THE 1000 HARI PERTAMA KEHIDUPAN PROGRAM AS AN EFFORTS TO EMPOWER THE PERCENTAGE OF POOR NUTRITION IN BANGKALAN MADURA DISTRICT
(the Aspects of Problem Characteristics, Policy Characteristics, and Policy Environment)

Eliviana Ary Risyananda
Faculty of Social and Political Science
University of Airlangga, Surabaya
eliviana.ary.risyananda-2020@fisip.unair.ac.id

Ekky Fiorentina Asterix
Faculty of Social and Political Science
University of Airlangga, Surabaya
ekky.fiorentina.asterix-2020@fisip.unair.ac.id

Erna Setijaningrum
Faculty of Social and Political Science
University of Airlangga, Surabaya
erna.setijaningrum@fisip.unair.ac.id

ABSTRACT

Bangkalan Regency was the region that contributed to the highest cases of malnutrition in East Java in 2018. The Bangkalan Regency Government has implemented the *1000 Hari Pertama Kehidupan* program which is a mandate from the *Peraturan Presiden Nomor 42 Tahun 2013* concerning the National Movement for the Acceleration of Nutrition Improvement. However, in its implementation, the *1000 Hari Pertama Kehidupan* program still encounters many obstacles so that the implementation is not optimal. This study aims to examine the *1000 Hari Pertama Kehidupan* program by reviewing the aspects of problem characteristics, policy characteristics, and policy environment using the implementation theory proposed by Daniel A. Mazmanian and Paul A. Sabatier. The method used is a descriptive qualitative approach using data collection techniques through five sources, including archival documents, in-depth interviews, participant observation, and other physical devices. The informant determination technique was carried out by purposive sampling and the number of informants was 10 people. The results showed that the implementation of the 1000 HPK program in tackling malnutrition in Bangkalan Regency was not optimal. In terms of characteristics, the problem has a fairly high level of technical difficulty and the behavior of the target group is not right. In terms of policy characteristics, program objectives have not been optimally achieved, financial resources are limited, coordination between implementors is not optimal, and the Bangkalan Regency Government does not yet have binding decision rules between OPDs. Then in terms of the policy environment, social, economic, and

technological conditions have not supported program implementation, and public support has not been optimal.

Keywords: *Implementation*, *1000 Hari Pertama Kehidupan Program*, *Malnutrition*
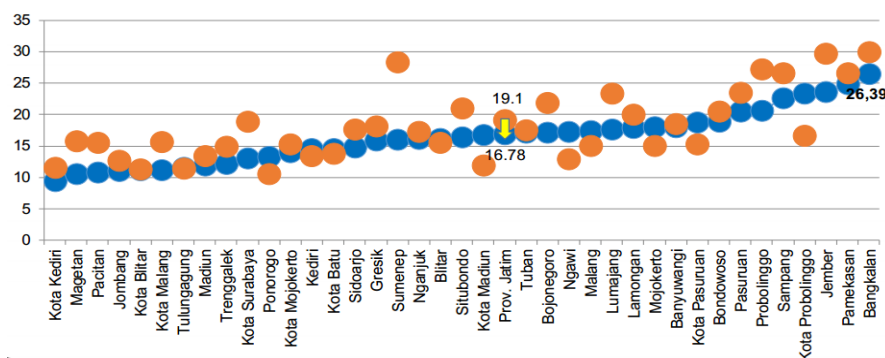
A. PRELIMINARY

Indonesia is a country that until now has not been separated from the problem of malnutrition. Malnutrition is a condition status experienced by a person characterized by nutritional deficiencies, or in other words, the nutrients contained in the body are below average (Alamsyah, et al, 2017). In general, the problem of malnutrition is suffered by children under five with an average age of 12-59 months because they lack several types of vitamins needed by the body.

The occurrence of malnutrition has the potential to cause other health problems such as delays in the growth process, reduced immunity, disruption of physical and mental growth, even the most fatal can cause death in children. A child can be identified as suffering from malnutrition if he has carried out certain examinations and measurements by health workers using the Z-Score.

The Z-score itself is the value of the deviation of body weight or height from the value of normal weight or height according to the growth standards that have been set by WHO. A child can be said to be malnourished if he has a z-score of less than -3.0 standard deviation. (The *Keputusan Menteri Kesehatan Republik Indonesia Nomor 1995/MENKES/SK/XII/2010 Tahun 2010*).

East Java Province is one of the provinces that until now has not been separated from cases of malnutrition. Based on East Java basic health research data in 2018 there are 17 out of 38 cities/districts in East Java that have a percentage of malnutrition above the average percentage of East Java.

Percentage of Malnutrition Age 0-59 Months Based on BB/U Index by City/Regency in East Java in 2018

Source: Basic Health Research of East Java Province in 2018

The graphic data above shows that the proportion of malnutrition by city/regency in East Java in 2018 was occupied by Bangkalan as the region with the highest percentage of malnutrition in East Java in 2018.

In relation to problems related to nutrition itself, it has actually been regulated in the *Undang-Undang Nomor 36 Tahun 2009* concerning Health as the top rule. In addition, there are other regulations under it as implementing regulations of the *Undang-Undang Nomor 36 tahun 2009*, namely the *Peraturan Presiden Nomor 42 Tahun 2013* which regulates the National Movement for the Acceleration of Nutrition Improvement. In accordance with the *Peraturan Presiden Nomor 42 Tahun 2013 pasal 2 ayat 1* that the general purpose of the national movement to accelerate nutrition improvement is aimed at accelerating the improvement of priority community nutrition in the first thousand days of life or from the time the child is in the womb until the child is 2 years old after birth. The period of the first 1000 days is often called the golden period because during pregnancy/fetal age until the child is two years old, there has been a very fast, massive, permanent growth and development process, and does not occur in other age groups. Therefore, the fulfillment of nutritional intake in the first 1000 days of a child's life is very important because it affects the growth of children in the future.

In order to achieve the acceleration of nutrition improvement, cross-sectoral support is needed. The contribution from the health sector in this effort to accelerate nutrition improvement only contributed 30%, in fact, the non-health sector contributed more, namely 70%. In the program planning guidebook for the national movement to accelerate nutrition improvement in the first 1000 days of life (the 1000 Hari Pertama Kehidupan/HPK movement) compiled by the Coordinating Ministry for People's Welfare, it has been explained that to deal with nutritional problems, intervention from two sectors is needed simultaneously, namely intervention specific or sensitive. Specific nutrition interventions are carried out by the health sector while sensitive interventions are carried out by the non-health sector.

In Bangkalan Regency, the priority program of the *1000 Hari Pertama Kehidupan* aims to reduce the number of malnutrition, because seeing the urgency of the problem of malnutrition in Bangkalan Regency is very worrying (bangkalankab.go.id). Problems related to malnutrition in Bangkalan Regency are serious and complex problems in terms of their causes. According to the Head of the Bangkalan District Health Office, Mr. Bambang Sudibyo, the problems related to malnutrition have reached the national average. This is generally motivated by public knowledge of health information and the growth of toddlers is still very limited so that it indirectly affects the understanding of the importance of balanced nutrition to be very low (Kabar Madura, 2019). This is exacerbated by the cultural aspects that develop in the surrounding community, causing parents as the child's first caregivers to be unable to filter valid and invalid health information.

It is undeniable, the socio-cultural construct that develops in the community is one aspect of the cause of the incidence of malnutrition experienced by the community in an area. The existence of a cultural aspect has more or less an influence on the view of giving food or consumption patterns, giving rise to the phenomenon of food belief, food ideas, and food taboos in society (Mubarokah, 2019). According to research conducted by Mobarokah (2019), the culture that is

owned by the Madurese is mainly in the Bangkalan area, one of which is forbidding newborn children to be given breast milk (ASI) that still contains colostrum because it is considered dirty. Furthermore, in the case of pregnant women who provide exclusive breast milk, there is a culture of limiting the portion of food, there is also a prohibition on consuming green vegetables, even a prohibition against consuming marine fish. This will certainly affect the quality of breast milk (ASI) in order to fulfill the nutrition of toddlers, especially toddlers who are still in the 6-month exclusive breastfeeding phase so that they are not allowed to be given complementary foods for breast milk (MP-ASI).

Other aspects that cause malnutrition in Bangkalan Regency are poverty, wrong parenting patterns, and parental knowledge in caring for children. It was explained that the aspect of poverty that caused limited access to nutrition for children under five so that it contributed to the incidence of malnutrition and malnutrition reached a percentage of 31.6 percent, then the aspect of mother's knowledge which reached a percentage of 29.4 percent, there were also aspects of the wrong pattern of care which reached 18, 4 percent. Other aspects include low birth weight as much as 4.4 percent and suffering from disease 16.2 percent (Bangkalankab.go.id, 2018).

The *1000 Hari Pertama Kehidupan* Program in Bangkalan Regency is driven by the local health office by involving many implementing actors, both from the health and non-health sectors. To carry out this program, according to information written on the official government website, the Bangkalan Health Service formed a special team. This team will then move to villages in Bangkalan Regency to carry out socialization related to education for families/parents as well as care and care for the first 1000 days of life (1000 HPK) of children. In addition, there are other activities carried out to provide parenting stimulation and continuing education aimed at PKK (Family Welfare Education) mothers. This socialization was carried out together with the Directorate of Education and Culture Development and the local Education Office as expert actors.

In its socialization, the *1000 Hari Pertama Kehidupan* Program to reduce malnutrition rates in Bangkalan Regency emphasized the provision of material related to the importance of nutritional intake needs for children under two years of age, in addition to the importance of providing breast milk (ASI). Head of the Bangkalan Health Service, Muzakki in the publication of the official website of the Bangkalan Regency Government, said that his party gave serious attention to pregnant women until they gave birth, even until the age of the baby being born reached two years. This was done because at that time it was a period of permanent brain growth and could not be repeated. If a child experiences nutritional disorders in the golden age, it is likely to have an impact on growth into adulthood. Or in other words, can not recover even though the nutritional needs of the future are met. (Bangkalankab.go.id).

In addition to conducting outreach aimed at mothers of children under five, the socialization was also carried out with the target of health workers (village midwives), both those who served in posyandu to those who served in polindes. Socialization to health workers in the village is carried out in order to provide specific guidance. This is important because the health workers (midwives) in the

village are the first actors in charge of dealing with problems related to pregnant women to childbirth, even children aged 5 years. Thus, the skills, abilities, and knowledge of health workers (midwives) on duty in the village are needed because the quality of health workers in the village will indirectly affect the health quality of pregnant, lactating women, and toddlers in the village. However, the existence of a program that was initiated nationally does not seem to be able to be a solution to nutritional problems in Bangkalan Regency.

Research on the *1000 Hari Pertama Kehidupan* program as an effort to suppress the percentage of malnutrition has been widely carried out throughout Indonesia, such as research conducted by Victora, Cesar, etc (2012) which analyzed specific and sensitive intervention programs in various countries. Various efforts were made by almost all countries to make this program a success. This shows that the fulfillment of specific and sensitive nutrition in 1000 HPK is important for the development of the baby's body. The country of Japan is no exception. This is in accordance with research conducted by Nomura, Marika, etc. (2015) in the form of reviewing nutrition policy from the 1970s to the SUN movement around 2010 by the Japanese government. The result of this research is that the Japanese government fully supports the Scaling Up Nutrition/the *1000 Hari Pertama Kehidupan* Movement by developing a combination of financial and political approaches to improve global nutrition policy through universal concepts. Furthermore, there is a study on 1000 HPK from Indonesia conducted by Nefy, Nesra (2019) to find out the input, process, and output problems of implementing the 1000 HPK movement in Pasaman Regency. The 1000 HPK program carried out in Pasaman Regency is focused on handling stunting because it sees the urgency of the nutritional problems that exist in the area. And finally, there is another research on the 1000 HPK program from Indonesia conducted by Mayasari, Dini (2019) to describe and describe the evaluation of the 1000 Hari Pertama Kehidupan movement program which was specifically carried out to overcome nutritional problems, namely stunting in the Jelbuk Health Center working area in 2018 and consists of inputs, processes, outputs, and outcomes that are compared with predetermined indicators. In contrast to the previous studies described above, this study discusses the program for the first 1000 days of life as an effort to suppress the percentage of malnutrition in Bangkalan Regency using an analytical lens, namely the theory of policy implementation by Mazmanian and Sabatier (1980). This study examines the implementation of the 1000 Hari Pertama Kehidupan program using aspects of problem characteristics, policy characteristics, and policy environment. This study aims to determine and describe the implementation process of the 1000 Hari Pertama Kehidupan Program as an Effort to Emphasize the Percentage of Malnutrition in Bangkalan Madura Regency in terms of problem characteristics, policy characteristics, and policy environment.

B. LITERATURE
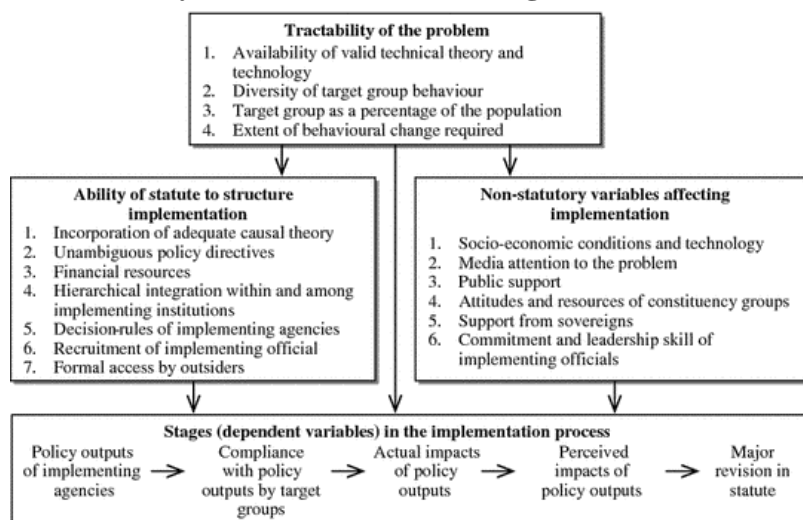### Policy Implementation: The Mazmanian and Sabatier Approach (1980)

According to Mazmanian and Sabatier in Wahab (2008) implementation is an effort made to implement a policy decision. According to Mazmanian and

Sabatier (1980) the success of policy implementation can be influenced by three things, including the following.

1. the characteristics of the problem (tractability of problems);
2. policy characteristics (the ability of statute to structure implementation);
3. policy environment (nonstatutory variables affecting implementation).

The following is a diagram of the implementation analysis framework proposed by Daniel Mazmanian and Paul Sabatier (1980).

Implementation Analysis Framework according to Mazmanian and Sabatier

Problem Characteristics

Some social problems can be more easily solved than others because of the understanding associated with the behavioral changes needed to solve a public problem. There are several components in the characteristics of the problem, including the following:

1. Technical Difficulty of Existing Problem

This relates to the level of technical difficulty in an effort to measure changes in a problem. Then link these changes into the behavior of the intended target group, as well as in technological development efforts to enable the target group to institutionalize the intended change. Each program assumes that changing the behavior conditions of the intended target group will have implications for a problem so that it can be corrected. But in reality, each problem has its own level of technical difficulty.

2. Diversity of Target Group Behavior

The diversity of behavior of the target group also affects the implementation process. Where the implementation of a policy or program will be easy to implement if the target group is homogeneous/similar. However, policy implementation will be more difficult if the target group is heterogeneous, where each individual has a different understanding and preference for the program or policy to be implemented.

3. The proportion of Target Group as Percentage of Population

Implementation of a program will be relatively more difficult if the program targets include all components of the population. In contrast to this, the

implementation of a policy or program will tend to be easier if the target group is not too large so that the implementation can be more effective so that the smaller the number causes the policy or program to be more easily defined by the target group whose behavior needs to be changed. which in turn will affect the greater the mobilization of political support that supports the program and thus the greater the possibility of achieving policy objectives.

4. Level of Behavior Change Required by Target Group

Policy implementation will be increasingly difficult to implement if the intended program requires a greater level of change. There are points that can be seen that public problems can be easily handled if they meet the following conditions.

a. there is a valid theory linking behavior change to problem solving, there is the technology needed for the policy implementation process, and measuring change in a problem is inexpensive;

b. the behavior of the target group is not very diverse;

c. the target group is an easily identifiable minority of the population within a political jurisdiction; and

d. the degree of behavior change is modest.

Policy Characteristics

Policy is a decision that is implemented because it is based on the problem being handled and sets the goals to be achieved. In addition, policies also have the capacity to structure the entire implementation process through the selection of implementing institutions, provision of legal and financial resources for these institutions, policy orientation of agency officials, as well as setting up opportunities for participation by non-government actors in the implementation process. The following are the components in the policy characteristics.

1. Validity of the Causal Theory Underlying Policy

The policy implies a fundamental theory of causality, namely that there are defined goals and the assignment of certain rights and responsibilities to implementing agencies, as well as target groups who behave in a determined way so that goals are achieved.

2. Clear Policy Objectives

A policy that is formulated clearly and in detail will be easier to carry out in the implementation process because policy implementers will also be easier to understand and translate into real action. However, if the policy is ambiguous, it will be difficult to implement because it creates multiple interpretations and this will obviously disrupt the implementation process. The more capable a policy is to provide detailed instructions and arranged them in order of importance, the greater the likelihood that the expected policy output will be achieved.

3. Financial Resources Available for Implementing Agencies

Financial resources are a vital factor in the implementation of a policy or program because it has an important role in facilitating the implementation of the public policy. Each program requires support, both support from staff as administrative and technical workers as well as monitoring the program, all of which require sufficient and adequate costs.

4. Hierarchical Integration Level within and between Implementing Agencies

The implementation of a program can run effectively if in the implementation process there is adequate coordination both vertically and horizontally between actors and institutions involved in program implementation. Thus one of the most important attributes of the law is the degree to which it hierarchically integrates the implementing agencies. However, coordination is a complex matter, where the implementation of central government regulations whose implementation depends on the compliance of the provincial government or technical agencies in the city/district requires further heterogeneous elaboration. Thus, a good policy must be able to integrate the hierarchical implementing agencies.

5. Implementing Agency Decision Rules

The extent to which the implementing agency's decision rules support the legal objectives. Effective policy implementation can be realized if the rules contained in the implementing agency are clear and consistent.

6. Assignment to Implementing Officers Committed to Policy Objectives/commitment of implementing officials

Policy implementation is also influenced by the level of commitment of implementing officials. Efforts made to achieve policy objectives by changing the behavior of the target group will not succeed if the implementing officials do not have a high commitment to achieving the goals. Each new program requires implementers who are not only neutral but persistent enough to develop new regulations and standard operating procedures and to enforce them in the face of resistance from target groups and from public officials who are reluctant to implement mandated changes.

7. Formal Access by Outside Parties

Formal access from outsiders is how much a policy or program provides access to outsiders to participate in policy implementation. For example, if the community is given access to participate, the policy implementation will be relatively easy and effective. This is because the community will have a *sense of belongings*. Thus, the implementation of the policy will gain public support.

Policy Environment

The policy environment is a non-legal aspect, where this shows the conditions surrounding or surrounding the policy that can affect policy outputs, including the following:

1. Socio-Economic and Technological Conditions

Socioeconomic conditions can influence perceptions of the relative importance of the issues addressed by a policy or program. If there are other social issues that are relatively more important from time to time, then political support for allocating resources to a policy will tend to decrease. Second, socio-economic conditions can hinder successful implementation. This is because it creates pressure on regulations to be more flexible and there is administrative latitude for local units. However, this can cause policy outputs from implementing agencies to be inconsistent with policy objectives. Third, the more diverse the economic level, the more prosperous the target group, so this affects the greater the possibility of implementing policies that impose non-productive costs

effectively. The lower the diversity and prosperity, the greater the possibility of subsidy substitution. Finally, in the case of policies related to technology, changes in technology are very important and crucial because technological advances can facilitate the implementation process so that it can be successful because a program is socialized using modern technology that is more practical. In short, social, economic, and technological conditions are some of the main things that affect the policy outputs of implementing agencies and the achievement of policy objectives.

2. Media Attention to Problems

The mass media has a fairly important role in influencing the implementation process because the mass media is an intermediary between changes in socio-economic conditions and perceptions of changes in the general public and political elites. In addition, the mass media can also shape public opinion and this can also affect the policy implementation process.

3. Public Support

Interest among the general public in the law or the issues it addresses tends to be cyclical, which in turn will make it difficult for any program to receive sustained political support. Policy implementation will be relatively easy to implement if the policy is a policy that provides incentives. Meanwhile, disincentive policies will be relatively difficult to implement.

4. Attitudes and Resources of the Voter Group

The success or failure of policy implementation can be influenced by the voter group, including the following:

a. Voter groups intervene in implementing agency decisions by providing comments to change decisions.

b. Voter groups can influence implementing agencies indirectly, namely by providing published criticism on the performance of implementing agencies and making statements aimed at the legislature.

5. Boss Support

Support from superior institutions aimed at implementing agencies also plays a role in the process of implementing an effective policy by providing support for policy objectives through:

a. Number and direction of supervision

b. Provision of financial resources

c. Lots of new and conflicting tasks between them

6. Commitment and Leadership Skills of Implementing Officers

In achieving the effectiveness of policy implementation, the commitment of implementing officials is very vital. If there is no commitment from implementing officials, then policy implementation will experience distortion and even the worst possibility can achieve implementation failure. In addition, implementing officials must have skills in prioritizing goals and then realizing them.

The 1000 Hari Pertama Kehidupan Program

The 1000 Hari Pertama Kehidupan Movement is a movement in an effort to accelerate nutrition improvement adopted from the *Scaling Up-Nutrition Movement (SUN)* Movement. The global goal of the SUN Movement is to reduce nutritional problems in the first 1000 days of a child's life, starting from early

pregnancy until the child is 2 years old. The foundation of this movement is the *Peraturan Presiden (Perpres) Nomor 42 Tahun 2013* concerning the National Movement for the Acceleration of Nutrition Improvement. The period of the first 1000 days is often referred to as the golden period because during the fetal period until the child is two years old, a very fast, massive, permanent growth and development process occurs and is not found in other age groups. Therefore, in terms of fulfilling nutritional intake in the first 1000 days of a child's life, this is very important to fulfill. If in this age range children get optimal nutritional intake, then things related to a decrease in nutritional status can be prevented from the start (Rahayu et al, 2018).

To achieve accelerated nutrition improvement, support that includes cross-sectoral support is needed. In this case, the contribution from the health sector only contributed 30% of the program's success, while the rest, namely the non-health sector, contributed much more, namely 70%. In order to achieve the 1000 HPK movement as an effort to overcome nutritional problems, specific and sensitive nutrition interventions are needed. Specific nutrition interventions are carried out by the health sector. Meanwhile, sensitive nutrition interventions are carried out by the non-health sector. (Rahayu et al, 2018). The 1000 HPK movement emphasizes the importance of partnerships with various parties or stakeholders involved in overcoming nutritional problems. The First 1000 Days of Life Program is not only the responsibility and carried out by the government, but also involves various stakeholders consisting of ministries and institutions, the business world, international development partners, social institutions, and is supported by professional organizations, universities, and the media.

C. METHOD

This study discusses the program of the *1000 Hari Pertama Kehidupan* as an Effort to Emphasize the Percentage of Malnutrition in Bangkalan Madura Regency in terms of problem characteristics, policy characteristics, and policy environment. The researcher uses a qualitative method with a descriptive type because it is in accordance with the research objectives, namely to identify and describe the implementation process of the *1000 Hari Pertama Kehidupan* program as an Effort to Emphasize the Percentage of Malnutrition in Bangkalan Madura Regency. The qualitative research method was chosen because this research requires depth so that in its implementation 'soft data' can be obtained, by relying on the principles of social science, namely interpretive and critical, and speaking in the language of "cases and contexts" as well as cultural meanings (Neuman, 2013).

The type of research used in this research is descriptive. This type of descriptive research was chosen because it seeks to describe the phenomena that occur in detail and completely in accordance with the existing empirical phenomena. According to Cresswell (2018) descriptive research is a research method that seeks to explore and understand the meaning that a number of individuals or groups of people ascribe to social and humanitarian problems.

D. RESULTS AND DISCUSSION
Problem Characteristics

In the case of the implementation of the *1000 Hari Pertama Kehidupan* program, problems related to the economy and education are the root causes of the underlying problems. Economic problems marked by the weak economic level of the community and a large number of people in the poor category are obstacles to the implementation of the *1000 Hari Pertama Kehidupan* program. This is because economic problems bring other derivative problems below them. In addition, low education also has serious implications in hindering the implementation of the *1000 Hari Pertama Kehidupan* program in order to reduce malnutrition rates in Bangkalan Regency. Low education affects the understanding and literacy of the community to be weak. This condition is then exacerbated by the culture of the surrounding community which also hinders program implementation.

1. The Technical Difficulty of the Problem

The level of the technical difficulty of the problems in the implementation of the *1000 Hari Pertama Kehidupan* program to suppress cases of malnutrition in Bangkalan is quite complex. This is due to the implementor/implementer of the program. The data found that there were still problems of horizontal coordination between OPDs. Horizontal coordination problems occur because there are still problems from the OPD sectoral sector due to coordination factors. Furthermore, technical difficulties are obtained due to coordination problems that are hampered because the ability of cadres to access social media is still limited.

In addition, technical difficulties were also caused by problems related to the support of village officials for program interventions. There are data findings that state that there is no full support from village officials, especially those in the interior of Bangkalan Regency for community data updates. This is clearly a problem related to the coordination and responsibility of the apparatus because the behavior caused by the village apparatus can harm the community and hinder the implementation of the intervention

2. Diversity of Target Group Behavior

In the *1000 Hari Pertama Kehidupan* program in order to reduce the number of malnutrition in Bangkalan Regency, the results of community behavior still need to be addressed. This is evidenced by the lack of public understanding of the importance of the *1000 Hari Pertama Kehidupan* program, especially in rural or remote areas. In addition, rural or remote areas have a low economic level so that even though people know the importance of the *1000 Hari Pertama Kehidupan* program, they ignore the fulfillment of children's nutrition because they are constrained by weak purchasing power. This lack of public understanding causes people's behavior towards the importance of the first 1000 days of a child's life to become less aware and this if continued can be a disaster for the growth and development of the baby they care for.

Low public understanding related to the importance of the First 1000 Days of Life causes wrong public behavior, especially related to feeding patterns in children. Inappropriate community behavior is not only in terms of consumption and feeding patterns. But there is also a community culture related to health. In

addition, the wrong behavior of the community also occurs in the culture of early marriage which is still developing in the midst of the Madurese community, including in Bangkalan Regency. The culture of early marriage in the Madurese community is caused because there is a public belief that refusing the arrival of a mate is pamali. In 2016-2019 cases of divorce and lawsuits in Bangkalan Regency tended to increase. On average, the phenomenon of divorce and litigation cases is motivated by the maturity factor of the age of marriage. The existence of this phenomenon will certainly affect the intervention of the *1000 Hari Pertama Kehidupan* program for parents who have babies because if a divorce occurs, the mother of the child will inevitably have to go to work to meet economic needs. Thus, parenting is given to grandmothers. Meanwhile, grandparents themselves do not have adequate knowledge to provide proper parenting to babies, especially the importance of the *1000 Hari Pertama Kehidupan* program.

Apart from cultural factors, the wrong behavior of the community is also evidenced by the tendency to defecate into the river due to the unavailability of MCK. Data findings indicate that there are still people in Bangkalan Regency who do not have access to their own defecation facilities. This will clearly affect nutrition sensitive interventions in the implementation of the *1000 Hari Pertama Kehidupan* program. Because poor sanitation and clean water will affect people's health, especially if the water used is also consumed for daily drinking needs.

3. Percentage of Target Group to Total Population

The *1000 Hari Pertama Kehidupan* Program to reduce malnutrition is a program that involves many DPOs. This is because malnutrition is a multidimensional problem. The interventions provided are not only in terms of health (specific) but also non-health (sensitive). Each OPD that carries out the intervention also has a different target. The Bangkalan District Health Office, for example, in specific nutrition interventions, targets all communities. The same thing also comes from the Bangkalan District Social Service which has a program namely community data collection into integrated social welfare data. As for what is recorded is all the people, then the existing data is inputted to the central government to then be used as a reference in receiving assistance/incentives. Furthermore, there is the Department of Public Housing and Settlement Areas of Bangkalan Regency, which in the success of the 1000 HPK program has activities to provide and develop sanitation and clean water for slum villages. The target of this intervention is all communities in need.

Different things came from the Bangkalan District Education Office, which carried out sensitive nutrition interventions in the form of socialization and training for the *1000 Hari Pertama Kehidupan* program, not in direct contact with the community as a whole, but with 5 representatives from each sub-district including village midwives, village heads, 1 PAUD institution, 1 SD institution, and 1 from community education as a representative for then the hope can be conveyed to the community in certain events in the village. The same thing was done by the Office of Family Planning, Women's Empowerment, and Child Protection in Bangkalan Regency which has outreach activities on the importance of the first thousand days of life targeting cadres, youth group members from PIK-Remaja and BKR (Bina Keluarga Remaja).

4. Behavior Change Required by Target Group

The changes in the behavior of the target group that is needed mainly from sensitive nutrition interventions in the form of socialization and training are a follow-up to the socialization carried out by several OPDs about the importance of the *1000 Hari Pertama Kehidupan* program, such as the community being diligent in checking their pregnancy and participating in activities organized by the posyandu, and there is a public trust to entrust their children to children's education parks. In addition, the expected behavior change is the public's understanding of parenting and nutritional fulfillment so that public trust in the prohibition of eating certain foods that are not based on medical science (myths about food) can be eliminated. In addition, early marriage can be suppressed.

Meanwhile, from specific nutrition interventions, the expected behavior change is that people pay more attention to nutrition during pregnancy and children aged 2 years. The Health Office itself has provided facilities in the form of providing medicines to meet the needs of 1000 HPK children such as giving worming tablets, blood boosting capsules, etc. Because so far, people tend to underestimate the need for vitamins and nutrition despite economic problems and low purchasing power.

Policy Characteristics

The high urgency of the problem of malnutrition in Bangkalan Regency is the main factor in the implementation of the 1000 Hari Pertama Kehidupan program. So far, the *Peraturan Presiden Nomor 42 Tahun 2013* has been able to support the process of implementing the *1000 Hari Pertama Kehidupan* program to reduce malnutrition rates in Bangkalan Regency which is realized by setting a clear and consistent set of goals, combining a strong theory that links behavior change with these goals, and then arrange the implementation process in a way that is conducive to getting the behavior change, then the possibility of achieving the policy objectives will be achieved.

1. Validity of the Causal Theory Underlying Policy

The implementation of the *1000 Hari Pertama Kehidupan* program in Bangkalan Regency is carried out because it refers to the *Peraturan Presiden Nomor 42 Tahun 2013* concerning the National Movement for the Acceleration of Nutrition Improvement. The background of the establishment of the *Peraturan Presiden Nomor 42 Tahun 2013* itself is: a. Whereas to increase healthy, intelligent and productive human resources is a global commitment and a very valuable asset for the Indonesian nation and state; b. that in order to realize healthy, intelligent, and productive Indonesian human resources, optimal nutritional status is required, by means of continuous improvement of nutrition; c. that the government is responsible for increasing public knowledge and awareness of the importance of nutrition and its effect on improving nutritional status. In addition, the national movement to accelerate nutrition improvement in the form of implementing the first 1000 Days of Life must also be held in each region in Indonesia. This is in accordance with the mandate of the *pasal 15 Peraturan Presiden Nomor 42 Tahun 2013 ayat (1)* which reads "Local governments carry out the National Movement for the Acceleration of Nutrition Improvement in their respective regions by referring to the plans and work programs prepared by the

Task Force. And paragraph (2) which reads: "In implementing the National Movement for the Acceleration of Nutrition Improvement as referred to in ayat (1), the Regional Government may cooperate with the Government, universities, professional organizations, community organizations, religious organizations, non-governmental organizations, mass media, entrepreneurs, and community members.

The *1000 Hari Pertama Kehidupan* program is carried out through 2 activities, namely specific nutrition interventions and sensitive nutrition interventions. Furthermore, the urgency of the *1000 Hari Pertama Kehidupan* program is also very high. This is because the lack of nutrition in the first thousand days of a child's life can trigger the occurrence of malnutrition. In addition, the urgency of fulfilling nutrition in the first thousand days of this child also has a greater effect because it is related to the fate of the quality of human resources as the nation's next generation. However, the implementation of the *1000 Hari Pertama Kehidupan* program in Bangkalan Regency is still not optimal. This is due to the behavior of the target group that still does not support the implementation of the program. The behavior of the community that does not support the program's implementation objectives is related to culture and belief in local myths. In addition, the existence of economic factors and low education also hinder the objectives of program implementation.

2. Clear Policy Objectives

The implementation of the *1000 Hari Pertama Kehidupan* program to reduce malnutrition rates in Bangkalan Regency refers to the *Peraturan Presiden Nomor 42 Tahun 2013* concerning the National Movement for the Acceleration of Nutrition Improvement. Based on the *Peraturan Presiden Nomor 42 Tahun 2013*, the purpose of the National Movement for the Acceleration of Nutrition Improvement is divided into 2, namely general goals and specific objectives which are further explained in chapter 2, precisely in paragraph (1) which reads: Nutrition is intended to accelerate the improvement of priority community nutrition in the first thousand days of life". Next is paragraph (2) which reads the specific objectives of the National Movement for the Acceleration of Nutrition Improvement are: a. increase the commitment of stakeholders to provide protection and fulfillment of community nutrition; b. improve the ability to manage nutrition programs, particularly inter-sectoral coordination to accelerate nutrition improvement targets; and c. strengthen the implementation of direct and indirect nutrition program concepts. So this national movement to accelerate nutrition improvement is realized through the fulfillment of nutrition in the first thousand days of life.

Furthermore, based on the guidebook for planning the national movement for the acceleration of nutrition improvement in the first 1000 days of life (the *1000 Hari Pertama Kehidupan*/HPK movement) compiled by the Ministry of People's Welfare, the *1000 Hari Pertama Kehidupan* Program has the goal of reducing nutritional problems by focusing on the first 1000 days of life. (270 days during pregnancy and 730 days from birth to 2 years of age) for pregnant women, breastfeeding mothers and children aged 0-23 months. In Bangkalan Regency, the *1000 Hari Pertama Kehidupan* program was chosen to reduce malnutrition rates

because cases of malnutrition in Bangkalan Regency are very worrying (bangkalankab.go.id).

Today, the policy objectives in implementing the *1000 Hari Pertama Kehidupan* program in Bangkalan Regency are clear and can be applied by the implementor. However, the expected policy objectives have not been optimally achieved. This is because the percentage of malnutrition in Bangkalan Regency is still fluctuating and although it has decreased, Bangkalan Regency is still the region that contributes the highest percentage of malnutrition in East Java in 2018. The expected policy objectives are not yet optimal due to several factors. Among them are economic and educational factors. A weak economy causes people's purchasing power to be limited to basic needs. Not to mention the culture that develops in the community that does not support program implementation. In addition, low public education also hinders program implementation because it causes literacy and public understanding of the fulfillment of child nutrition to be weak.

3. Financial Resources Available for Implementing Agencies

In the implementation of the *1000 Hari Pertama Kehidupan* program to reduce malnutrition rates in Bangkalan Regency, the financial resources available to implementing agencies still need to be optimized. This is because there are still OPDs who lack funds in implementing the program. The *1000 Hari Pertama Kehidupan* program itself involves many DPOs, where each DPO involved has a different budget that is tailored to the needs and priorities of the program. In addition, each OPD involved in the success of the *1000 Hari Pertama Kehidupan* program also has a different budget injection according to which ministry or donor agency has links and interests with the OPD involved.

The Bangkalan District Education Office is the implementer of sensitive nutrition interventions in the *1000 Hari Pertama Kehidupan* program. In carrying out its activities, the Bangkalan Regency Education Office received funds from the Directorate of Family Education Development of the Ministry of Education as much as Rp. 53 million to carry out the program. So far, the budget obtained has been sufficient to finance the implementation of activities because the Bangkalan District Education Office has already planned the number of funds needed before executing the program.

Different things happened to the Ministry of Religion of Bangkalan Regency wherein implementing the program did not have adequate funds so that the implementation of the program had not been optimally implemented. The Ministry of Religion of Bangkalan Regency currently only receives aid funds provided by the Health Office through the collaboration of the Bangkalan District Health Office with the Indonesian Mosque Council. The same thing was also experienced by the Office of Family Planning, Women's Empowerment, and Child Protection in Bangkalan Regency where the availability of financial resources/funds obtained from the APBN and APBD was still minimal so that the impact on the fulfillment of socialization facilities/media was less than optimal. In addition, the existence of limited funds also causes the socialization of programs carried out by the Office of Family Planning, Women's Empowerment, and Child Protection in Bangkalan Regency has not been evenly distributed in all regions.

The same thing was also found in the Bangkalan District Health Office which received funds from the regional/APBD (DAU) and APBN/central (DAK) where limited funds meant that not all regions received optimal program interventions.

4. Hierarchical Integration Level within and Between Implementing Agencies

In the *1000 Hari Pertama Kehidupan* program to reduce malnutrition rates in Bangkalan Regency, it was found that the results of hierarchical integration/coordination that existed between implementors who played a role in it were still not running optimally. This is because there are still coordination problems both vertically and horizontally. Horizontal coordination problems are caused because there are still problems from the OPD sectoral sector which are caused by coordination factors so that it interferes with the implementation of the main tasks of the OPD involved/overlapping. Meanwhile, the problem of vertical coordination is due to the limitations of cadres in accessing information communication technology/ICT or smartphones, making coordination difficult. Then there are also findings which state that there is no full support for community data updates carried out by village officials, especially those in remote areas.

5. Implementing Agency Decision Rules

In the implementation of the *1000 Hari Pertama Kehidupan* program in order to reduce malnutrition rates in Bangkalan Regency, the Bangkalan Regency Government usually has binding regulations to increase stakeholder participation in various implementation experiences. This is also one of the components in program monitoring and evaluation indicators where there is a written commitment to join the Global 1000 HPK movement, the formation of the 1000 HPK task force, the effective functioning of the 1000 HPK movement task force, and the achievement of high-level political commitment to the 1000 HPK movement. HPK is one of the assessment indicators in an effort to increase stakeholder participation in various implementation experiences. However, the reality on the ground is that the Bangkalan Regency Government still does not have binding decision rules between OPDs in it. In essence, so far the OPDs involved in the 1000 Hari Pertama Kehidupan program have implemented the program only based on technical guidelines (juknis) and work plans made by each OPD.

6. Assignment to Implementing Officers Committed to Policy Objectives

In the *1000 Hari Pertama Kehidupan* program to reduce malnutrition rates in Bangkalan Regency, data shows that the commitments of the OPD have been going quite well. This is evidenced by the provision of socialization about the importance of the *1000 Hari Pertama Kehidupan* program by the Education Office of Bangkalan Regency which has been massively and routinely carried out every year. In addition, the Bangkalan District Health Office has also made a high commitment, which has implemented massive program interventions from the province to the district, considering that the *1000 Hari Pertama Kehidupan* program is a priority from the central government.

Not only that, the high commitment was also realized by the Bangkalan Regency Family Planning, Women's Empowerment, and Child Protection Office which conducted socialization about 1000 HPK targeting teenagers to parents

despite constraints regarding limited financial resources that affected program implementation. The Food Security Agency is also committed to ensuring quality and safety at the individual level, as well as inviting creative communities to be able to cultivate land so as to improve community food security.

7. Formal Access By Outside Parties

In the implementation of the *1000 Hari Pertama Kehidupan* program to reduce malnutrition rates in Bangkalan Regency, formal access by external parties involves the community to provide intervention proposals. The granting of this access is realized through musrenbang (village development planning deliberation). In the Musrenbang event, the community is given access to propose areas that need development, especially development of access to sanitation and clean water, which are the main needs of the community. In addition to hearing development aspirations through community participation in village musrenbang moments, the community is also involved in the program implementation process, namely the construction of MCK.

Policy Environment

1. Socio-Economic Conditions of Society and Level of Technological Progress

In the people of Bangkalan Regency, the economy of the surrounding community can be said to be still low. This low community economy affects the purchasing power of the people who are weak towards basic needs as a supporting element in meeting the body's nutrient needs in the first 1000 days of a child's life. The low economy is evidenced by a large number of poor people in Bangkalan Regency, which is above the average percentage of poor people in East Java.

In addition to the weak economy, other findings in the field state that the level of public education is also still low. Low public education is indicated by the School Participation Rate (APS) of the community which is dominated by the age group of 7-12 years and 13-15 years in 2018, where the two age groups are Elementary School (SD) and Junior High School (SMP) education groups.)/equal. This low education is clearly a difficulty and obstacle in program implementation because low education can affect literacy and community behavior. This causes serious problems because people are not aware of the problem of malnutrition, its symptoms, prevention efforts, and how to handle if there are babies who suffer from malnutrition. In addition, low education causes difficulties for implementers in providing program interventions that are public education. This is because the public's grasp of information that is considered new is still limited.

The existence of low education also causes other problems that are more widespread, one of which is early marriage. Low education in the community causes the level of community literacy to be less, one of which is literacy about planning in a family. Planning in a family (KB) is understood as a means of contraception only, even though it is broader than that. In addition to low education, early marriage is also caused by the culture of the surrounding community who considers pamali to refuse the arrival of a mate even though they are not mature enough and ready in terms of age and mentality. Therefore, there is a tendency for parents to give their children even since junior high school.

The culture of the people in Bangkalan Regency that is less supportive of the intervention of the *1000 Hari Pertama Kehidupan* program is related to consumption patterns and misguided feeding of children. This is evidenced by certain myths related to certain types of food that are taboo. For example, it is forbidden to feed fish and grapes to children because they can cause convulsions, etc. This is a misunderstanding. Because fish and grapes are good sources of animal protein and vitamins and can build resilience and intelligence in children. In addition to taboo eating fish and wine, feeding patterns to babies are also misguided. Some parents of babies in Bangkalan Regency provide complementary foods for breast milk (MP-ASI) at the age of the baby before 6 months. Even though this is very dangerous because babies before the age of 6 months can only consume breast milk exclusively because their digestion is not yet fully developed.

The culture that develops in the community of Bangkalan Regency is not only in terms of consumption and feeding patterns. But there is also a community culture related to health. This is motivated by the large number of poor people who experience limitations in accessing health, causing people to have a tendency to check themselves and their sick family members to traditional healers rather than to medical treatment services at health institutions/hospitals. This is certainly dangerous if the treatment provided by the shaman violates medical rules or commits malpractice, especially if it relates to the handling of nutritional problems in under-fives or toddlers where the group is vulnerable to illness.

The people of Bangkalan Regency also have a certain symbol that reads "Bhuppa Bhubbu Ghuru Rato". Bhuppa Bhubbu Ghuru Rato is a symbol of hierarchical obedience by the Madurese community. Madurese people must obey first to father and mother, then to teacher figures such as religious leaders (kyai) and community leaders, and third to rato or bureaucratic leaders. This symbol of the hierarchy of obedience in the Bangkalan Madura community clearly has an influence on the implementation of the *1000 Hari Pertama Kehidupan* program. Where if the program launched by the government is approved by religious leaders and local community leaders, the community's compliance with program implementation will also be better.

2. Mass Media Attention towards Problems

In its development, the mass media's attention to cases of malnutrition and the *1000 Hari Pertama Kehidupan* program has been quite good. This can be seen from the number of mass media that have given attention and news related to the development of cases of malnutrition and the *1000 Hari Pertama Kehidupan* program in Bangkalan Regency, ranging from private media to media for official publications of the local government. The optimal attention of the mass media to the problem is evident from the example of the news carried out by Kompas Madura which informed that the Bangkalan Government still has social problems, namely the problem of malnutrition.

The same thing was also reported by the East Java Regional News mass media which stated that the prevalence of malnutrition in Bangkalan was still relatively high, especially for children and toddlers. Other media stated that the problem of malnutrition is not only caused by the food consumed. But also other

factors related to public education and literacy. Even the official website of the Bangkalan Regency Government reports about malnutrition along with data on the causes behind it. Not only that, the Bangkalan Regency Government also mentions on its website that in dealing with cases of malnutrition in Bangkalan Regency, efforts have been made to implement the *1000 Hari Pertama Kehidupan* program by involving many actors in it.

3. Public Support for a Policy

In the implementation of the *1000 Hari Pertama Kehidupan* program to suppress cases of malnutrition in Bangkalan Regency, various public supports were obtained. Generally, public support is obtained because the intervention provided provides incentives. For example, there is good support in terms of program implementation carried out by the Department of Public Housing and Settlement Areas of Bangkalan Regency which is realized by the community working together in building MCK and access to clean water. In addition, good public support was also obtained from the program carried out by the Bangkalan District Social Service, where the community began to be willing and enthusiastic to be recorded because the data would later be used to assess which communities were entitled to receive program interventions. The Department of Social Affairs itself in its implementation carries out sensitive nutrition interventions by providing incentives to the community.

Meanwhile, the lack of public support was found from disincentive program interventions. The low support and enthusiasm of the community are due to the low level of public understanding and this is related to the condition of public education in Bangkalan Regency which is also still low. This is evidenced by the enthusiasm and behavior of the people who tend to get bored quickly, and do not really implement the suggestions given by the implementor. In addition, the absence of community support is evidenced by the pattern of community behavior, namely there is still a tendency for parents to marry off their children in conditions that can be said to be not ready.

4. Level of Commitment and Skills of Apparatus and Implementors

The implementation of the *1000 Hari Pertama Kehidupan* program to reduce cases of malnutrition in Bangkalan Regency shows that so far the commitment and skills possessed by the OPD have been running quite well. This is evidenced by the routine socialization carried out by the Bangkalan District Education Office by bringing in representatives from each region. In addition, a high commitment was also realized by the Office of Family Planning, Women's Empowerment, and Child Protection in Bangkalan Regency by continuing to provide socialization about 1000 HPK targeting teenagers to parents even though there were limited funds so that the intervention was carried out in stages. In addition, the Office of Family Planning, Women's Empowerment, and Child Protection in Bangkalan Regency also has sufficient skills and creativity to attract public enthusiasm to pay attention to the intervention content. This is evidenced by the management of the socialization program intervention which is packaged with the snake and ladder game method so that the people who attend do not get bored quickly. The same thing was also done by the Food Security Service, which

in terms of DKP's sensitive nutrition intervention ensures that the food security of the community has been adequately fulfilled.

E. CONCLUSION

This article discusses the *1000 Hari Pertama Kehidupan* Program as an effort to suppress the percentage of malnutrition in Bangkalan Madura Regency in terms of problem characteristics, policy characteristics, and policy environment using the theory of policy implementation by Mazmanian and Sabatier (1980). The results of the study show that the *1000 Hari Pertama Kehidupan* program in order to reduce the percentage of malnutrition in Bangkalan Regency in terms of problem characteristics, policy characteristics, and policy environment is still not optimal. This is because in terms of the characteristics of the problem there are still obstacles to program implementation, namely problems in implementing the *1000 Hari Pertama Kehidupan* Program which have a high level of technical difficulty, besides that there are also problems related to the behavior of the target group that is still wrong. In terms of policy characteristics, there are several things that hinder the success of the *1000 Hari Pertama Kehidupan* Program in order to reduce the percentage of malnutrition in Bangkalan Regency, namely in terms of program objectives that have not been optimally achieved, limited financial resources, coordination between implementors has not been optimal. , and the Bangkalan Regency Government itself does not yet have binding decision rules between OPDs. In terms of the policy environment, there are several things that hinder the success of program implementation, namely social, economic, and technological conditions that have not supported program implementation, and public support that has not been optimal.

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