

## Implementation of the Stunting Prevention Program by the Office of Population Control and Family Planning of Mesuji Regency

Mila Dahliana Harahap<sup>1</sup>, Ambya<sup>2</sup>, Arif Darmawan<sup>3</sup>

<sup>1,2,3</sup> Faculty of Economics and Business, University of Lampung Jl. Prof. Dr. Ir. Sumantri Brojonegoro No.1, Bandar Lampung 35141

Corresponding author : dahlianamila@gmail.com

### Abstract

*Stunting is a chronic nutritional problem that has a serious impact on the quality of human resources (HR) and long-term economic growth. Mesuji Regency is one of the areas with a relatively high stunting prevalence rate in Lampung Province. This study aims to analyze the role of the Office of Population Control and Family Planning (PPKB) in the implementation of stunting prevention policies in Mesuji Regency, evaluate its implementation, and identify program success indicators. The research method used is qualitative with a policy evaluation approach using the CIPP model (Context, Input, Process, Product). The results show that the PPKB Office has a strategic role as a cross-sector coordinator in the Stunting Reduction Acceleration Team (TPPS), an implementer of educational programs such as Bina Keluarga Balita (BKB), and regional innovations such as the Community Movement Against Stunting (GEBERMAS). Evaluation of the implementation indicated good achievements in the context and input aspects, marked by regulatory support, leadership commitment, and adequate budget allocation. However, challenges remain, including limited human resources, unequal basic facilities, and suboptimal coordination among government agencies. The decrease in the number of stunted children from 1,456 in 2022 to 1,083 in 2023 demonstrates the positive impact of the implemented policies. Strengthening cross-sector coordination, improving the availability of supporting facilities, and increasing community participation and awareness are essential to ensure the sustainability of stunting prevention programs.*



**Keywords:** Stunting, policy implementation, CIPP evaluation, PPKB Office, Mesuji Regency.

## INTRODUCTION

The high prevalence of stunting is a global problem, including in Indonesia, which has a serious impact on the quality of Human Resources (HR). Data from the Asian Development Bank (ADB) shows that the prevalence of stunting in children under five years of age (toddlers) in Indonesia is the second highest in Southeast Asia, at 31.8% in 2020. Stunting is one of the targets of *the Sustainable Development Goals* (SDGs), which is included in the second sustainable development goal, namely eliminating hunger and all forms of malnutrition by 2030 and achieving food security. The target for reducing stunting prevalence in Indonesia is aligned with the global target, namely the *World Health Assembly* (WHA) target to reduce stunting prevalence by 40% by 2025 (Dinna Handini, 2022). In the context of economic development, the quality of human resources is one of the main factors in driving long-term economic growth. Therefore, high stunting rates can be an obstacle for a country to achieve inclusive and sustainable economic development (World Bank, 2021).

Based on data from the 2022 Indonesian Nutritional Status Survey (SSGI), of the 15 regencies/cities in Lampung Province, four regions have a fairly high stunting prevalence rate above 20%, namely Pesawaran Regency 25.1%, North Lampung Regency 24.7%, Mesuji Regency 22.5%, and Tanggamus Regency 20.4%.

**Table 1 Stunting Prevalence Rate in Mesuji Regency 2018-2022**

| No | Year | Percentage% | Information |
|----|------|-------------|-------------|
| 1. | 2018 | 28.16       | Riskedas    |
| 2. | 2019 | 28.8        | SSGBI       |
| 3. | 2020 | 17.8        | e-PPGBM     |
| 4. | 2021 | 21.8        | SSGI        |
| 5. | 2022 | 22.5        | SSGI        |

Source: Mesuji Health Service, 2023

One of the agencies within the Mesuji Regency government designated to address stunting is the Population Control and Family Planning (PPKB) Agency. The Population



Control and Family Planning Agency (PPKB) in Mesuji Regency is responsible for managing population control programs and family planning services.

Mesuji Regency received an award at the Lampung Province level, namely as the main category of district/city in the implementation of the Convergence Action to Accelerate Stunting Reduction in Lampung Province in 2023. The Joint Community Movement to Overcome Stunting (Geber Mas) program in Mesuji Regency, the PPKB Office has a significant role in handling stunting through various educational and verification activities. The Geber Mas program, which aims to accelerate the reduction of stunting rates, involves the PPKB Office in activities such as monitoring child growth. Optimizing and efforts to prevent and reduce stunting in Mesuji Regency, the Mesuji Regency regional government formulated various stunting management policies involving many parties including local governments, non-governmental organizations and the community.

This program is a central government intervention to address stunting based on Presidential Regulation Number 72 of 2021 through the Mesuji Regency regional government policy. The determination of the focus location for the Geber Mas activity is in accordance with the Decree of the Regent of Mesuji Number: B/220/I.02/HK/MSJ/2023 concerning the Determination of Priority Loci for Integrated Stunting Prevention and Acceleration Reduction in Mesuji Regency 2023. The following is data on stunted toddlers in the Mesuji TPPS task area .

**Table 2 Number of Stunting Toddlers in Mesuji Regency in 2022-2023**

| No     | Subdistrict           | Number of Stunting Toddlers<br>(Children) |      |
|--------|-----------------------|-------------------------------------------|------|
|        |                       | 2022                                      | 2023 |
| 1      | Way Serdang           | 221                                       | 230  |
| 2      | Pematang Intersection | 158                                       | 153  |
| 3      | Five Great Powers     | 73                                        | 62   |
| 4      | Tanjung Raya          | 324                                       | 104  |
| 5      | Mesuji                | 257                                       | 215  |
| 6      | East Mesuji           | 132                                       | 129  |
| 7      | North Rawajitu        | 291                                       | 190  |
| Amount |                       | 1456                                      | 1083 |

Source: BKKBN 2023



The implementation of this policy will have a positive impact on child development, community welfare, and the overall economic growth of Mesuji Regency. The concrete implementation for Mesuji Regency is through the use of village funds , one of the goals of which is to improve the nutrition of village communities. According to Ambya (2020), village funds contribute to both development and community empowerment through village development in the dimensions of basic services, infrastructure, and accessibility, as well as changes in village progress status.

In the implementation of the Geber Mas innovation, the TPPS Team involved OPDs in Mesuji Regency to verify and validate data on stunting toddlers in the villages. The BAAS program is an effort to eliminate stunting cases as a mutual cooperation movement by involving all elements of society. The target of this program is families who have children at risk of stunting. BAAS activities in Mesuji Regency have been running concurrently with Geber Mas activities. The BAAS program focuses on providing assistance to at-risk families, namely toddlers and toddlers, to focus on the first activity with the aim of early treatment for stunting prevention in Mesuji Regency. Based on the results of field observations, the implementation of BAAS activities is considered less than optimal regarding OPDs. The results found during the observation showed that there is still a lack of understanding of OPDs regarding the importance of collaboration and their respective roles in handling stunting, ineffective or infrequent communication between OPDs which can hinder the flow of necessary information, and complex bureaucratic procedures can hinder coordination and rapid decision-making.

Based on the description that has been presented, the author is interested in studying in more depth how to analyze the role of the Population and Family Planning Control Service (PPKB) in implementing stunting control policies in Mesuji Regency.

### **Research Questions**

1. What is the Role of the PPKB Service in Implementing Stunting Prevention Policies in Mesuji Regency?
2. How to evaluate the role of the PPKB Service in implementing stunting prevention policies in Mesuji Regency
3. What are the indicators of success of the PPKB Service in implementing stunting control policies in Mesuj Regency ?
- 4.



### Research Objectives

1. To find out the role of each PKKB service in the implementation of stunting prevention policies in Mesuji Regency.
2. To determine the evaluation of the role of the PKKB Service in implementing stunting prevention policies in Mesuji Regency .
3. To determine the success indicators of the PKKB Service in implementing stunting prevention policies in Mesuji Regency .

### LITERATURE REVIEW

#### Institutional Theory

Institutional theory in economics has evolved through two main perspectives: *Old Institutional Economics* (OIE) and *New Institutional Economics* (NIE). OIE focuses on how customs, norms , and social structures influence economic behavior. This theory considers several factors, including:

1. **Institutions as Determinants of Economic Behavior** : The OIE views institutions, such as cultural norms , laws, and traditions, as crucial elements in shaping individual behavior and economic decisions.
2. **Economics as an Evolutionary Process** : Economics is seen as a continuously evolving process, where change occurs gradually through social adaptation and interactions between individuals. Institutions are not only formal structures but also reflections of history and social context.
3. **Economic Non-Rationality** : Unlike classical economic theory, the OIE argues that economic behavior is not always rational. Psychological and social factors play a large role in economic decisions.

NIE attempts to explain how formal institutions (such as laws and policies) and informal institutions (such as social norms ) influence economic efficiency and resource allocation. Key NIE figures, such as Ronald Coase, Douglass North, and Oliver Williamson, developed this concept with several key focuses:

1. **Transaction Costs** : The NIE highlights the inherent transaction costs inherent in economic activity. Examples of transaction costs include the costs of obtaining information, monitoring costs, and contract enforcement costs. Formal and informal institutions serve to reduce these costs and increase economic efficiency.
2. **Importance of Incentive Structures and Mechanisms** : The NIE highlights the importance of institutional structures in creating appropriate incentives. Good

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institutions will encourage productive economic behavior and reduce uncertainty in economic relations.

3. **Analysis of Institutions as Formal Arrangements** : NIE focuses more on the formal rules (e.g., laws and regulations) that govern economic behavior, rather than abstract social norms . NIE uses a more mathematical approach and theoretical models in analyzing how institutions influence economic behavior and outcomes.

New Institutional Economics has explored non-economic factors, such as property rights, contract law, and so on, as a way to address market failure. According to New Institutional Economics, imperfect information, externalities, and the phenomenon of free-riders in public goods are considered the main sources of market failure, making the presence of non-market institutions absolutely necessary. Here are some concepts of New Institutional Economics:

1. *Asymmetric Information* .

This is a situation where everyone lacks the same and sufficient information about an event. In economic activities, in particular, the availability of information plays a crucial role in efforts to gain profit. Information is always asymmetrical between the various interacting parties, thus incurring costs in obtaining the necessary information. Asymmetric information has two types, namely: adverse selection, which is a decision made depending on unobservable characteristics and produces an inverse effect on other agents. Moral hazard, which is a contract agreed between agents where one agent depends on the actions of another that cannot be observed by the other agent. Asymmetric information is a reality where one party has better information than the other party.

2. *Social Capital*

Social capital is an intangible asset that stems from each person's personality. Social capital assets emerge from the *goodwill* , friendship, sympathy, and relationships between individuals gathered in a network along with norms and values that facilitate cooperation among them. Therefore, social capital includes obligations and expectations, information channels, and norms and sanctions. Categories of social capital include: civic engagement , trust , caring, member power, networks, and connections.

### Role of Government

The overall function of government consists of various kinds of government actions, such as decisions, general provisions, legal actions and concrete actions. The

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government in carrying out governance, development and public services has three (3) main functions, namely: 1. Allocation Function 2. Distribution Function 3. Stabilization Function.

In government policy, the role of government is one of the main elements that form the basis for every policy that is formulated and implemented. Meanwhile, according to Barton (2000) the main roles of government in general are: 1.) The role of resource allocation, 2.) The role of regulator, 3.) The role of social welfare, 4.) The role of managing the macro economy. Van Meter and Van Horn (2006) say that implementation is the actions carried out by individuals or officials or government or private groups that are directed at achieving the goals outlined in policy decisions.

### **Stunting**

Stunting is a condition where a toddler's height is below average. This is caused by prolonged nutritional intake that does not meet their needs. (Ministry of Health of the Republic of Indonesia, 2023) .

According to the Indonesian Ministry of Health, a baby can be classified as stunted if their height or height is measured and compared to appropriate standards and falls below the normal range. Besides height, other characteristics of stunting include:

1. The body grows slowly
2. The face looks younger than children of the same age.
3. Teeth grow slowly
4. Disturbances in concentration, learning and memory
5. At the age of 8 – 10 years, children become quieter and do not often make eye contact with other people.
6. Toddlers actually lose weight, not gain weight.
7. The child's physical development is disturbed, such as a girl's first menstruation being late.
8. Children are vulnerable to various infectious diseases

Efforts to accelerate stunting prevention will be more effective if specific nutrition interventions and sensitive nutrition interventions are carried out in a convergent manner.

### **RESEARCH METHOD**

The method used in this research is a qualitative method. Qualitative methods describe an existing phenomenon by presenting data in the form of words, images, and not numbers (Moleong, 2017) . The data collected are words. words from interviews,

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personal documents, drawings, field notes and photographs. This research was conducted in Mesuji Regency. Qualitative research focuses on **policy evaluation methods**, focusing on a deeper understanding of the process, context, and impact of policies from the perspectives of various stakeholders. Several other methods frequently applied in qualitative evaluation contexts include **Realist Evaluation, Participatory Evaluation, and Policy Evaluation. CIPP Model**. This study uses the CIPP Model ( **Context, Input, Process, Product** ). This model is designed to help planners, implementers, and decision-makers assess a program comprehensively from start to finish. The CIPP evaluation model in this study is considered suitable and relevant because it is able to provide a comprehensive picture of the effectiveness of the policies implemented. Through the CIPP approach, research can comprehensively measure the role and contribution of the PPKB Service in the policy, as well as provide data-based recommendations for improving program effectiveness.

The data sources used in this study are primary data sourced from interviews with three main informants and three additional informants and secondary data obtained related to the handling of Stunting in Mesuji Regency. According to Sugiyono (2017), in qualitative research the sampling techniques most frequently used are purposive sampling and snowball sampling. The study used *purposive sampling* and *snowball sampling* techniques by determining the number of samples using a quadrant diagram. This diagram is often used in project management or stakeholder analysis to determine the best way to interact with various parties (Sugiyono, 2019). The quadrant diagram of interests and influence, often called **the Interest-Influence Matrix** or **Interest-Power Matrix**, is an analytical tool used to understand and group stakeholders based on their level of importance and influence on a project or policy. Data Analysis Techniques in this study are Data Reduction, Data Presentation, Conclusion Drawing. Qualitative research data that has been obtained previously can be declared valid if there is no difference between what the researcher reported and what actually happened to the object being studied. Therefore, the data obtained must meet the data validity requirements (Abdussamad, 2021). The Data Validity Techniques in this study are Credibility Test and Dependability Test.

## DISCUSSION

The strategic role of the Mesuji Regency PPKB Service is evident in its ability to bridge national policies with implementation at the local level. As the TPPS secretariat, the PPKB Office coordinates across Regional Apparatus Organizations (OPDs) to ensure

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that specific and sensitive interventions can be implemented in a convergent manner. Through the Toddler Family Development (BKB) program, nutrition counseling, mentoring for prospective brides and grooms, and integrated services at integrated health posts (Posyandu), the office plays a role in providing direct education to the community. Its approach focuses not only on health aspects but also on parenting patterns, family planning, and household food security. This shows that the PPKB Service has carried out its promotive and preventive functions comprehensively, while also acting as a driving force for changes in community behavior in preventing stunting.

Furthermore, the role of the PPKB Office aligns with the national policy direction for accelerating stunting reduction, which emphasizes the importance of family-based interventions and multi-sector collaboration. The involvement of the PPKB Office in the stunting discussion forum, the use of the e-PPGBM application, and the development of regional innovations such as the GEBERMAS program are evidence of adaptive efforts made to overcome challenges in the field. Thus, the PPKB Service not only carries out its administrative mandate, but also functions as a community capacity enhancer, valid data provider, and cross-sector liaison. This multifunctional role makes the PPKB Service one of the key actors determining the successful implementation of stunting management policies in Mesuji Regency.

An evaluation of the implementation of the stunting reduction program by the Mesuji Regency PPKB Office showed quite good results, particularly in terms of context and input. Staff understanding of the urgency of the stunting problem and leadership commitment to supporting the policy were assessed as high. This is supported by formal regulations, such as Regent's Decrees and Regent's Regulations, as well as adequate budget allocations at the district and village levels to fund activities such as Foster Parents for Stunting Children (BAAS), coordination meetings, and cadre training. Furthermore, technical support in the form of the e-PPGBM and Sianting applications strengthens data validity, allowing the program to be implemented in a more targeted and evidence-based manner. This condition reflects that institutionally, the PPKB Office has a strong foundation to support the implementation of stunting reduction policies.

However, the evaluation also confirmed that there are still a number of challenges that have the potential to hinder program optimization. The limited number of human resources, especially technical and extension workers in the field, is the main obstacle in reaching all areas, especially remote villages with limited access. Supporting facilities such as proper sanitation and clean water are not yet fully and evenly available, thus reducing the effectiveness of interventions. In terms of cross-sector coordination,

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although the TPPS has been established and regular stunting discussions have been held, synergy between OPDs is still not optimal due to differences in work priorities. Innovations such as GEBERMAS have been a positive adaptive step, but their success still requires more intensive communication between agencies and strengthening the role of the community. Therefore, strengthening coordination, equalizing basic facilities, and increasing human resource capacity are important factors to ensure the program's effectiveness and sustainability.

The decline in the number of stunted toddlers from 1,456 in 2022 to 1,083 in 2023 demonstrates that the policies and programs implemented by the Mesuji Regency PPKB Office have had a tangible impact. This figure reflects improvements in the nutritional status of toddlers, particularly through specific interventions such as growth and development monitoring, supplementary feeding, and ongoing nutritional support through the BAAS program. The evaluation of the outcome aspect also showed an average score of 6.9 in the *Good category*, with the highest indicators achieved in the sustainability and coverage of nutritional assistance. This indicates that government support in providing nutritional assistance is quite consistent and able to reach the majority of families in need. However, there are still challenges that need to be addressed, especially regarding the family participation indicator which received the lowest score. Low participation shows that some people are not fully actively involved in integrated health post (Posyandu) activities, outreach, or other mentoring programs. Time constraints, economic conditions, and public understanding of the importance of stunting prevention are the main obstacles. Therefore, long-term success depends not only on the availability of nutrition services and social assistance, but also on increasing community awareness, motivation, and participation. Without active family involvement, programs risk being less effective in building sustainable behavioral changes to significantly reduce stunting rates.

Overall, the implementation of stunting prevention policies by the Mesuji Regency PPKB Office has shown good results, but they are not evenly distributed. The combination of factors that reduce stunting rates, increase public awareness through outreach, and the long-term impact on the quality of future generations illustrate the program's effectiveness. The focus of improvements needs to be directed at strengthening cross-sector coordination, increasing human resource capacity, and community participation strategies so that the program runs more optimally and evenly across all sub-districts.

## CONCLUSION

Based on the results of this analysis and research, the conclusion is:

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1. The PPKB Office's role in implementing stunting reduction policies in Mesuji Regency has been strategic, serving as the TPPS secretariat, coordinating across regional government agencies (OPDs), and implementing promotional and preventive programs such as the Toddler Family Development Program (BKB), nutrition counseling, mentoring families at risk of stunting, and regional innovations such as GEBERMAS. This demonstrates the PPKB Office's role as a key driver in education, coordination, and community empowerment.
2. Evaluation of the PPKB Office's role using the CIPP model and the Balanced Scorecard demonstrated significant progress, particularly in terms of employee understanding, leadership commitment, budget availability, and regulatory support. However, challenges remain, including limited human resources, suboptimal coordination between regional government agencies (OPDs), and uneven distribution of basic facilities. While innovations have been implemented, their effectiveness requires strengthening cross-sector communication and increasing the capacity of field implementers.
3. The PPKB Office's success indicators are reflected in the reduction in stunting prevalence from 1,456 toddlers in 2022 to 1,083 toddlers in 2023, increased coverage of nutrition and health services, and the sustainability of social/nutrition assistance through the BAAS program. However, family participation in integrated health posts (Posyandu) and outreach programs remains low, so long-term success depends heavily on increasing awareness, motivation, and active community involvement in supporting the stunting reduction program.

### **Suggestions**

Based on the conclusions above, the suggestions from this research are:

1. Strengthening cross-sectoral coordination and optimizing the roles of relevant regional government agencies (OPDs) is necessary to ensure a more synergistic implementation of stunting reduction policies in Mesuji Regency. The PPKB Office, as the TPPS secretariat, needs to improve inter-agency communication through regular coordination forums, data-based monitoring mechanisms, and integrated performance indicators to avoid overlapping or conflicting priorities between OPDs.
2. Improving human resource capacity and providing equitable supporting facilities are key priorities. Local governments need to increase the number of extension workers, cadres, and technical personnel in the field through recruitment and ongoing

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training. Furthermore, the provision of basic services such as access to clean water, proper sanitation, and anthropometric equipment must be expanded to remote villages to ensure more effective and equitable stunting reduction interventions.

3. Increasing community participation and awareness through adaptive and contextual communication strategies is crucial to ensure program sustainability. The PPKB Office, along with health workers and village cadres, needs to develop a culturally-based educational approach, utilize digital media, and strengthen family empowerment programs such as the Toddler Family Development Program (BKB) and the BAAS program. This will significantly increase community involvement in integrated health posts (Posyandu), nutrition counseling, and mentoring families at risk of stunting.

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