



Available online at

<http://journal.pusbindiklatren.bappenas.go.id/>

## Research Paper

# Applying Strategic Change Cycle to Stunting Reduction: A Case Study from Tana Tidung Regency Indonesia

Silva Tika Hindarfergia<sup>1\*</sup>, Wike<sup>2</sup> and Farida Nurani<sup>3</sup>

<sup>1</sup>Master's Program in Public Administration, Brawijaya University, Indonesia

<sup>2,3</sup>Faculty of Administrative Science, Brawijaya University, Indonesia

\*Correspondence author: [silvathf@student.ub.ac.id](mailto:silvathf@student.ub.ac.id)

## Abstract

Tana Tidung Regency experienced an unusual stunting trend, rising from 22.8 percent (2021) to 30.7 percent (2022), then dropping sharply to 15.1 percent (2023), the fastest decline in North Kalimantan. This study analyzes the strategic planning process of the Health Office using the Strategy Change Cycle model. A qualitative approach was employed, utilizing purposive sampling and interactive model data analysis, with data sourced from informants, documents, and activities. The results show that the significant achievement was driven by leadership commitment, cross-sector collaboration, and local innovations. However, challenges remain, including weak integration of stunting issues into strategic documents, limited resources, and the absence of clear performance indicators and a dedicated Regional Action Plan. The study concludes that adaptive strategies tailored to local contexts can effectively accelerate stunting reduction, even in resource-constrained areas. These findings contribute to the literature on strategic planning in local governments and support the achievement of SDG 2 and SDG 3.

**Keywords:** strategic planning; stunting; strategy change cycle.

### ARTICLE INFO

Received: February 14, 2025

Received in revised form: May 19, 2025

Accepted: August 31, 2025

doi: [10.46456/jisdep.v6i2.723](https://doi.org/10.46456/jisdep.v6i2.723)



This is an open access article under the CC BY-SA license

© Hindarfergia et al (2025)

### THE JOURNAL OF INDONESIA SUSTAINABLE DEVELOPMENT PLANNING

Published by Centre for Planners' Development, Education, and Training (Pusbindiklatren), Ministry of National Development Planning/National Development Planning Agency (Bappenas), Republic of Indonesia

Address: Jalan Proklamasi 70, Central Jakarta, Indonesia 10320

Phone: +62 21 31928280/31928285

Fax: +62 21 31928281

E-mail:

[journal.pusbindiklatren@bappenas.go.id](mailto:journal.pusbindiklatren@bappenas.go.id)

Supported by Indonesian Development Planners Association (PPPI)

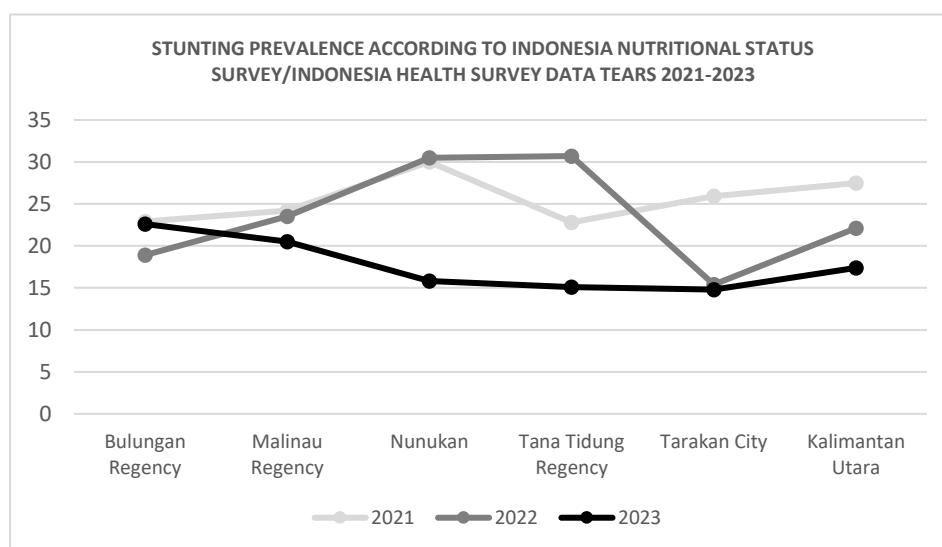
### Please cite this article in APA Style as:

Hindarfergia, S. T., Wike, W., & Nurani, F. (2025). Applying strategic change cycle to stunting reduction: A case study from Tana Tidung Regency, Indonesia. *The Journal of Indonesia Sustainable Development Planning*, Vol 6(2), 254-267. <https://doi.org/10.46456/jisdep.v6i2.723>

## 1. Introduction

Stunting is one of the global health problems that has long-term impacts on human resource quality, including disturbances in children's physical and cognitive development. According to WHO, stunting is a disorder of child growth and development due to chronic malnutrition and recurrent infections, characterized by length or height below standards (Deviana, 2023). This issue has become a serious concern at both international and national levels, as reflected in the Sustainable Development Goals which target ending all forms of malnutrition, including stunting, by 2030. In its development, the government has targeted the national stunting prevalence to become 14 percent by 2024 as part of sustainable human development.

In Indonesia, North Kalimantan Province also faces challenges in accelerating stunting reduction. One of the regencies in North Kalimantan that has shown significant achievement is Tana Tidung Regency.



**Figure 1.** Stunting Prevalence in Regencies/Cities of North Kalimantan and National Level

Source: Author's processing of Indonesia Nutritional Status Survey/Indonesia Health Survey Data 2021-2023

Figure 1 shows that the regencies and cities in North Kalimantan have varying stunting prevalence rates. Tarakan City has the lowest stunting prevalence in North Kalimantan in 2023, however, the highest achievement in stunting reduction between 2022 and 2023 was actually accomplished by Tana Tidung Regency at 15.6%. This achievement makes Tana Tidung Regency the area with the fastest reduction in North Kalimantan. In 2021, Tana Tidung had the lowest stunting prevalence in North Kalimantan. In 2022, the stunting prevalence jumped up to become the highest in North Kalimantan. In 2023, this regency's stunting reduction achievement gained attention as it had the fastest reduction rate in North Kalimantan, although it was not the lowest stunting prevalence. This phenomenon has become an important highlight worth examining as it reflects the complexity of challenges as well as the effectiveness of policies and programs implemented in efforts to accelerate stunting reduction, even though Tana Tidung is a newly established regency with initially limited conditions. This Regency is a division from Bulungan Regency in North Kalimantan, consisting of 5 sub districts and 32 villages. With a fairly extensive area of 4,058.70 km<sup>2</sup>, this regency has health facilities comprising 1 government hospital, 5 community health centers, 36 integrated health posts, and 16 other health services. In 2021, Tana Tidung was designated as one of the stunting reduction loci among 154 regencies/cities in the expansion of stunting reduction focus locations in Indonesia according to the Decree of the Minister of National Development Planning/Head of the National Development Planning Agency Number 10 of 2021 concerning the Establishment of Expansion of Regency/City Focus Locations for Integrated Stunting Reduction Intervention in 2022.

This phenomenon underscores the importance of proper planning processes. Strategic planning enables organizations to translate broad objectives into specific actions and resource requirements, thereby enhancing overall effectiveness (Johnsen, 2016). Evidence from Peru demonstrates that well-implemented planning successfully reduced stunting prevalence from 31,3 percent in 2000 to 13,1

percent in 2016 (Huicho, et al., 2020). Similarly, a study in Ethiopia confirmed that a multisectoral planning approach can accelerate stunting reduction (Baye & Hirnoven, 2020). In line with this, Bryson's (2011) Strategy Change Cycle has proven effective for public organizations in clarifying what needs to be done and why, thus allowing planning to become more targeted and adaptive. At the global level, the First 1,000 Days of Life has become the cornerstone of stunting interventions, adopted through the Scaling Up Nutrition (SUN) Movement under the coordination of the UN Secretary General. Required interventions include nutrition specific actions carried out by the health sector such as the provision of vitamins and supplementary food as well as nutrition-sensitive interventions undertaken by non-health sectors, including the provision of clean water, food security, health insurance, and poverty alleviation (Roscha & Putri, 2013). In Indonesia, however, research on stunting has predominantly focused on public health aspects, such as risk factors in parenting practices (Rahmawati, et al., 2020) and the impact of nutrition education interventions (Karra, et al., 2021). By contrast, studies examining how strategic planning processes are applied by local governments in formulating and implementing stunting reduction policies remain limited. Yet the effectiveness of interventions largely depends on the quality of situation analysis, strategy formulation, and cross-sectoral coordination at the local level.

Bhutta, et al., (2020) highlights the importance of situation analysis in planning. This framework becomes increasingly relevant when linked to the fluctuating prevalence of stunting in Tana Tidung, which illustrates the complexity of challenges where a sharp increase in 2022 was followed by the fastest decline in 2023. This pattern suggests that the situation analysis was not fully optimal, leading to suboptimal activity planning in terms of coverage and stunting interventions. To analyze this phenomenon, this study employs the Strategy Change Cycle model, as it aligns with the characteristics of public organizations multistakeholder, accountable, and oriented toward public value. These characteristics are consistent with stunting reduction efforts, which require cross-sectoral coordination and stakeholder engagement. Compared to other models, Bryson's approach is more comprehensive as it encompasses the full range of stages, from mandate identification, stakeholder involvement, and internal external context analysis to strategy evaluation and adjustment.

The empirical conditions in Tana Tidung further reinforce the relevance of this framework, as the weight measurement data from August 2022 indicated an average of eight stunted children per village, reaching 12.98 percent, with 76 families at risk. This reflects the considerable challenges related to nutrition and stunting risk at the household level. Strategic planning by the District Health Office thus becomes a critical component in supporting the success of stunting reduction efforts, given that the effectiveness of interventions depends on well-directed, data-driven, and cross-sectoral planning. However, the process faces several constraints, including limited health infrastructure, an insufficient number of medical personnel, and low community awareness in utilizing available health services.

Despite national mandates and achievements, regional strategic planning lacks theoretical rigor and proper documentation. Tana Tidung demonstrates this paradox: dramatic stunting reduction despite poorly structured formal planning. This research aims to analyze strategic planning for accelerating stunting reduction in Tana Tidung Regency through Strategy Change Cycle model, focusing on integration within planning documents, stakeholder engagement, and implementation consistency. This research is theoretically significant as it examines the application of the Strategy Change Cycle in a local context, policy-wise as it provides input for the implementation of Presidential Regulation of the Republic of Indonesia Number 72 of 2021, and practically as it offers an adaptive and applicable strategic planning model for regions with similar conditions to Tana Tidung. This case study demonstrates that an appropriate strategic approach can accelerate stunting reduction even in resource-limited areas, thereby serving as a national learning opportunity. These findings also strengthen the relevance of Strategy Change Cycle theory in local contexts and support the measurable achievement of SDG 2 (Zero Hunger) and SDG 3 (Good Health and Well Being).

## 2. Methods

This qualitative research analyzes organizational behavior and strategic planning for stunting reduction in natural settings, producing descriptive rather than quantitative data. Located in Tana Tidung, data was collected from December 2024 to March 2025 with primary data in the form of semi-structured interview results lasting an average of 30 to 40 minutes using interview guidelines and secondary data in the form of 10 documents, or memos from 3 observation activities. There were 7 informants, selected

through purposive sampling based on the consideration of competent sources according to their roles, duties, and responsibilities related to strategic planning, namely informants from the Health Department are the Head of Department, Secretary, Head of Program Development and Finance Sub-Division, Head of Health Resources Division, and Head of Public Health Division. From the Regional Development Planning, Research and Development Agency are the Young Planner Functional Position and Technical Policy Reviewer. Data analysis uses an interactive model starting from data condensation, data presentation, and drawing conclusions/verification conducted continuously during the research until data saturation is reached, which is the absence of new codes after the last interview. Data analysis was conducted referring to the 10 steps of the Strategy Change Cycle by [Bryson \(2011\)](#) as a reference to identify findings at each planning stage to group and answer the research objectives, namely examining strategic planning for stunting reduction acceleration through the Strategy Change Cycle model.

Regarding Tables 1, 2, and 3, these are the results of the author's analysis compiled based on interview results, documentation, and observation notes during the research. From the interviews were strengthened through triangulation. Tables 1 and 2 refer to informant perceptions and formal document searches. Meanwhile, Table 3 refers to field findings, interviews, and observations which were then classified in SWOC.

### 3. Results and Discussions

#### 3.1. Vision of Success

Strategic planning in Tana Tidung originates from the Health Department using a success vision approach as the initial step. Stunting does not stand alone but is integrated into the success vision that refers to the vision of the elected Regional Head, which is "The Realization of Tana Tidung that is Dignified, Prosperous, Beautiful and Humanistic." Through the flagship programs of Healthy KTT and Smart KTT, with a focus on improving the quality of Human Resources. The Head of the Health Department stated:

"Tana Tidung Regency's flagship programs, Healthy Tana Tidung and Smart Tana Tidung, aim to improve the quality of Human Resources as a long-term investment that demands patience and consistency to achieve optimal outcomes." (Interview, March 25, 2025)

This approach is in line with [Bryson \(2011\)](#) who emphasizes the importance of a clear vision as the foundation of planning before identifying strategic issues, supported by [Nababan, et al., \(2023\)](#) who affirm that vision and mission are the main guidelines and that a mature planning process is important in achieving success. This is also consistent with [Abraheem \(2021\)](#) who in his research mentions that without a sound understanding of vision and mission, organizations may experience difficulties in achieving good performance and competing effectively. A clear and inspiring vision not only attracts stakeholder attention but also motivates employees to commit to organizational [\(Kisiangani, et al., 2024\)](#).

#### 3.2. Initial Agreement

At this stage, there are 2 main components. First, readiness assessment, the Government first evaluates readiness in handling stunting. The results of this assessment become the basis for developing strategic planning for the next five years so that health development programs can be more effective and address the health challenges faced by the community. Readiness assessment is conducted through cross-sectoral coordination and the signing of integrity facts as a form of joint commitment.

Second, plan for planning which already has a formal foundation and adequate institutional structure through Regional Regulation Number 1 of 2022 concerning Prevention and Acceleration of Stunting Reduction in the Region and Decree of the Regent of Tana Tidung Number 188.4.55/109/K-1/2023 concerning the Formation of the Tana Tidung Regency Stunting Reduction Acceleration Implementation Team. However, Tana Tidung shows that it does not yet have a specific Regional Action Plan document for stunting reduction. In this planning, the Health Department uses the Strategic Plan as a tool to direct the implementation of stunting reduction acceleration programs that adapts national strategies into the implementation of the Department's main tasks. The 2021-2026 Strategic Plan was ratified when the stunting issue had become a national priority, but specific strategies related to stunting reduction were not included, yet the planning implementation still refers to the National Action Plan for

Stunting Reduction Acceleration in Indonesia according to national policy directions that emphasize cross-sectoral involvement. Thus, stunting reduction is not only the responsibility of the Health Department but also involves related regional apparatus.

Bryson (2011) emphasizes that readiness assessment includes analysis of structural readiness, commitment of key stakeholders, resource availability, as well as the level of understanding and awareness of the urgency of the problem. Stunting began to be prioritized after increased attention from the central government and pressure from national targets following the issuance of Presidential Regulation Number 72 of 2021. As a result, the assessment tends to be reactive following national instructions rather than proactive initiatives. However, the steps taken by local government such as cross-sectoral commitment and availability of basic data show that these steps are capable of creating significant momentum for change at the local level. This is in line with Mrayyan (2019), in his findings that when all parties feel involved in the planning process, the level of acceptance of the changes to be implemented also increases, thereby reducing the risk of rejection of the plan. Hamza & Abousekken (2023) in his research also mentions that good communication in the early planning stage provides opportunities for all parties to share views and improve plans before execution begins, thereby reducing potential conflicts and errors that may occur later.

The “plan for planning” stage also includes most of the key elements as outlined by Bryson (2011), including an initial situational analysis and the identification of key actors. The formal clarity of roles is reflected in the organizational structure of the Health Office as stated in its Strategic Plan along with the division of responsibilities across its departments. This aligns with the findings of Hatmoko, et al. (2018) whose study—although not explicitly stated—indicates that stakeholders involved in the initial discussions tend to feel more responsible for the final outcomes. This is further supported by Sitaresmi, et al. (2023) who assert that involving all parties in the planning process can enhance the effectiveness of interventions. Stakeholder engagement enhances ownership and accountability in program implementation. The absence of specific stunting reduction strategies reveals gaps in strategic issue identification and prioritization. Bryson (2011) argues strategic plans must clearly articulate strategies addressing priority issues, especially those mandated by higher authorities.

### 3.3. Mandates

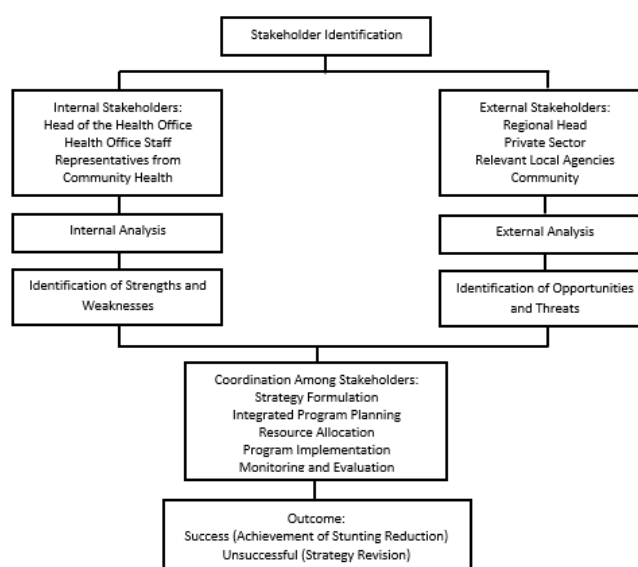
In identifying the mandate, an interesting combination was found between formal and informal mandates. The Health Department has a strong formal mandate sourced from laws and regulations, namely Law Number 17 of 2023 concerning Health, Presidential Regulation Number 72 of 2021 concerning Stunting Reduction Acceleration, to more specific regulations such as Regulation of the National Population and Family Planning Agency of the Republic of Indonesia Number 12 of 2021 concerning the National Action Plan for Stunting Rate Reduction Acceleration in Indonesia 2021-2024 and Regulation of the Regent of Tana Tidung Regency Number 1 of 2022 concerning Prevention and Stunting Reduction Acceleration in the Region. The National Medium-Term Development Plan and Regional Medium-Term Development Plan documents also serve as references. Meanwhile, the informal mandate is sourced from unwritten directives from regional leadership and commitment to national programs..

The mandate identification process is in line with the identification process stated by Bryson (2011). The combination of both mandates forms an approach that combines a top-down framework through formal mandates and an adaptive approach through informal mandates, both of which play important roles in achieving stunting reduction targets. The main requirements derived from the formal mandate are achieving the national stunting prevalence target of 14% and implementing specific interventions that are under the direct authority of the Health Department. In sensitive interventions, cross-sectoral coordination becomes an important part of policy implementation as regulated in Regulation of the Regent of Tana Tidung Regency Number 1 of 2022. This mandate directly impacts the organization in the form of strengthening cross-sectoral coordination, integration between stakeholders, and funding allocation to support activity implementation. Meanwhile, the informal mandate actually becomes the main driver of implementation that impacts flexibility in establishing activity priorities outside formal plans and the ability to take initiatives based on RAN PASTI despite not yet having RAD. This shows that informal mandates in stunting reduction such as direct leadership directives and initiatives outside formal documents are in line with Logan (2024) findings that emphasize adaptive and visionary strategic leadership contributes significantly to organizational performance improvement, as evidenced in various

sectors in Canada. This finding is also reinforced by Elliott, et al. (2019) who states that leadership support during the strategic planning phase significantly affects organizational performance. Therefore, the role of informal leadership in Tana Tidung becomes a key factor in overcoming structural limitations and driving rapid achievement of stunting reduction. Furthermore, Morrison & Misener (2021) provide insights that leaders can use strategic planning as a tool to overcome complex pressures, allocate resources effectively, and establish targeted actions to fulfill mandates and achieve long-term goals. In Tana Tidung, informal leadership bridges structural limitations and accelerates stunting reduction. Despite Strategic Plan inconsistencies in integrating stunting into objectives and indicators, the Health Department's dynamic commitment and operational adaptations enable responsive strategies that overcome formal document gaps.

### 3.4. Mission and Values

At this step, the roles and responsibilities of internal and external stakeholders who are actively involved are identified, as presented in the following figure.



**Figure 2.** Stakeholder Identification

Source: Author's Analysis, 2025

The Figure 2 illustrates a strategic framework for stunting reduction involving internal stakeholders (Head of Health Office, health office staff, community health representatives) and external stakeholders (Regional Head, private sector, relevant local agencies, community) through SWOT analysis to identify internal strengths-weaknesses and external opportunities-threats. The process continues to stakeholder coordination encompassing strategy formulation, integrated program planning, resource allocation, implementation, monitoring and evaluation, with outcomes of either successful stunting reduction or strategy revision if unsuccessful. This model emphasizes the importance of multi-stakeholder collaboration and systematic approaches with feedback mechanisms to ensure sustainable effectiveness of stunting programs.

The Head of the Tana Tidung Health Department stated in an interview:

"The planning process involves multiple stakeholders with distinct roles. While not all participate directly, all support stunting reduction, including through coordination meetings led by the Regent and Vice Regent, who also chairs the Stunting Reduction Acceleration Team. A Regent Decree formalizes this team chaired by the Vice Regent, led by the Regional Development Planning Agency, and executed primarily by the Health Department." (Interview, February 25, 2025)

The following presents an analysis of external and internal stakeholders and their influence on the Health Department's strategic planning and vice versa.



**Tabel 1.** External Stakeholder Analysis

Stakeholder	Stakeholder Types		
	Clients/Customers	Partner	Other
Regional Head		✓	
Regional Parliament		✓	
Regency Apparatus		✓	
Private sector		✓	
Community	✓	✓	
Criteria Used by Stakeholders to Assess Health Department Performance	Assessment of Health Department Performance		
	Low	Average	Good
Achievement of stunting prevalence reduction targets			✓
Implementation of specific interventions			✓
Cross-sectoral collaboration			✓

Source: Author's Analysis, 2025

From the interview and documentation results, data obtained in Table 1 shows that the community reflects a participatory health development approach, where the community is not only positioned as the object of service recipients but also as subjects who play an active role. The Regional Head, Regional House of Representatives, Regional Government apparatus, and Private Sector serve as strategic partners in health program implementation. In the table, the Health Department is assessed as having positive performance, indicating that the efforts made by the Health Department in stunting reduction show results that are recognized by stakeholders.

**Tabel 2.** Internal Stakeholder Analysis

Stakeholder Internal: Health Department			
Criteria Used to Assess Health Department Performance	Their Assessment of Health Department Performance		
	Low	Average	Good
Achievement of strategic objectives			✓
Service achievement			✓
Achievement of Minimum Service Standards			✓

Source: Author's Analysis, 2025

Table 2, which is also the result of interviews and documentation, shows that internal stakeholders give good assessments on all criteria used. This indicates that the Health Department has been assessed as successfully achieving the strategic objectives set in the work plan, achieving health service effectiveness, and is considered to have met or even exceeded the minimum service standards required. The results of this assessment show that internally, the Health Department views its performance positively and feels it has been successful in carrying out its functions and responsibilities.

Meanwhile, the mission carried by the Health Department is to improve quality human resources. The objective of this mission is to create a superior and competitive society towards Smart KTT and Healthy KTT. The goal that the Health Department wants to achieve based on the service levels and governance required to produce excellent service is to improve the degree of public health that is equitable and sustainable. The interview trend results show that the core values held in this process include internal organizational aspects (commitment, leadership), inter-institutional relationships (collaboration, trust, communication), relationships with political authorities (alignment with the Regional Head's vision and mission), and relationships with the community (community participation, innovation).

According to [Bryson \(2011\)](#), stakeholders in public and nonprofit organizations include various internal actors such as employees and leaders, as well as external actors such as citizens, service recipients, and other government institutions. This is reflected in the participatory involvement of external and internal stakeholders for cross-sectoral collaboration to achieve stunting reduction. This statement is supported by [Chimeddamba, et al. \(2015\)](#) that determining roles and responsibilities in stakeholder involvement increases clarity of actions and expectations related to strategic plans, thereby enhancing accountability. Research by [Hafer, et al. \(2024\)](#) mentions that collaboration among stakeholders drives shared understanding of various issues and potential solutions that are important in achieving common goals. This involvement results in comprehensive planning because it provides a broader view of the challenges and opportunities faced by organizations in implementing stunting reduction programs. This finding is also in line with research by [Aigwi, et al. \(2020\)](#) which states that when stakeholders are involved collaboratively during the strategic planning process, they can work together to discuss various matters, which enables the development of decisions that reflect various interests.

Stakeholder assessment criteria reveal organizational direction and priorities. The Health Department successfully balanced external responsiveness with policy relevance amid decentralization and local political dynamics. This finding confirms the perspective of [Penco, et al. \(2019\)](#) who state that mission statements often function not only as internal guidance documents but also as public communication tools, conveying organizational values and objectives to external audiences.

### 3.5. External Environment and Internal Environment

This step provides comprehensive understanding of the organization's strategic position through SWOC analysis (Strengths, Weaknesses, Opportunities, Challenges), clarifying operational conditions and situations.

First, the Health Department's strengths have internal capital, namely the existence of competent and adaptive planning human resources, who are able to use the Adoption-Imitation-Modification approach in developing programs. In addition, the utilization of information systems such as E-PPGBM which displays stunting data by name by address strengthens the accuracy of intervention target identification. The planning structure is also integrated with central policies and aligned with regional development vision. The intervention strategy used is comprehensive, based on life cycle and supported by an educational approach to changing parenting patterns.

Second, weaknesses, there are limitations that potentially hinder strategy effectiveness, including the suboptimal recording of stunting data at integrated health posts which causes data in E-PPGBM to not fully reflect real conditions in the field. In addition, documentation and administrative aspects of activities are not yet optimal because most implementing personnel focus more on technical activities rather than reporting and vice versa. A fairly fundamental weakness is the failure to consider stunting issues in formulating development steps in the Strategic Plan so that it is not explicitly included in objectives, targets, or performance indicators.

Third, opportunities, there are several external factors, namely strong support from national policies such as Presidential Regulation Number 72 of 2021 and RPJMN, as well as the availability of funding sources from DAK and BOK. In addition, there are opportunities to collaborate with academic institutions such as Brawijaya University in technical assistance. Competition for stunting achievements between regions also encourages the Health Department to continue innovating. Fourth, challenges, namely changes in national policies such as the possibility of the end of Presidential Regulation Number 72 of 2021 as well as socio-cultural factors such as early marriage and local beliefs that influence parenting patterns. In addition, uncertainty in regional budget allocation and competition between Regional Government apparatus in accessing resources. CSF are also identified from interview results, including leadership and high commitment, multisectoral collaboration, local innovation, integrated data systems, and adaptability to change.

SWOC analysis replaces SWOT for public organizations because they operate in collaborative, not competitive systems. "Challenges" better captures systemic obstacles requiring collective solutions, while "threats" implies adversarial competition inappropriate for public sector dynamics focused on adaptive collaboration rather than defensive competition.

### 3.6. Strategic Issues

Analysis of planning documents shows different positions regarding the stunting issue. In the Health Department's Strategic Plan, stunting is positioned as a strategic issue with identification of two main problems, namely low access to nutritious food and unequal access to health services including sanitation and clean water, and the stunting issue is not equipped with clear objective and target indicators in the Strategic Plan. In the Tana Tidung Regency Regional Medium-Term Development Plan, stunting does not appear as a separate strategic issue but rather as part of the policy direction in the first mission, while its implementation program is placed in the Public Health Action Plan of the Health Department.

[Bryson \(2011\)](#) states that "*alignment between strategic issues, objectives, targets, and implementation programs is a prerequisite for the success of public organizations.*" Planning document inconsistencies regarding stunting create strategic misalignment that undermines implementation



effectiveness. Without clear indicators in the Strategic Plan, organizations cannot measure progress despite stunting programs appearing in Field Action Plans. This operational ambiguity risks prevalence stagnation and national target failures, as poorly identified strategic issues generate ineffective strategies.

Despite planning gaps, leadership commitment and sustained momentum demonstrate stunting's urgency. Elevating stunting as a priority issue in future Regional Medium Term Development Plan could strengthen coordination, resource allocation, and management effectiveness across the regency. This finding reveals a gap with the principle proposed by [Esfahani, et al. \(2018\)](#) which states that integration of vertical and horizontal alignment helps disseminate important information regarding strategic priorities and operational changes effectively. Document inconsistencies reveal that despite strong leadership commitment, stunting priorities lack full integration into strategic planning, indicating weak vertical alignment between leadership dedication and formal documentation. This condition has implications for accountability aspects as explained by [Tele & Gachunga \(2019\)](#), that clarity in accountability encourages teams to take over their roles and drives higher performance levels.

### 3.7. Strategy Formulation

At this step, there is a gap between formal documents and field practices. In the Strategic Plan, no clear stunting indicators are found, but in the field, effective strategies for stunting reduction are developing. Interview results and reports from the Stunting Reduction Acceleration Team show that there are flagship strategies implemented in the field, namely Nutrition Safari, RUSA MUDA, and Healthy Kitchen.

This is in line with [Bryson's \(2011\)](#) statement about emergent strategy that "strategies can emerge or evolve as people throughout the organization respond to problems, opportunities, and changing circumstances." These strategies emerged as a response to urgent needs as a result of the increase in stunting prevalence to 30.7% in 2022, although they were not included in the initial planning documents. This result is reinforced by findings from [Mirabeau & Maguire \(2013\)](#) who studied business organizational contexts. Middle-level individuals can develop new strategies based on current situations and needs. Despite sector differences, emergent strategy principles remain relevant - effective strategies don't always stem from formal processes but can emerge from adaptive organizational initiatives facing environmental dynamics. Leadership and technical unit initiatives reflect this same principle in different frameworks. This relevance is also shown in research by [Tarakci, et al. \(2018\)](#) that performance feedback drives the emergence of new strategic behaviors. When organizations face unsatisfactory performance results such as increasing stunting prevalence, there is a drive to evaluate and modify existing approaches. This research is strongly related to the Tana Tidung context where new strategies develop organically from responses to field realities and from the drive to improve performance based on feedback and internal initiatives

As a continuation of the analysis, to strengthen the formulation of more targeted strategies, an analysis of Strengths, Weaknesses, Opportunities, and Challenges factors is conducted.

Tabel 3. SWOC Matrix

S (Strengths)		W (Weakness)
1.	Human resources and planning team competence with Adopt-Imitate-Modify	1. Human resource limitations in reaching stunting data
2.	Information System (E-PPGBM dan Si Paling Penting)	2. Suboptimal documentation and administration
3.	Integrated planning structure	3. Strategic planning that has not yet considered stunting as a main issue in the Strategic Plan
4.	Significant achievement in stunting prevalence reduction	
O (Opportunities)	SO (Strengths-Opportunities)	WO (Weaknesses-Opportunities)
1. National policy support	1. Integrating the planning structure with national policies to strengthen stunting programs in the Regional Medium-Term Development Plan and Strategic Plan	1. Utilizing central budget support to increase stunting data recording coverage through outreach strategies
2. Budget support from central government		2. Enhancing planning team capacity through collaboration with universities to strengthen stunting strategic issue analysis in planning
3. Potential collaboration with universities and research institutions	2. Developing a comprehensive stunting monitoring and evaluation system with E-PPGBM integration and central budget support	3. Adopting best practices in program documentation and administration from other regions
4. Competition between regions in stunting target achievement	3. Developing SMART performance indicators to monitor stunting program effectiveness with technical support from universities	

S (Strengths)		W (Weakness)
4. Adopting best practices from other regions to maintain stunting prevalence reduction trends		4. Utilizing national policy support to strengthen stunting issue integration in Strategic Plan derivative documents
C (Challenges)	SC (Strengths-Challenges)	WC (Weakness-Challenge)
1. Changes in national policies	1. Developing strategic plans with adequate flexibility to anticipate national policy changes	1. Developing SOPs for stunting data management that are adaptive to policy changes
2. Resistance to community behavior changes	2. Optimizing data from information systems to develop specific approaches in addressing community resistance	2. Strengthening program documentation as a tool for local cultural approaches in addressing community resistance
3. Uncertainty in regional budget allocation	3. Clarifying the urgency of stunting programs by aligning prevalence reduction achievements with national targets	3. Integrating stunting issues in planning documents to strengthen positioning in regional budget allocation
4. Competition among Regional Apparatus for resources	4. Utilizing integrated planning structures to enhance coordination with the Regional Development Planning Agency and relevant Regional Apparatus	4. Developing Strategic Plan documents that emphasize the connection between stunting and the Regional Head's vision and mission to gain political support

Source: Author's Analysis, 2025

Based on the SWOC analysis that has been conducted, there are alternative strategies that can be implemented for stunting reduction in Tana Tidung. [Hossain, et al. \(2017\)](#) demonstrates that community involvement improves program delivery and nutritional guideline adherence for short-term strategic actions. Academic and public health collaboration facilitates identifying successful practices and technologies for sustainable impact ([Beal, et al., 2018](#)). According to Table 3, SO-based strategies consist of data and monitoring strengthening strategies, institutional coordination and program innovation. WO-based strategies consist of capacity strengthening strategies, documentation and administration strengthening, and integration of stunting issues in planning. SC-based strategies are policy adaptation strategies, socio-cultural approaches, and budget advocacy. WC-based strategies are integrated outreach strategies, strengthening multi-stakeholder collaboration, and political issue framing.

Meanwhile, based on the strategic issue of stunting prevalence and the objectives to be achieved by the Health Department as well as from comprehensive SWOC analysis and consideration of potential obstacles, the following are several strategic choices that can be prioritized for stunting reduction acceleration in Tana Tidung, namely (1) cross-sectoral convergence coordination strategy with its focus on strengthening coordination mechanisms between Regional Government apparatus through a convergence approach with the Health Department, (2) evidence-based information system strengthening strategy, with its focus on optimizing E-PPGBM and Si Paling Penting to improve data quality and decision-making, (3) time-reaching strategy, with its focus on increasing the effectiveness of the outreach approach by adapting to community activity patterns, (4) stunting integration strategy in planning documents, with its focus on strengthening stunting's position as a strategic issue in regional planning documents, and (5) socio-culturally sensitive approach strategy, with its focus on developing interventions that are adapted to local cultural contexts to overcome community resistance.

### 3.8. Strategy and Plan Review and Adoption

This step involves key stakeholders with clearly defined roles. The stakeholders involved in the plan review process are the Regional Secretary, the Stunting Reduction Acceleration Team, and the Health Department. The plan adopters are the Regional Head and the Health Department as the technical agency. The main strength lies in strong leadership commitment and cross-sectoral involvement. However, there are still substantive plan discrepancies in the form of the absence of Regional Action Document and inconsistencies in formal planning documents.

Implementation demonstrates Health Department and Stunting Reduction Acceleration Team coordination. The Public Health Division's action plan and routine coordination mechanisms indicate commitment-building efforts, despite lacking specific stunting Regional Action Document support.

The researcher analyzed strengths, weaknesses, and potential strategic plan modifications based on interviews with planning process informants. The strengths of the Strategic Plan include cross-sectoral involvement through stunting deliberations and Stunting Reduction Acceleration Team coordination, strong leadership commitment, and an adaptive planning process toward national policies despite not yet having a roadmap or Regional Action Document. Several weaknesses indicate limitations in the planning

documents, including substantive misalignment in documents, the absence of a specific stunting Regional Action Document as an operational document, and reactive rather than proactive planning. The efforts needed to improve the plan are carried out through planning document alignment, stunting Regional Action Document development, transformation of the planning approach from reactive to proactive, strengthening planning team capacity with Adopt-Adapt-Modify approach, strengthening results-based coordination, integration of adaptive strategies in planning, strengthening planning documentation, and development of evidence based planning.

This modification emphasizes the importance of strategic alignment, plan operationalization, and a proactive approach in strategic planning. The alignment of planning documents and the development of stunting Regional Action Document reflects Bryson's (2011) concept of strategic alignment and bridging document that connects strategic vision with operations. The transformation of the planning approach from reactive to proactive aligns with Bryson's (2011) emphasis on anticipatory governance that anticipates changes in the strategic environment. The phenomenon in Tana Tidung Regency shows that despite discrepancies in planning documents, the stunting program continues to be implemented at the operational level.

### 3.9. Implementation

The Health Department implements strategies based on Regional Head policy direction through the Work Plan, following National Action Plan frameworks despite Strategic Plan lacking stunting objectives and indicators. Implementation involves strengthening specific/sensitive interventions, cross-sectoral coordination via Stunting Reduction Acceleration Team, and healthcare innovations like RUSA MUDA funded from Regional Budget to Village Funds. Main programs focus on individual and community health efforts, with 2023 activities including stunting applications and supplementary feeding for children under two within intervention areas.

The focus of this step is the strategy implementation process and strategic planning action plans with a success vision approach. However, this implementation process demonstrates a reactive nature following technical guidelines from the Ministry of Health rather than comprehensive strategic planning. Additionally, there is a misalignment between medium-term strategies and annual implementation due to a disconnect between the Strategic Plan and annual actions that should be implemented consistently. In activity implementation, strategic action planning aspects have not been formally documented. Furthermore, regarding the debugging and evaluation process in Tana Tidung, the action plan mentions several monitoring and evaluation activities for specific programs, but does not explain whether there is a systematic debugging process to identify and address implementation problems. These findings indicate a significant gap with the principles proposed by Mekonnen & Roets (2022) that well-structured action plans help organizations clarify the processes needed to achieve overall objectives, where practices in Tana Tidung actually demonstrate process ambiguity and strategic disconnect between the Strategic Plan and annual implementation. This also contradicts the argument by Beiko, et al. (2017) that regular reviews of measurable results enhance the dynamism of strategic planning and enable organizations to respond effectively to changing circumstances, while the absence of systematic debugging processes and unclear feedback from monitoring and evaluation indicates weak responsive mechanisms to change. This gap explains why stunting reduction strategy implementation tends to be reactive and less responsive, which emphasizes the importance of implementing debugging processes as revealed by Bryson (2011) to identify and correct implementation difficulties, enabling organizations to optimize strategic achievement through structured action plans and effective review mechanisms.

Analysis reveals that Tana Tidung's stunting reduction strategy implementation contains both aligned and misaligned elements with Bryson's framework. Key elements like structured action plans and logical continuity between strategic and operational documents remain inadequately aligned with this strategic planning approach.

### 3.10. Strategy and Planning Process Reassessment

The final step demonstrates a dynamic learning process. Results-based evaluation uses stunting prevalence as the main indicator of program success or failure, as stated by the Head of the Planning Sub-Division of the Health Department regarding stunting implementation indicators viewed from the

achievement figures of stunting prevalence reduction annually in accordance with the Indonesian Nutritional Status Study. In the interview, it was also mentioned that there is a process monitoring indicator process such as monitoring the impact of food supplementation for three months and monitoring children indicated with stunting every two weeks. Sustained commitment is evident from budget reallocation and integration of stunting themes in leadership training for department heads. The results show a reduction from 30.7% to 15.1% within one year.

This process monitors success/failure indicators to inform strategic adjustments. After identifying parenting interventions as dominant factors, and following 2022's stunting spike, the government formed the Acceleration Team, strengthened cross-sectoral commitment, and launched SAFARI GIZI innovation, demonstrating Bryson's (2011) strategic flexibility principles. This is reinforced by research from Abdullah, et al. (2022) which states that Key Performance Indicators function as measurable criteria in evaluating the success of public sector activities. This is further strengthened by literature Rogers & Woolcock (2023), which emphasizes the important role of process and implementation evaluation in assessing program success and identifying areas that need improvement. Indicators must align with the strategic objectives of the program, so the approach in Tana Tidung demonstrates consistency with performance-based planning and evaluation principles as affirmed in that research.

Budget reallocation, CSR, and the integration of stunting themes in leadership training demonstrate institutional commitment and strategic sustainability. This aligns with research by Cheung & Yu (2020), which states that with effective resource support, organizations can face future challenges more effectively. Similarly, Knocke & Powell (2023) emphasize the importance of selecting appropriate implementation strategies and understanding the mechanisms that drive their effectiveness.

Evaluations occur but lack systematic documentation. Bryson (2011) requires institutionalized strategic planning that enables organizational learning, adaptation to change, and improved performance.

## Conclusion

The research results show that strategic planning components such as development vision, formal and informal mandates, and implementation processes mutually reinforce each other in driving stunting reduction in Tana Tidung. The regional head's vision emphasizing human resource quality provides clear direction, while informal mandates such as direct leadership directives accelerate decision-making despite weak integration in formal documents. Although formal strategies such as Regional Action Plans are not yet available, implementation continues thanks to political commitment and local flexibility. This indicates that strategic planning plays an important role, but the success of stunting reduction acceleration is more driven by a combination of central policy pressure, local political will, and responsive innovation. In other words, strategic planning functions as a framework, but its effectiveness is highly dependent on local adaptation capacity and leadership.

## Acknowledgments

This research was achieved through support from various individuals and institutions. Gratitude extends to Pusbindiklatren for funding and Tana Tidung Regency Government, particularly all informants, for their data support and insights.

This research contributes to strengthening public sector strategic planning theory, particularly the application of Bryson's Strategy Change Cycle in a local context originating from a newly established region with still limited resources. This study demonstrates that strategies do not always operate formally, but can emerge adaptively through leadership and cross-sectoral dynamics. The uniqueness of this research lies in its focus on a region that experienced the fastest stunting reduction within one year despite the absence of Regional Action Document and inconsistencies in planning documents. Although based on a case study, these findings are relevant for other regional contexts facing similar limitations. The research limitations lie in the geographical scope and data that are predominantly sourced from bureaucratic actors.

As a reflection, this research introduces the concept of integrating formal and informal mandates as drivers of implementation. Informal mandates prove to be more powerful than formal mandates in driving change. The results of this research challenge the common view that completeness of formal documents is the primary requirement for successful policy implementation and add understanding about the role of flexible leadership in government organizations

## References

- Abdullah, A. S., Zulkifli, N. F., Harun, N. W., & Abidin, N. Z. (2022). The Benefits of Having Key Performance Indicators (KPI) in Public Sector. *INTERNATIONAL JOURNAL OF ACADEMIC RESEARCH IN ACCOUNTING FINANCE AND MANAGEMENT SCIENCES*.
- Abraheem, M. (2021). The Impact of Strategic Planning on Administrative Empowerment in Higher Education Institutions. *Akkad Journal of Contemporary Management Studies*, 1-20.
- Aigwi, I. E., Phipps, R., Ingham, J., & Filippova, O. (2020). Characterisation of Adaptive Reuse Stakeholders and the Effectiveness of Collaborative Rationality Towards Building Resilient Urban Areas. *Systemic Practice and Action Research*, 141-151.
- Baye, K., & Hirnoven, K. (2020). Accelerating progress in improving diets. *International Food Policy Research Institute*.
- Beal, T., Tumilowicz, A., Sutrisna, A., Izwardy, D., & Neufeld, L. M. (2018). A Review of Child Stunting Determinants in Indonesia. *Wiley*.
- Beiko, D., Murray, E., Davies, T. O., Oake, J. S., & Houle, A. M. (2017). Exploring the business of urology: Strategy and strategic planning. *Business: Strategy and Strategic Planning*.
- Bryson, J. M. (2011). *Strategic Planning for Public and Nonprofit Organizations A Guide to Strengthening and Sustaining Organizational Achievement Fourth Edition*. New York: John Wiley & Son.
- Bhutta, Z. A., Akseer, N., Keats, E. C., Vaivada, T., Baker, S., Horton, S. E., . . . Black, R. (2020). How countries can reduce child stunting at scale: lessons from. *The American Journal of Clinical Nutrition*, 894S-904S.
- Cheung, H.-y., & Yu, E. (2020). A Review of the Strategic Planning Process in The Hong Kong Police Force. *Public Administration and Policy*, 245-258.
- Chimeddamba, O., Peeters, A., Walls, H. L., & Joyce, C. (2015). Noncommunicable Disease Prevention and Control in Mongolia: A Policy Analysis. *BMC Public Health*.
- Deviana, J. (2023, Juni 30). *Permasalahan Stunting di Indonesia dan Penyelesaiannya*. Retrieved from [www.djkn.kemenkeu.go.id: https://www.djkn.kemenkeu.go.id/kpknl-pontianak/baca-artikel/16261/permasalahan-stunting-di-indonesia-dan-penyelesaiannya.html](https://www.djkn.kemenkeu.go.id/kpknl-pontianak/baca-artikel/16261/permasalahan-stunting-di-indonesia-dan-penyelesaiannya.html)
- Elliott, G., Day, M., & Lichtenstein, S. (2019). Strategic Planning Activity, Middle Manager Divergent Thinking, External Stakeholder Salience, and Organizational Performance: A Study of English and Welsh Police Forces. *PUBLIC MANAGEMENT REVIEW*.
- Esfahani, P., Mosadeghrad, A. M., & Akbarisari, A. (2018). The Success of Strategic Planning in Health Care Organizations of Iran. *International Journal of Health Care Quality Assurance*, 563-574.
- Hafer, J. A., Harris, N. M., & Zander, G. (2024). Examining The Process of A Collaborative Strategic Planning Initiative: The Pediatric Shift Care Initiative in Pennsylvania Medicaid. *Governance*.
- Hamza, A. E., & Abousekken, M. (2023). The Role of Strategic Planning in Environmental Crisis Management Article Review and Case Study. *International Journal of Environmental Studies and Researches*.
- Hatmoko, J. U., Darmawan, H. A., Sabrian, Z., & Wibowo, M. A. (2018). Are Indonesia Contractors Ready to Implement last Planner System? An Early Investigation. *MATEC Web of Conferences*.
- Hossain, M., Choudhury, N., Abdullah, K. A., Mondal, P., Jackson, A. A., Walson, J., & Ahmed, T. (2017). Evidence-based Approaches to Childhood Stunting in Low and Middle Income Countries: A Systematic Review. *Archives of Disease in Childhood*, 1-7.

- Huicho, L., Cardenas, E. V., Akseer, N., Brar, S., Conway, K., Islam, M., . . . Bhutta, Z. A. (2020). Drivers of stunting reduction in Peru: a country case study. *The American Journal of Clinical Nutrition*, 816S-829S.
- Johnsen, A. (2016). Strategic Planning and Management in Local Government in Norway: Status After Three Decades. *Scandinavian Political Studies*.
- Karra, A. K., Arief, Y. S., & Probowati, R. (2021). The Effect of Nutrition Education Intervention Towards Nutritional Behavior of Mother In Stunting Children: A Systematic Review . *STRADA Jurnal Ilmiah Kesehatan*.
- Klsiangani, B. W., Mukanzi, C., & Miroga, J. (2024). Strategic Direction Determination and Performance of commercial Banks in Kenya. *The Strategic Journal of Business & Change Management*, 1-7.
- Knocke, K., & Powell, B. (2023). Evaluating Implementation Startegies. In *The Oxford handbook of program design and implementation evaluation*.
- Logan, J. (2024). Impact of Strategic Leadership Styles on Organizational Performance in Canada. *International Journal of Strategic Management*, 26-37.
- Mekonnen, D. A., & Roets, L. (2022). A Strategic Action Plan to Improve an Integrated Family Planning and HIV Service: Using Multiple Nominal Groups to Ensure Stakeholder Involvement. *Research and Palliative Care*, 423-435.
- Mensah , J. (2020). Improving Quality Management in Higher Education Institutions in Developing Countries Through Strategic Planning. *Asian Journal of Contemporary Education* , 9-25.
- Mirabeau, L., & Maguire, S. (2013). From Autonomous Strategic Behavior. *Strategic Management Journal*.
- Mrayyan, M. T. (2019). Nurses' Views of Organizational Readiness for Change. *Wiley* .
- Morrison, L. J., & Misener, K. (2021). Exploring The Conditions for Strategic Planning in Nonprofit Community Sport. *Sport Management Review*.
- Nababan, M. L., Gaol, N. T., & Agustina, W. (2023). Manajemen Strategi dalam Meningkatkan Pengelolaan Lembaga Pendidikan Anak Usia Dini pada Era 4.0. *Jurnal Ilmiah Cahaya PAUD*.
- Penco, L., Profumo, G., & Tutore, I. (2019). Mission Statements and the Sustainability Communication. *Symphonya Emerging Issues in Management* .
- Rahmawati, L. A., Hardy, F. R., & Purbasari, A. A. (2020). Faktor-Faktor yang Berhubungan dengan Stunting Sangat Pendek dan Pendek pada Anak Usia 24-59 Bulan di Kecamatan Sawah Besar. *Jurnal Ilmiah Kesehatan Masyarakat*.
- Rogers, P., & Woolcock, M. (2023). Process and Implementation Evaluation Methods. In *In The Oxford Handbook of Program Design and Implementation Evalution*.
- Roscha, B. P., & Putri, I. S. (2013). Determeninan Status Gizi Pendek Anak Balita dengan Riwayat Berat Badan Lahir Rendah (BBLR) diIndonesia (Analisis Data Riskesdas 2007-2010). *Jurnal Ekologi Kesehatan*.
- Sitairesmi, M. N., Arjuna, Helmyati, S., Santosa, B., & Supriyati. (2023). Engaging Stakeholders to Strengthene Local Actions for Stunting Prevention And Control in Lombok Barat. *Journal of Community Empowerment for Health (JCOEMPH)*.
- Tarakci, M., Ates, N. Y., Floyd, S. W., Ahn, Y., & Wooldridge, B. (2018). Performance Feedback and Middlemanagers' Divergent Strategic Behavior: The Roles of Social Comparisons and Organizational Identification. *Wiley*.
- Tele, C. C., & Gachunga, H. (2019). Determinants of Startegic Plans Implementation in The Enery Sector. A Case of Geothermal Development Company. *The Strategic Journal of Business & Change Management*, 594 - 614.