Sulawesi Province is 27.40 percent, which is still above the WHO minimum standard of 20 percent. One of the strategic policy efforts of the South Sulawesi Provincial Government to accelerate the reduction of stunting is through the Gammara'ta Program (Community Movement to Prevent and Eradicate Stunting) and the Foster Parent Program for Stunted Children. However, it is acknowledged that the reduction in stunting is still not significant, and the percentage remains quite high.<sup>8</sup>

Based on the above data, it is evident that strategic policies to accelerate the reduction of stunting are still not optimal because the stunting rate has not yet met the WHO standard of 20 percent.<sup>9</sup> The national stunting prevalence is still at 24.4 percent, and the prevalence in specific regions, such as South Sulawesi Province, is still 27.80 percent. Therefore, this research aims to examine the facts and make corrections to various policies and strategic programs that are better and more comprehensive, both at the central and local government levels, as the quality of future human resources is determined by the current conditions of children.<sup>10</sup>

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<sup>8</sup>Andi Mirna, *Pemprov Sulsel Usaid Erat Kolaborasi Rancang Strategi Turunkan Angka Stunting*, <https://sulselprov.go.id/welcome/post/pemprov-sulsel-usaid-erat-kolaborasi-rancang-strategi-turunkan-angka-stunting>, diakses pada Juni 2023.

<sup>9</sup>World Health Organization, *Physical Status: The use of and Interpretation of Anthropometry*, Report of a WHO Expert Committee. Geneva: WHO, 1995. Unicef. *Regional Report On Nutrition Security In Asean Volume 2*. Thailand. 2016, p. 127-134.

<sup>10</sup> Siti Nadia Tarmizi, *Prevalensi Stunting di Indonesia Turun ke 21,6% dari 24,4%*, <https://sehatnegeriku.kemkes.go.id/baca/rilis-media/20230125/3142280/prevalensi-stunting-di-indonesia-turun-ke-216-dari-244/>, Accessed on May 2023.

<https://jurnal.ar-raniry.ac.id/index.php/usrah/index>

The research uses normative legal methods analyzed with policy theory,<sup>11</sup> while data collection techniques come from trusted sources such as government reports, scientific journals and health survey data. This research contribute to the realization of the Golden Generation 2045, where one of the indicators is a healthy and optimally growing generation with balanced nutritional intake. Stunting should be considered a common enemy with a commitment to accelerate its reduction in Indonesia, especially in South Sulawesi Province, through the formulation of Regional Strategic Policies (STRADA) as an integral part of the national strategy to achieve Indonesia Fit for Children 2030 and Indonesia Golden 2045.

### General Concept of Policy

The term policy, in its terminology, is derived from the term “policy” which relates to planning, decision-making, policy formulation, policy implementation, and evaluation of the impact and implementation of those decisions on the target population. Public policy refers to actions or measures taken by policymakers, in this case the government, to address specific issues.<sup>12</sup>

According to Heinz Eulau and Kenneth Prewith, policy is a fixed decision characterized by consistency and repeated behavior of those who adhere to the decisions. Hogewood and Gunn state that the use of the term policy serves as a label for a field of activity, as an expression of the goals or activities expected by the state as a specific proposal, as government decisions, as formal authorization, as a program, as an output, as an outcome, as a theory or model, or as a process.<sup>13</sup>

James Anderson explains that policy is a series of actions with specific goals that are followed and implemented by an individual or group of actors to solve a particular problem. This concept clearly distinguishes between policy and decisions, which imply choosing among a number of alternatives.<sup>14</sup>

Based on various definitions, the policy concept that serves as the foundation for analyzing the policy to accelerate the reduction of stunting in South Sulawesi Province refers to the bottom-up concept of policy theory by Aaron Wildavsky in his book "The Politics of the Budgetary Process." This concept emphasizes the importance of the role of individuals, groups, or communities from the grassroots in the policy-making process. In relation to stunting policy, it emphasizes the importance of listening to the voices of the people and encouraging active participation in policy formulation, so that the government does not dominate the decision-making process. Therefore, policies formulated

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<sup>11</sup> Peter Mahmud Marzuki, *Penelitian Hukum*, Jakarta: Kencana, 2015.

<sup>12</sup> Lilik Mulyadi, *Bunga Rampai Hukum Pidana perspektif Teoritis dan Praktik*, Bandung: Alumni 2008, p. 389.

<sup>13</sup> Eko Handoyo, *Kebijakan Publik*, Semarang: Widya Karya, 2012, p. 7.

<sup>14</sup> Amri Marzali, *Antropologi dan Kebijakan Publik*, Jakarta: Kencana Prenada Media Group, 2012, p. 20.

by the central and local governments ideally should be implemented because policy implementation is crucial, even more important than policy formulation. Without implementation, policies will only remain as dreams or good plans neatly stored in archives. Hence, every policy and program initiated by the government should be implemented to avoid them becoming futile. The key to reducing stunting lies in the government institutions' ability to implement the policies that have been adopted.

Implementation is the result of changes that occur, and changes can be brought about. It is also the study of political life, where organizations outside and within the political system carry out their affairs and interact with each other, driven by motivations that lead to different actions. According to George C. Edwards, policy implementation is a stage of policy for the society it affects. If a policy is not appropriate or cannot address the problem that is the target of the policy, then the policy can fail even if it is implemented very well.<sup>15</sup> Meanwhile, a well-planned policy can fail if it is not effectively implemented by policy implementers. Wibawa argues that policy implementation is to establish direction so that the goals of public policy can be realized as a result of government activities.

Based on the opinions of experts in determining the stages of policy implementation, it is evident that implementation involves actions carried out by individuals or officials towards a specific object/target in order to achieve predetermined goals. TB Smith acknowledges that once a policy is made, it needs to be implemented, and the results should align as closely as possible with the expectations of policy makers.<sup>16</sup> The objectives of policy implementation are formulated into specific action programs and projects that are designed and funded. Programs are implemented according to the plan. Policy implementation is broadly influenced by the content of the policy and the implementation context. The overall policy implementation is evaluated by measuring program outputs based on policy goals. Program outputs are assessed based on their impact on the intended targets, both individuals and groups in society. The output of policy implementation is change and the acceptance of that change by the target groups of policy implementation.

Based on the pattern developed by Korten, it is understood that if there is no alignment among the three elements of policy implementation, the program performance will not succeed as expected. If the program outputs do not meet the needs of the target groups, they cannot be utilized. If the implementing organization lacks the capacity to carry out the tasks required by the program, it cannot deliver the program outputs accurately. Or if the requirements set by the

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<sup>15</sup> Wayne Parson, *Publik Policy: Pengantar Teori dan Praktik Analisis Kebijakan*, Jakarta: Kencana Prenada Media Group, 2005, p. 463.

<sup>16</sup> Ihsan Yasin Limpo, *Politik Hukum Kebijakan Dalam Sistem Pendidikan Nasional*, Disertasi, 2018, p. 185.

implementing organization cannot be met by the target groups, they will not receive the program outputs. Therefore, alignment among the three elements of policy implementation is essential for the program to run according to the planned objectives.<sup>17</sup>

Based on the explanation and understanding of implementation, it can be concluded that initially, a program is something that must exist to achieve the implementation activities. Furthermore, there is a target group for the program, which involves them and brings about the results of the implemented program, leading to improvements in their lives. This program has the potential to support implementation because it encompasses various aspects, such as:<sup>18</sup>

1. The existence of goals to be achieved.
2. The adoption of policies to achieve those goals.
3. The adherence to rules and evaluation procedures.
4. The presence of strategies in the implementation process.
5. The process of preparing for implementation involves important aspects such as resource preparation, unit establishment, and methods.

These aspects contribute to the potential success of the implementation process. By incorporating these elements into the program, it becomes a valuable tool in achieving the desired outcomes and promoting positive changes in the lives of the target groups. The preparation process for implementation involves ensuring the availability of necessary resources, establishing appropriate units, and determining effective methods to carry out the program successfully.

### General Concept of Stunting

Etymologically, “stunting” comes from English, which means inhibiting physical growth. Terminologically, according to health experts, stunting is a chronic condition in which a child has a shorter height than the expected standard for their age, resulting from malnutrition during the first 1000 days of life, which includes the period from infancy and has serious impacts on the long-term physical, cognitive, and health development of the child.<sup>19</sup>

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<sup>17</sup>Ihsan Yasin Limpo, *Politik Hukum Kebijakan Dalam Sistem Pendidikan Nasional*, Disertasi, 2018, p. 186. Muzakkir Muzakkir, “Dawn of Justice: Evaluating the Alignment of Women and Children in Aceh's Qanun Jinayat,” *Ahkam* 32, No. 2 (2022).

<sup>18</sup>Ali Omron, *Kebijakan Pendidikan Indonesia*, Jakarta: Bumi Aksara, 2018, p. 18.

<sup>19</sup>Hardiyanto Rahman, et.al., Upaya Penanganan Stunting Di Indonesia Analisis Bibliometrik dan Analisis Konten, *Jurnal Ilmu Pemerintahan Suara Khatulistiwa* 8, No. 1 (2023). Direktorat Promosi Kesehatan Dan Pemberdayaan Masyarakat Kementerian Kesehatan RI, *Mengenal Stunting dan Gizi Buruk. Penyebab, Gejala, Dan Mencegah*, <https://promkes.kemkes.go.id/?p=8486>, Accessed, Maret 2023. <https://jurnal.ar-raniry.ac.id/index.php/usrah/index>



According to nutrition expert Samuel J. Klein, stunting is a chronic growth disorder during the early growth period due to malnutrition.<sup>20</sup> Therefore, the prevention of stunting should focus on nutritional interventions tailored to the specific conditions. Thus, stunting is a condition where a child has a shorter height than the expected growth standard for their age. This is caused by inadequate nutritional intake, especially during the first 1000 days of life, starting from pregnancy to the child's first two years, which significantly affects their quality of life and future potential.

Referring to the concept of stunting as described above, the indicator of stunting directly relates to the condition of failed physical growth in children, characterized by a height shorter than the expected growth standard for their age.<sup>21</sup> This concept involves several contributing factors. Some factors causing stunting include:

- a. Nutritional factors: Inadequate intake of essential nutrients, including protein, iron, vitamin A, zinc, and minerals, can hinder a child's growth and lead to stunting. Inadequate nutrition during the early growth period can impede optimal body development.
- b. Maternal health and pregnancy: Maternal health during pregnancy and breastfeeding plays a crucial role in fetal growth. Maternal malnutrition can affect fetal development in the womb and result in poor fetal growth and an increased risk of stunting in children.
- c. Care during the first 1000 days: The first 1000 days of life, from pregnancy to the child's first two years, are considered critical in preventing stunting. Sufficient nutrition and proper care during this period support optimal physical and cognitive growth. Conversely, malnutrition and inadequate care during the first 1000 days of life can impact a child's growth and development.
- d. Balanced diet and nutrition: An imbalanced diet and limited access to high-quality food can lead to malnutrition and stunting. Consuming a balanced diet with adequate nutrients, including protein, vitamins, fats, and carbohydrates, is crucial for healthy growth.
- e. Clean water and sanitation: Limited access to clean water and poor sanitation can increase the risk of diseases that hinder a child's growth.
- f. Environmental and social factors: Access to clean water, good sanitation, education, and a supportive environment also play a significant role in preventing stunting.

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<sup>20</sup>Michael Ekholuenetale, *Ketimpangan dalam prevalensi stunting, anemia dan pemberian ASI eksklusif pada anak-anak Afrika*, <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC9178835>, Accessed, March 2023.

<sup>21</sup> Kelompok studi referensi pertumbuhan multisenter WHO. Onis M. Standar pertumbuhan anak WHO berdasarkan panjang/tinggi badan, berat badan dan usia: Standar pertumbuhan anak WHO. *Acta Pediatr.* 2007.

Based on the aforementioned contributing factors, it can be concluded that stunting can be prevented through preventive efforts starting from the pre-pregnancy period, throughout pregnancy, and up to the child's age of 2 years, to ensure optimal growth and prevent long-term impacts on the child's health and development.

### **Policy for Accelerating the Reduction of Stunting in South Sulawesi Province**

Indonesia is one of the countries that participates in various international human rights instruments, including the Universal Declaration of Human Rights (UDHR) in 1948, the International Covenant on Economic, Social and Cultural Rights (ICESCR) in 1966, and the International Covenant on Civil and Political Rights (ICCPR) in 1966.<sup>22</sup> The government's involvement in various international human rights agreements has legal consequences for taking various steps or efforts to fulfill human rights fully. One of the human rights that must be fulfilled is the right of citizens to adequate food and nutrition, as stated in Article 25(1) of the UDHR, which states that everyone has the right to a standard of living adequate for their health and well-being, including the right to food. Article 11 of the ICESCR recognizes the right of every person to an adequate standard of living for themselves and their family, and the state party takes steps to ensure the realization of this right, recognizing the important effects and cooperation based on free will. Additionally, Article 27 of the UN Convention on the Rights of the Child (CRC) in 1989 states that state parties recognize the right of every child to a standard of living adequate for their physical, mental, spiritual, moral, and social development.

Based on the above provisions, food adequacy becomes a primary concern for the achievement of well-being for every individual because food is the most fundamental right that must be fulfilled as it is the main source of human life. Without this right, individuals cannot do anything if they are hungry, thus preventing them from living a healthy life and functioning optimally. Therefore, fulfilling this right is essential for the rights to life, education, employment, and well-being, as meeting an individual's right to food enables them to exercise other fundamental rights.

Regarding the policy of the regional government of South Sulawesi Province in preventing and reducing stunting, as discussed in this research topic, the local government, as an extension of the central government, is obliged to take various steps and efforts to fulfill the rights of citizens, including the right to adequate food, to ensure that citizens can live healthily and grow optimally through access to adequate, safe, and nutritious food to be free from various

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<sup>22</sup> International Covenant on Economic, Social and Cultural Rights, Adopted and opened for signature, ratification and accession by General Assembly resolution 2200A (XXI) of 16 December 1966 <https://www.ohchr.org/sites/default/files/cescr.pdf>. p. 1.  
<https://jurnal.ar-raniry.ac.id/index.php/usrah/index>

chronic diseases, including stunting.<sup>23</sup> Stunting is one of the issues faced by the Indonesian government, with a high prevalence of stunting at present. One effective effort by the government in preventing stunting is the convergence policy on stunting at the national and regional levels, from the provincial level to the district/city and village/sub-district level, with a target to reduce stunting by 14 percent by 2024.

In realizing the government's target of reducing stunting by 14 percent by 2024, the provincial government of South Sulawesi has made various efforts, referring to the provisions in Article 2(1) of the ICESCR, which include technical and economic measures, as well as adequate legislative measures. These efforts are specifically outlined in three forms of policies that will be analyzed in this research, including technical policies, particularly in the aspect of food politics; economic policies in the form of budget allocations for fulfilling the rights to food and nutrition; and legal policies in the form of legislation. These three policy forms are strategic efforts by the government of South Sulawesi Province, which have been designated as measures to accelerate the reduction of stunting prevalence.

Furthermore, the researcher will specifically explain these policies to examine how they address indicators of technical policies concerning food politics, budget priorities for fulfilling these matters, and the guarantee of protection for the rights to adequate food and nutrition in legislation. These steps represent the progressive efforts of the government in fulfilling its obligations as a consequence of ratifying international instruments as well as fulfilling constitutional and legal obligations. This has been established in the National Medium-Term Development Plan (RPJMN) 2020-2024, which designates stunting as a national priority, subsequently becoming the responsibility of the regions to prioritize stunting in their development plans (RPJMD) for 2020-2024. This legal framework implies that all regional government policies will refer to these measures, including public programs and specific interventions related to stunting prevention and the implementation of stunting convergence actions throughout the province of Indonesia, particularly in South Sulawesi Province, involving all relevant stakeholders to achieve the predetermined target of 14 percent stunting reduction by 2024. One of the efforts to realize this goal is the formulation of policies based on the human rights of children, particularly in the areas of food and nutrition security, budgeting, and legal policies.

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<sup>23</sup> Husni Thamrin, *Disrupsi Modal Sosial Stunting di Sulawesi Selatan, Indonesia*, Seminar Nasional Hasil Penelitian 2021 "Penguatan Riset, Inovasi, dan Kreativitas Peneliti di Era Pandemi Covid-19", p. 352. Ani Mardiantari and Ita Dwilestari, "Children's Right to Get Exclusive Breastfeeding in The Islamic Law Perspective," *al-Ijtihad: Jurnal Wacana Hukum Islam dan Kemanusiaan* 21, No. 2 (2021).

### **Implementation of Stunting Mitigation Policy in South Sulawesi**

Policy implementation is an important stage in the public policy cycle. In relation to the efforts taken by the government to implement its international legal obligations in the form of concrete technical, economic, and legal policies on the right to adequate food and nutrition as one of the economic, social, and cultural rights (ESC rights). Regarding the state's obligations to fulfill the rights of its citizens in the ESC field and the constraints faced in fulfilling its obligations towards the rights of its citizens, there are several indicators used to measure the success of policies regarding ESC rights, especially in reducing stunting. This refers to the top-down and bottom-up theory that involves the central government authority issuing policies and setting guidelines for local implementation, as well as the bottom-up approach that emphasizes the role of local actors, in this case, the regional government, to adapt and implement policies according to their context by involving all stakeholders. This is based on Article 27 of the Vienna Convention on the Law of Treaties 1969, which states that a party cannot use its domestic law provisions as a justification for its failure to comply with an agreement.

It has been found that the implementation of the stunting reduction policy carried out by the South Sulawesi Provincial Government is considered not yet effective enough in reducing stunting. This is based on observations in six districts (Bone, Barru, Takalar, Jeneponto, Luwu Timur, and Tanah Toraja) and two cities (Makassar and Palopo). The findings indicate that the progressiveness of the stunting reduction policy still varies in each district/city, and there are even some areas that experience an increase in stunting prevalence, such as Palopo City and Luwu Utara. In addition, two districts, namely Jeneponto and Tanah Toraja, have not shifted from the black zone of stunting. Since 2020 until 2023, they have remained in the highest positions in terms of stunting rates among the 24 districts/cities in South Sulawesi Province, although both districts (Jeneponto and Tanah Toraja) experienced a slight decrease in their percentages in 2022, although not significant.

Based on the above description, when synchronized or correlated with national policies, specifically the central government's policies in South Sulawesi Province, it can be concluded that the manifestation of programs and policies at the provincial, district, and city levels in South Sulawesi is the continuity of the central government's programs as mandated by the legislation, as reflected in national and regional policies that have been implemented quite well, although there are still some shortcomings. Nevertheless, various existing policies have

shown the government's seriousness in realizing excellent and quality human resources through the fulfillment of adequate nutrition and food.<sup>24</sup>

However, the fulfillment of the right to adequate nutrition and food in preventing and reducing stunting still needs special improvement, especially in South Sulawesi Province. Based on the findings, efforts to fulfill children's rights to adequate nutrition and food in preventing and reducing stunting in South Sulawesi Province, as reflected in the implemented policies, are currently being carried out quite well, although not yet optimal due to several constraints faced, namely:

1. Suboptimal budget allocation programs to address stunting require sufficient resources in the form of budget and facilities, such as the scarcity of appropriate health measurement tools for infants according to WHO standards as tools to measure and detect stunted infants using length-for-age indicators. The limitation of these health measurement tools is due to the high cost of each unit, while the budget allocation for procuring health measurement tools has not been given priority in regional budgeting.
2. Infrastructure and facility limitations in some cases, healthcare, sanitation, and education facilities are inadequate to provide the necessary services in stunting reduction efforts. This includes limitations in community health centers (puskesmas), integrated health posts (posyandu), and other supporting facilities.
3. Lack of trained personnel the availability of trained personnel, particularly medical and healthcare professionals who can provide quality services related to child nutrition and health, is still very limited.
4. Lack of community awareness insufficient understanding of the importance of good nutrition and child development can hinder obtaining support and participation from the community in stunting prevention programs.
5. Cultural and traditional factors some cultural or traditional practices may not align with good nutrition practices, and changing these habits can be challenging.
6. Political instability and conflict in areas experiencing political instability or conflict, the implementation of stunting reduction programs can be hindered or disrupted.
7. Poverty and limited access poor families often have limited access to nutritious food, adequate healthcare services, and education, all of which contribute to the risk of stunting.

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<sup>24</sup> Natalie Gray, "Improving Adolescent Reproductive Health in Asia and The Pacific: do we Have the Data? A review of DHS and MICS Surveys in Nine Countries," *Asia Pacific Journal of Public Health*, 25, No. 2 (2013), p. 134–144. Firdaus Firdaus, et.al., "Post-Divorce Child's Nafaqah Māḍiyah: An Analysis of the Shifting from Fulfilment to the Assertion of Ownership Rights," *Ahkam* 33, 1 (2023). Abidin Nurdin, "Mut'ah and Iddah: Post-divorce Payment Practices in Aceh," in John R. Bowen and Arskal Salim, *Women and Property Rights in Indonesian Islamic Legal Contexts*, (2018)..

8. Data limitations monitoring accurate and regular data can make it difficult to evaluate and measure the effectiveness of programs.
9. Lack of intersectoral coordination insufficient coordination among sectors involved in stunting reduction programs can hinder holistic and effective implementation.
10. Geographic challenges in remote or hard-to-reach areas, resource distribution and program implementation can be more difficult.
11. Policy changes changes in government priorities or policy shifts can disrupt the continuity of stunting reduction programs.
12. Time constraints stunting is a long-term issue, and achieving significant results requires a considerable amount of time.

The above-mentioned constraints require a holistic approach, cooperation, and creativity in designing and implementing stunting reduction policy programs, both at the national and regional levels, especially in South Sulawesi Province.<sup>25</sup> Based on the above description, it can be concluded that the challenges faced by the government in the strategic policy of reducing stunting in South Sulawesi Province require strategies such as food security, regulatory support, and sufficient funding. These three dimensions of policy are directed towards ensuring sufficient and affordable food availability to the community, through food diversification, community empowerment, and other measures that can improve the production performance of food in South Sulawesi and reduce the community's dependence on a single commodity such as rice, while emphasizing the nutritional needs of every individual.

Based on the analysis of the implementation results of the stunting reduction policy carried out by the South Sulawesi Provincial Government in an effort to reduce the prevalence of stunting, it is considered not quite successful. This is based on research conducted in 6 districts/cities (Bone, Barru, Takalar, Jeneponto, Luwu Timur, and Tanah Toraja) and 2 cities (Makassar and Palopo) as samples in the study. It was found that the policy to accelerate the reduction of stunting in those areas was generally successful, although the percentage of reduction was not significant. Out of the 24 districts/cities in South Sulawesi, only two districts/cities were able to reduce stunting below 20 percent, namely Barru District and Makassar City.

The research results showed that Barru District and Makassar City successfully made efforts to reduce stunting below 20 percent in 2022. One of the indicators of their achievement was the policy of ensuring nutritional adequacy and access to food for the residents, which was their special policy and flagship program called "one day one egg." This flagship program was considered very successful in meeting the protein needs of children and preventing inadequate

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<sup>25</sup>Aswi, "Pemodelan Spasial Bayesian dalam Menentukan Faktor yang Mempengaruhi Kejadian Stunting di Provinsi Sulawesi Selatan," *Journal of Mathematics, Computations, and Statistics* 5, No. 1 (2021), p. 2.

nutritional intake, which can hinder optimal child growth and development. The program's success was attributed to Barru District and Makassar City being able to meet the nutritional adequacy of children through egg consumption. Additionally, the government also implemented a program for stunted fathers/mothers, especially for economically disadvantaged children, through education and health assistance.

In line with the efforts in Barru District and Makassar City, Bone District, which was also included as a research sample, prioritized adequate food supply as a government priority. They implemented programs to improve food accessibility, such as providing affordable basic food packages, organizing regular cheap markets every month, and providing assistance in the form of rice and cash for economically disadvantaged residents. As a result, Bone District managed to reduce the percentage of stunting, although not significantly compared to Barru District and Makassar City, as they still couldn't achieve the target of below 20 percent for 2022. However, one of the significant achievements of Bone District was that three sub-districts, namely Mare, Kajuara, and Amali, achieved zero stunting.

Based on the existing policies and innovative programs, the research found that various policies and programs to accelerate the reduction of stunting were still replicative, adopted without considering the conditions and needs of the community. As a result, the stunting reduction policies and programs in South Sulawesi Province, in general, have not been maximally effective in achieving the national target of 14 percent. Therefore, the strategic role of counselors, the Family Welfare Empowerment Team (TP PKK), and village facilitators is crucial in conducting name and address-based data collection, including specific tracing of the main factors causing stunting, as the basis for determining prevention and reduction programs for stunting cases. To achieve this, monitoring and coordination by the food and nutrition health team are needed to ensure access to food and nutrition, as well as the quality of food and nutrition consumed, in the effort to reduce stunting.

Furthermore, the limited development of sustainable agriculture, fisheries, and forestry due to inadequate funding has resulted in low community welfare. Therefore, there is a need for agricultural and plantation development to encompass the entire value chain, from upstream to downstream, in order to optimize poverty alleviation. As a result, the implementation of the mandate of the President in the National Medium-Term Development Plan (RPJMN) 2020-2024, which prioritizes stunting prevention, has not been effective in reducing stunting, as the percentage is still very high at 27.40 percent in 2022, while the central government targets 14 percent by 2024.

The local government, as an agent responsible for implementing central government affairs in the region, has the responsibility to reduce stunting through innovative policies related to stunting, such as local food security and food

balance to determine the level and types of food needs of the community, including whether they are met or not, and to check the adequacy of balanced nutritional intake. The findings showed that the food balance in the research locations generally did not meet nutritional standards. For example, in Jeneponto District and Tana Toraja, the availability of protein sources such as catfish, meat, and other types of food was sufficient. Jeneponto is known for catfish production, and Tana Toraja has a steady supply of buffalo and cow meat. However, these areas still have the highest stunting prevalence among the 24 districts/cities in South Sulawesi. This is because stunting in Jeneponto is generally caused by early marriage, which is also the case in Tana Toraja. However, the stunting reduction policy focuses more on strengthening and providing protein rather than addressing the issue of early marriage, which is a challenge faced by the governments of Jeneponto District and Tana Toraja.

Therefore, the role of families through the PKK team, including village facilitators, is important in providing nutrition education to productive-age adolescents and young mothers, including reproductive health and healthy lifestyles, to prevent children from experiencing both undernutrition and overnutrition, which can lead to stunting.

A different situation is observed in Palopo City and North Luwu, where stunting is primarily caused by extreme poverty and poor health behavior due to parents being busy working and children being taken care of by domestic helpers with substandard nutritional intake. In some cases, children also work with their parents in fields and farms, as seen in North Luwu, resulting in a lack of proper and balanced nutrition for the children. Thus, the factors contributing to stunting are diverse.

Therefore, the formulation of stunting reduction policies by the government, especially the South Sulawesi Provincial Government, should be tailored to the specific circumstances and not simply adopt replicative or policy adoption methods in basic services such as health, child, and education. The fulfillment of these basic services should be incorporated into policies aimed at meeting these services, implemented collectively. Thus, in carrying out their duties, particularly in relation to stunting reduction, political, economic, and administrative will becomes the main challenge. Politically, there is still a lack of willingness and awareness to seriously address the fulfillment of the right to adequate food and nutrition for citizens. Economically, the lack of resources and ineffective use of economic resources significantly affect the reduction of stunting prevalence. From an administrative perspective, the culture of corruption poses a real threat to stunting reduction efforts.

Therefore, there is a need for a strong political commitment to fulfill the right to adequate food and prevent stunting. Additionally, adequate economic resources are essential for accelerating stunting reduction efforts to meet national targets. It is also crucial to have specific legal provisions to protect and fulfill



children's rights to proper nutrition.<sup>26</sup> Increasing public understanding and awareness of the dangers and long-term impacts of stunting through education, training, and socialization is emphasized. This includes promoting the importance of fulfilling the right to nutrition, especially building a culture and healthy lifestyle in society to protect and fulfill the rights of vulnerable groups, particularly the poor, who are most susceptible to malnutrition and the emergence of stunted infants. In this regard, the quality of services provided by the local government to these groups is key to preventing discriminatory practices in governance. The role of the local government should focus on three main aspects: substantive aspects (ensuring regulatory protection), structural aspects (availability of funds and budgets), and cultural aspects (internalizing values into habits and lifestyles).<sup>27</sup> These three elements are effective efforts in accelerating local government policies to accelerate the reduction of stunting in South Sulawesi Province.

Based on the research conducted on the stunting reduction policy in South Sulawesi Province, three important advancements have been identified. Firstly, in terms of technical efforts, a food policy has been implemented to accommodate the needs of the community through the procurement of local food. Secondly, from a budget perspective, there has been a prioritization of improving nutrition and dietary intake in financing. Thirdly, from a legal standpoint, various laws and regulations have been established to ensure the right to nutrition, serving as a reference for citizens to demand their rights and as a basis for the government to prevent arbitrary policies in the food and nutrition sector to reduce stunting.

However, the lack of coordination and weak cross-sector collaboration are causes for the suboptimal implementation of the stunting reduction policy, which has proven to be quite effective in reducing stunting with several improvement efforts through effective solutions that can bring significant positive changes to society. Therefore, there is an urgent need to design, implement, and execute effective solutions to accelerate the stunting reduction policy. As a country committed to fulfilling socio-economic rights, including food and adequate nutrition, the government must continue to strive for optimal and gradual fulfillment of the rights to food and nutrition for its citizens in order to improve their quality of life and provide a better future for children.

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<sup>26</sup> Agustin Hanapi and Edy Yuhermansyah, "Urgency of Marriage Registration for Women and Child Protection in Gayo Lues District," *Samarah: Jurnal Hukum keluarga dan Hukum Islam* 4, No. 2 (2020). Alfian Qodri Azizi, et.al., "Fulfillment of Civil Rights of Extramarital Children and Its Effect on Social Dimensions," *al-Ijtihad: Jurnal Wacana Hukum Islam dan Kemanusiaan* 20, No. 2 (2020).

<sup>27</sup> Fajri M Kasim, et.al., "The Protection of Women and Children Post-Divorce in Sharia Courts in Aceh: A Sociological Perspective," *Ahkam: Jurnal Ilmiah Syariah* 22, No. 2 (2022). Musawar Musawar, et.al., "Prevent Child Marriage by Improving Education in West Nusa Tenggara Through Sister Province Relations with Kujawsko-Pomorskie, Poland," *Samarah: Jurnal Hukum Keluarga dan Hukum Islam* 6, No. 1 (2022).

Here are several strategic and integrated policies and steps that can be implemented as effective solutions in the stunting reduction policy in South Sulawesi Province:

1. Good planning and design, the stunting policy needs to be carefully designed based on accurate data and analysis of the factors causing stunting and the needs of the target population. In this context, the policy should be bottom-up, meaning that all programs and innovations for stunting reduction should originate from the community, tailored to their needs and local conditions. Efforts to improve effectiveness can be achieved through optimizing the musrembang forums at the district, village, and community levels to gather community aspirations regarding stunting management policies, including the government's commitment to supporting accelerated stunting reduction programs through budgetary support. This ensures a shared understanding and commitment to addressing stunting from upstream to downstream.

One positive impact is the emergence of local food policies as an indicator of stunting reduction, providing access to nutritious and appropriate food based on the community's needs and local potential. For example, the policy of cultivating catfish in Jeneponto to meet the community's protein needs, despite the fact that the majority of people in Jeneponto do not prefer consuming catfish. Therefore, there is a need for innovation in processing catfish into shredded meat, nuggets, and catfish meatballs, modified to suit the needs and interests of millennial children. Additionally, promoting nutrition among pregnant women through door-to-door initiatives, such as community gatherings organized by the head of the Family Welfare Movement (PKK), can ensure easy access and quality care for pregnant women, especially in terms of ensuring adequate nutritional intake during pregnancy, promoting exclusive breastfeeding, providing complementary feeding, monitoring child health, and improving access to clean water and sanitation. The research found that the uniform implementation of local food security policies through replication or adoption systems may not be suitable for areas with different stunting conditions, thus the fulfillment of the right to food and nutrition has not effectively reduced stunting.

2. Cross-sector collaboration, stunting is a complex issue that involves various aspects, including health, economy, politics, social, and cultural factors. Therefore, innovative cross-sector collaboration with joint budget allocation is crucial to maximize the positive impact of the stunting reduction policy. While each sector works independently to reduce stunting, it is essential to work together, especially in terms of budget utilization, to design collaborative programs. Through cross-sector collaboration, an integrated approach to preventing and accelerating

stunting reduction can be effectively achieved. The research findings indicate a weak collaboration and coordination, such as suboptimal coordination between health departments, communities, villages, social services, and the National Population and Family Planning Board (BKKBN). This lack of coordination has resulted in low awareness among the public regarding stunting, which has led to instances of community resistance against officials, as seen in North Luwu Regency and Tanah Toraja, hindering the implementation of stunting reduction policies due to the lack of convergence in acceleration efforts.

3. Adequate resource allocation, adequate resource allocation refers to ensuring sufficient budget and other resources (workforce, facilities, equipment) are allocated for the implementation of the stunting policy. Without adequate resource support, implementation will be hindered. In reality, the workforce, especially the human resources of the stunting acceleration team, is still low, particularly in terms of operators and data input for stunting at the sub-district, village, and community levels, resulting in discrepancies.
4. Education and training, providing training to healthcare professionals, educators, and local facilitators about the importance of nutrition, signs of stunting, and stunting prevention practices. This will help increase awareness and competence in addressing this issue.
5. Regular monitoring and evaluation, it is important to establish clear indicators to measure the progress and success of the policy. Conduct regular monitoring and evaluation to assess whether the goals are achieved and if any improvements need to be made.
6. Community participation, involving the community in the planning, implementation, and monitoring of the policy will increase support and acceptance of the program. It can also help identify issues that may not be detected by the government.
7. Education and awareness campaigns, raise awareness about the importance of good nutrition and ways to prevent stunting through educational campaigns at various levels, from national to community level.
8. Adaptation and innovation, these efforts should be flexible and willing to adopt innovations. Each region may have different challenges and needs. Therefore, there is a need for adaptable plans.
9. Use of technology, utilize technology and communication to gather data, monitor implementation, and deliver important information to the public.
10. Behavior change management, especially in community behaviors that support good nutrition fulfillment.

Therefore, effective solutions in the prevention and acceleration of stunting reduction must consider various conditions, including social aspects such

as the development of self-sufficient food villages, empowering community food banks through accelerated diversification of local food consumption, economic aspects involving strengthening rural economies through support from the national, regional, or village budgets through BUMDEAS institutions, cultural aspects including coordination and synergy of policies and programs for stunting reduction, including improving the quality of government resources in preparing strategic efforts to accelerate stunting reduction, including the presentation of available data and information for evaluation and policy development, as well as advocacy and socialization to improve the quality of food patterns and nutritional adequacy. These solution efforts are a form of policy development and implementation that is sustainable in order to achieve positive results in the prevention and acceleration of stunting reduction, specifically in South Sulawesi Province.

### **Conclusion**

Effective solutions for stunting reduction in South Sulawesi Province require well-designed policies that are tailored to local needs, strong coordination among agencies, and adequate resource allocation. It is crucial to prioritize cross-sector collaboration and utilize shared budgets to implement an integrated approach to stunting reduction. By addressing these challenges, it is possible to make significant progress in reducing stunting and improving the well-being of children in the province. In conclusion, the effective implementation of stunting reduction policies in South Sulawesi Province requires several key factors. Adequate resource allocation, including budgetary support and other necessary resources, is crucial to ensure the successful implementation of the policies. Education and training programs for healthcare professionals, educators, and local facilitators are essential to enhance awareness and competence in addressing stunting. Regular monitoring and evaluation are necessary to measure progress and identify areas for improvement. Community participation plays a vital role in the planning, implementation, and monitoring of stunting reduction policies. Engaging the community increases support and acceptance of the programs and helps identify local challenges that may otherwise go unnoticed. Education and awareness campaigns at various levels are important to raise awareness about the importance of good nutrition and preventive measures against stunting. Flexibility, adaptation, and innovation are key to addressing the diverse challenges and needs of different regions. Utilizing technology for data collection, implementation monitoring, and information dissemination can enhance the effectiveness of stunting reduction efforts. Finally, managing behavior change, particularly in community behaviors that support good nutrition, is crucial for long-term success. To achieve positive outcomes in stunting prevention and acceleration of reduction, it is necessary to consider social, economic, and cultural aspects. This includes the development of self-sufficient food villages,

strengthening rural economies, and coordination of policies and programs. By implementing these strategies and ensuring their sustainability, South Sulawesi Province can make significant progress in reducing stunting and improving the well-being of its population, particularly children.

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