

POLICY IMPLEMENTATION OF STUNTING PREVENTION IN KUPANG TENGAH DISTRICT, KUPANG REGENCY

Djeni Ruliarita KONAY¹, David B. W. PANDIE², William DJANI³

^{1,2,3}Nusa Cendana University, Kupang, Indonesia

Corresponding author: Djeni Ruliarita KONAY

E-mail: jennykonay@gmail.com

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Abstract:

Kupang Regency is still one of the 3 regencies in NTT Province with a stunting rate of 24.14 percent or 7,207 children experiencing stunting. Based on the data for the month of February 2022 and one of the stunting 'pockets' locations in Kupang Regency, namely in Kupang Tengah District, the target to reduce the prevalence rate of stunting in Kupang Regency in 2022 is required to be 16.19 percent has not been met, therefore this research wants to find out and analyze the implementation of stunting prevention policies in Kupang Tengah District, Kupang Regency. This research is a qualitative descriptive study with primary and secondary data sources collected through qualitative observation, qualitative interviews, qualitative search documents and qualitative audio and visual materials.) then the data that has been collected is analyzed using the data analysis steps proposed by Creswell (2016: 264-268). The research results are based on the opinion of Mazmanian and Sabatier (1986:21-48) which explains that there are three groups of variables that influence the successful implementation of stunting prevention policies in Kupang Tengah District, Kupang Regency,

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INTRODUCTION

The quality of human resources in a country is strongly influenced by the level of resilience of its population. This is reflected in millions of children around the world who fail to achieve their linear growth potential and cause stunted growth or also known as stunting. Childhood stunting is an indicator of children's well-being and an accurate reflection of social inequality. Stunting is the most common form of child malnutrition in the world with an estimated 161 million children worldwide in 2013 falling below the median of the World Health Organization (WHO) Child Growth Standards (Marcedes and Fransesco, 2016, Prendergast A.J. & Humphrey J.H. 2014). Stunting is also associated with the occurrence of general immune disorders in children with severely stunted growth (Olofin et al. 2013).

One of the various developing countries in the world that is facing the problem of stunting nutrition (short toddlers) is Indonesia. Even though Indonesia has succeeded in reducing malnutrition and stunting rates over the past few years, these two problems must still be considered as something serious to prevent an increase in malnutrition and stunting rates in the future (Margaretha et al, 2017). The Ministry of Health's Basic Health Research data from 2013 to 2018 and the Global Nutrition Report data describe that there are urgent nutritional problems in Indonesia and stunting is still one of the highest triple double nutritional problems apart from stunting, wasting and over-veight.

The handling of stunting in Kupang Regency has not run optimally because it is still likened to a firefighter. All elements do not see the upstream or the cause. In addition, there are also

several areas that still use data on stunting victims from 2014 and have not been updated. The data for children with stunting still uses data from 2014, while these children have fallen to the junior high school education level and are no longer toddlers. Apart from that, determining the status of a person affected by stunting is also unclear. This was discovered in a joint discussion at the performance evaluation meeting (action 8) and situation analysis (action 1) on the convergence of integrated stunting management in Kupang district in 2022 in the Kupang regent's office hall.

Even though there is a policy through the Decree of the Governor of East Nusa Tenggara Number 324/KEP/HK/2018 concerning the Commission for the Acceleration of Stunting Management in East Nusa Tenggara Province, the implementation until now according to the Deputy Regent of Kupang Regency Jerry Manafe during a cross-sector coordination meeting for the preparation of the RAD and road map reduction in the stunting rate in Kupang Regency, NTT, Friday (29/4/2022) it was discovered that Kupang Regency is still one of the 3 regencies in the Province of NTT with a rate of 24.14 percent or 7,207 children experiencing stunting. Based on data for the February 2022 weighing month and one One stunting 'pocket' location in Kupang Regency, namely in Kupang Tengah District, Mata Air Village and Noelbaki Village so that the target of reducing the prevalence rate of stunting in Kupang Regency in 2022 which is required to be 16.19 percent has not been met as shown in the table below:

Table 1. Planned Targets for Reducing Stunting Rates for Kupang Regency from 2020 to 2023

August 2020									
Measured length and height	Stunting	%	2021	%	2022	%	2023	%	
	7.544	25.8	5.554	20.24	4.444	16.19	3.555	12.95	

Source: Kupang District Health Office, 2022

The results of the initial observations made by the authors note that the failure to implement stunting prevention policies in Kupang Tengah District is caused by multi-dimensional factors and not only caused by malnutrition factors experienced by pregnant women and children under five. The most decisive intervention to reduce the prevalence of stunting therefore needs to be carried out in the first 1,000 Days of Life (HPK) of children under five. Some of the factors that cause stunting in Kupang Tengah District, Kupang Regency are the lack of family education regarding parenting patterns, poor parenting practices, including the lack of knowledge of mothers about health and nutrition before and during pregnancy, and after giving birth.

Families are often not aware of the existence of stunting in childhood in society where short stature is so common that it is considered normal and considered hereditary. This is in large part because linear growth is not routinely measured as part of public health programmes, in addition to a lack of awareness of the devastating health consequences of stunting.

The phenomenon of high stunting rates in Kupang Tengah District is in line with the research of Ty Beal et al (2018) which states that child stunting is associated with determining factors, namely male sex, premature birth, short birth length, non-exclusive breastfeeding for 6 months first, the mother's height is short, the mother's education is low, the household's socioeconomic status is low, she lives in a household with poor latrines and untreated drinking water, poor access to health care, and lives in a rural area. (Rhee et al. 2015).

In another study, the results of statistical tests showed that the education of fathers and mothers was significantly related to stunting in toddlers. The results of research in Tanzania and Bangladesh show that parental education is related to the incidence of stunting in toddlers. (F, Tarannum et al, 2017). Parental education, especially mothers, plays a significant role because educated mothers are more aware of their children's health conditions (Chirande et al, 2015). Low

education of parents, both fathers and mothers, can lead to a lack of understanding about children's health and has been found to be related to nutritional problems in toddlers.

Parents who are less educated may have difficulty understanding health information (Khattak et al, 2017). The results of research by Asweros et al (2020) in Kupang Regency showed that the education of the father and mother, the number of family members, and the mother's nutritional knowledge, as well as protein and carbohydrate intake were significantly related to the incidence of stunting in toddlers. While the work of fathers and mothers, as well as carbohydrate intake are not related.

Based on the phenomena found by the authors, the implementation of the stunting prevention policy in Kupang Tengah District which is not yet optimal needs to get the attention of the government as the regulator and implementor of the policy itself. Grindle's opinion (1980:7) and related to the focus of this research states that implementation is a general process of administrative action that can be examined at a certain program level. The implementation process will only begin if the goals and objectives have been set, the program of activities has been structured and the funds are ready and distributed to achieve the targets.

If this understanding is directed at the locus and focus (change) where the policy is implemented it will be in line with the views of Van Meter and van Horn cited by Parsons (1995:461) and Wibawa, et al., (1994:15) that policy implementation is an action taken by government and private (organizations) both individually and in groups intended to achieve the goals and main objectives of the government is to reduce stunting rates in Kupang Tengah District so that researchers are interested in conducting research with the title Implementation of Stunting Prevention Policies in Kupang Tengah District, Kupang Regency which will be analyzed using the implementation model of Daniel H. Mazmanian and Paul A. Sabatier (1983:22) who see the implementation of the analytical framework.

METHODS

The method used in this study is a descriptive research method with a qualitative approach while the data sources in this study were obtained through primary sources and secondary sources with a total of 53 informants. Furthermore, the informants mentioned above will be investigated using the snowball sampling technique to reach the data saturation stage.

In analyzing the data, the data that has been obtained by the researcher uses the data analysis technique proposed by Creswell (2016). One of the authors' reasons for using the Creswell data analysis method is because this data analysis technique can provide an overview and exploration of data that is precise and relevant to the data collected.

RESULT AND DISCUSSION

The implementation of the stunting prevention policy in Kupang Tengah District, which is not yet optimal, needs to get the attention of the government as the regulator and implementer of the policy itself. Grindle's opinion (1980:7) and related to the focus of this research states that implementation is a general process of administrative action that can be examined at a certain program level. The implementation process will only begin if the goals and objectives have been set, the program of activities has been structured and the funds are ready and distributed to achieve the targets.

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achieve the goals and main objectives of the government is to reduce stunting rates in Kupang Tengah District which will be analyzed using the implementation model from Mazmanian and Sabatier (1983:22) which looks at implementation from the analytical framework.

The position of the top-down model taken by Mazmanian and Sabatier is centered on the relationship between decisions and their achievements, formulations and their implementation, potential hierarchies and their boundaries and the seriousness of implementers to achieve the goals set in the stunting prevention policy through education in the family. .

This implementation model is basically not much different from the top-down approach model as proposed by Van Meter and Van Horn (1975) and Grindle (1980) in terms of attention to policy and the policy environment. It's just that the thoughts of Sebatier and Mazmanian assume that an implementation will be effective if the bureaucracy implementing the stunting prevention policy complies with what has been outlined by the regulations (implementation guidelines and technical instructions) of the policy so that the stunting prevalence rate can decrease drastically in Kupang Regency.

Furthermore, Mazmanian and Sabatier (1986:21-48) explain that there are three groups of variables that influence the successful implementation of stunting prevention policies in Kupang Tengah District, Kupang Regency with the results of research and discussion as follows:

Characteristics of the Problem of Stunting Prevention Policy Implementation in Kupang Tengah District, Kupang Regency (Tractability Of The Problems)

The characteristics of the problem (tractability of the problems) in implementing stunting prevention policies in Kupang Tengah District, Kupang Regency consist of:

Technical Difficulty Level Of The Problem Involved

According to Mazmanian and Sabatier (1986:21) the level of technical difficulty of the problem in question in this case is seen from how the problem occurs, whether it is a social problem which is technically easy to solve or is included in the category of social problem which is technically difficult to solve. On the one hand, there are some social problems that are technically easy to solve, such as a shortage of drinking water for the population or the sudden rise in the price of rice. On the other hand, there are social problems that are relatively difficult to solve, such as poverty, unemployment, corruption and so on.

Therefore, the nature of the problem itself will affect the ease with which a program is implemented which in this case is a stunting reduction policy in Kupang Tengah District, Kupang Regency, so the success rate of a policy depends on social problems that exist if social problems get bigger. then the benchmark of success is increasingly difficult to achieve because of problems that cannot be solved by the government.

Based on the results of interviews and observations that have been conducted by the author, it is known that the level of technical difficulty in implementing stunting prevention policies in Kupang Tengah District, Kupang Regency (tractability of the problems) is that there is still a sectoral ego, the team for accelerating stunting reduction in districts and villages is not equipped with a budget. as well as coordination that is not going well even the village assistant team is also not optimal in carrying out their duties. Apart from that, the incompatibility of stunting data between agencies is also a problem, in fact, they still use data on stunting victims from 2014 and have not been updated. The data for children with stunting still uses data from 2014, while these children have fallen to the junior high school education level and are no longer toddlers. Apart from that, determining the status of a person affected by stunting is also unclear. Based on data for the month of weighing in February 2022 and one of the stunting 'pockets' locations in Kupang Regency, namely in Central Kupang District.

Based on these findings, the authors cite the opinion (Grindle, 1980:31) that the complexity of implementation is not only shown by the many actors or organizational units involved, but also because the implementation process is influenced by various complex interests and how each of these interests even T. B. Smith states that when a policy has been made, the policy must be implemented and the results are as much as possible in accordance with what is expected by the policy maker (Nakamura and Smallwood, 1980:2). If it is visualized in the research context, it will be seen that the implementation of the stunting prevention policy in Kupang Tengah District, Kupang Regency, cannot be declared successful because the existing technical difficulties cannot be resolved.

Diversity of Target Group Behavior Regulated in Stunting Prevention

According to Mazmanian and Sabatier (1986:21) the diversity of behavior of the target group regulated in stunting prevention concerns the target group of making a policy or it can be said that the local community can be homogeneous or heterogeneous. The condition of a homogeneous society will of course make it easier for a program or policy to be implemented, while a more heterogeneous society will make it more difficult or face more challenges in implementing it.

Based on the results of the research, the authors found that the high stunting rate in Kupang Tengah District, Kupang Regency, could occur due to the behavior of the target group itself, which argued that they did not have the costs and transportation to the puskesmas, so this finding was in line with the findings (Rhee et al. 2015) which stated that the main causes of stunting are low household economy and poor access to health care, and living in rural areas.

No matter how great a policy or program plan is, if it is not realized properly and correctly then the program or policy will be in vain (Nugroho, 2006: 158) realization in this case is the behavior of the community as a policy target group that does not obey the policy itself so that it has an impact on the still high prevalence of stunting in Kupang Tenga District, Kupang Regency.

A good understanding of implementation should not only highlight administrative institutions or agencies responsible for a program and its implementation for the target group, but also need to pay close attention to the behavior of the policy target groups involved in the program which ultimately has an impact on the program. (Wahab, 2008:184-185).

Proportion of Target Group to Total Population

According to Mazmanian and Sabatier (1986:21) the proportion of the target group to the total population can mean that a program or policy will be easier to implement when the target is only a certain group of people or only a small portion of the entire population rather than the target group involving the entire population itself. When the level of the proportion of the group is getting bigger, the success rate is getting more difficult.

It should be noted that based on data from the Tarus Health Center in Central Kupang District in 2022 it is known that the total number of toddlers in Central Kupang District is 3605 toddlers while the number who came and was weighed was 3539 with a D/S percentage of 98.2% as in the table below:

Table 2. Data on D/S in Central Kupang District in 2022

Village	Number of Total Toddlers (S)	The Amount That Comes and Weighs (D)	Percentage D/S %	Sweeping Amount
Oelnasi	291	275	94.5 %	16
Oelpuah	171	150	87.7 %	21

Oebelo	373	371	99.5 %	2
Noelbaki	788	778	98.7 %	10
Tarus	409	399	97.6 %	10
East Penfui	673	673	100.0 %	0
Water springs	518	511	98.6 %	7
Laterite	382	382	100.0 %	0
Amount	3605	3539	98.2 %	64

Source: Tarus Health Center, Central Kupang District, 2022

In the table above it is found that the total population of toddlers in Kupang Tengah District is 3605 toddlers out of the total population of people in Kupang Tengah District which is 45,709 (BPS Kabupaten Kupang, 2023) so that programs or policies to reduce stunting rates will be easier to implement because the target is only toddlers or only a small percentage of the entire population.

However, from a total population of 3,605 under-fives and 3,539 weighed, it was found that the prevalence rate of stunting in this sub-district was still high, which will be described in the table below:

Table 3. Number of Stunted Toddlers in Kupang Tengah District in 2022

Village	Amounts Weighed and Measured	Number of stunts	Stunting Percentage %
Oelnasi	291	63	21.58 %
Oelpuah	171	66	39.52 %
Oebelo	373	16	4.29 %
Noelbaki	788	78	9.89 %
Tarus	409	52	12.68 %
East Penfui	673	73	10.85 %
Water springs	518	36	6.95 %
Laterite	382	5	1.31 %
Amount	3605	389	10.79 %

Source: Tarus Health Center, Central Kupang District, 2022

In the table above it is known that in the year of the total population of 3605 under five and weighed as many as 3539 found a stunting rate of 389 under five or 10.79%, this figure decreased from the data for 2021 which amounted to 521 under five which when seen from the data and accumulated with District Government data Kupang, the data on stunting in this sub-district is high, which is the category of prevalence of stunting events set by WHO in 1995 which is categorized into 4 parts, namely low, medium, high and very high prevalence.

The following is the percentage category for the prevalence of stunting (World Health Organization, 2010):

- <20% Low prevalence
- 20-29% Medium prevalence
- 30-39% High prevalence
- >40% very high prevalence

From the category of prevalence of stunting events based on World Health Organization standards, NTT Province is in a very high prevalence of stunting with the number of stunting cases reaching 43.82%, while of the 22 regencies/cities in NTT Province, Kupang Regency is one of the 3 regencies with stunting cases the highest (very high prevalence) is at 44.1%.

According to Mazmanian and Sabatier (1986:21) a program or policy will be easier to implement when the target is only a certain group of people or only a small portion of the entire population rather than the target group concerning the entire population itself but even though the policy target is to reduce stunting rates in Kupang District in the middle there are only 389 children under five or 10.79% of the total population but this high number continues to recur. This can happen because according to Van Meter and Van horn (1975: 472) the policies made fail to have the appropriate substantial impact due to circumstances that cannot be predicted by the policy itself which in the authors' findings are constraints on the allocation of funds, coordination between policy implementers and inter-departmental data that is not consistent.

Characteristics of policies/laws related to the implementation of stunting prevention policies in Kupang Tengah District, Kupang Regency (ability of statute to structure implementation), the indicators are:

Clarity of policy content

Mazmanian and Sabatier (1986:22) state that a policy taken by policy makers must contain clear and consistent content. Policies with clear content will facilitate a policy and will avoid distortions or irregularities in its implementation. This is because if a policy already has clear content then the possibility of wrong interpretation by the implementer will be avoided and vice versa if the content of a policy is still unclear or floating, the potential for distortion or misunderstanding will be great.

Implementation of the Integrated Stunting Reduction Intervention is carried out using a Holistic, Integrative, Thematic, and Spatial (HITS) approach. Efforts to reduce stunting will be more effective if specific and sensitive nutrition interventions are carried out in an integrated or integrated manner.

Several studies both from within and outside the country have shown the success of an integrated approach carried out on priority targets in focus locations to prevent and reduce stunting. Therefore, the implementation of the intervention will be focused on certain districts/cities and/or villages but in its implementation, this specific and sensitive intervention has also not been successful due to a lack of funds, human resources and coordination between related agencies.

Quoting T. B. Smith's statement that when a policy has been made which in the context of this research is to support the acceleration of stunting reduction in Kupang Tengah District, Kupang Regency, then the policy must be implemented and the results are as far as possible in line with what policy makers expect (Nakamura and Smallwood, 1980: 2).

However, in its implementation, the stunting rate in Kupang Tengah District is still high, so the researchers studied theoretically citing the opinion of Hogwood and Gunn in Wahab (1997:61) which states that unsuccessful implementation occurs when a certain policy has been implemented according to plan, however, considering that the external conditions turned out to be unfavorable, the policy was not successful in realizing the desired impact or end result. This is usually influenced by factors:

1. Poor execution (bad execution)
2. The policy itself is bad (bad policy). From the start the policy was bad, in the sense that it was formulated carelessly, not supported by adequate information, wrong reasons, or unrealistic assumptions and expectations.
3. The policy itself has bad luck (bad luck)

Based on Hogwood and Gunn's statement in Wahab (1997: 61) and related to the results of research related to the implementation of stunting prevention policies in Kupang Tengah District, Kupang Regency, it can be stated that the implementation was bad (bad execution), in the sense

that it was carried out recklessly, not supported by information. adequate, faulty reasons, or unrealistic assumptions and expectations.

The author states that the implementation of this bad policy can occur due to the lack of coordination between institutions, the lack of budget allocations and human resources who are indifferent to implementing policies so that this negative phenomenon related to policy standards causes the policy target, namely the stunting community in Kupang Tengah District, to not be served properly. maximum.

Accuracy of Allocation of Fund Sources

For Mazmanian and Sabatier (1986:22) the thing that cannot be denied in supporting the implementation of a policy is financial/capital problems. Each program certainly requires staff to carry out administrative and technical tasks, monitor programs, and manage other resources, all of which require capital.

Based on the results of the authors' findings, it is known that there has been no allocation of funding sources in the implementation of stunting prevention policies in Kupang Tengah District, Kupang Regency, even in the formation of the PMD task force, there was no specific budget so that it was borne by the village, while for Mazmanian and Sabatier (1986:22) a program was of course require staff to carry out administrative and technical tasks, monitor programs, and manage other resources, all of which require capital.

The successful implementation of the stunting prevention policy in Kupang Tengah District, Kupang Regency is highly dependent on the ability to utilize available policy resources to facilitate implementation activities. Financial resources are an important calculation in the success of policy implementation. Lack of or limited funds or incentives in implementing stunting prevention policies, as the author found in Kupang Tengah District, is a major contribution to the failure of policy implementation (Van Meter and Van Horn, 1974: 465).

Agreeing with Van Meter and Van Horn, Goggin et al (1990:31) stated that one of the criteria for measuring the success of policy implementation is the amount of funds allocated, with the assumption that the greater the amount of funds allocated, the more seriously the policy is implemented. However, in Kupang Tengah District, the insufficiency of financial resources to support the implementation of the stunting prevention policy in Kupang Tengah District, Kupang Regency, also hampered the implementation of the policy itself.

Environmental variables from the implementation of stunting prevention policies in Kupang Tengah District, Kupang Regency (nonstatutory variables affecting implementation), the indicators are:

Community Socio-Economic Conditions and Levels of Technological Advancement

Mazmanian and Sabatier (1986: 22) state that the socio-economic condition of society concerns the condition of a society in general, starting from education, economic conditions, and social conditions which can simply be said to an open and modern society with a closed and closed society. traditional. An open society will more easily accept reform programs than a closed and traditional society. Meanwhile, technology itself is an assistant to facilitate the implementation of a program.

Based on the results of observations and in-depth interviews conducted by the author, it is known that in its implementation, the stunting reduction policy is also constrained from an economic standpoint, families with minimal stunting so they cannot access health services. stunting, they think that stunting is heredity and even a curse from God, some say that they cannot take care of their children because they will go to the garden every day and the children will be cared for by the family which in the end the children do not get exclusive breastfeeding and nutritious food intake. Although technological advances are also felt to be very helpful in

socializing and disseminating information regarding weighing schedules and child examinations for parents with children with stunting through WhatsApp groups, due to economic factors, not all parents have cellphones, some even have cellphones but don't have the money to use them. buying internet quota so that these economic, social and technological factors are the indirect cause of the high stunting rate in Kupang Tengah District, Kupang Regency which according to Van Metter and Van Horn (1975:471) an uncondusive economic, social and political environment can be the culprit of failure of policy implementation performance. Therefore, efforts to implement policies must also pay attention to the conducive condition of the external environment. Finally, these environmental factors are seen as having a direct influence on the delivery of public services. Environmental conditions may enhance or limit achievement, although the inclinations of implementers and other forces in this model also have an influence on implementation.

Reinforcing the statement from Van Meter and Van Horn, Korten (1988) in Tarigan (2000:19) argues that a program will be successful if it meets the suitability criteria between the program and the beneficiaries, but what happened in Kupang Tengah Subdistrict, economic, social and technological conditions were not enough to make a mismatch between the program and the beneficiary of the policy.

Higher Official Support for Stunting Prevention Policy

According to Mazmanian and Sabatier (1986:22) the commitment of implementing officials to realize the objectives set forth in the policy is the most crucial variable. Implementing agency officials must have skills in prioritizing goals and then realizing these priority goals. Implementing agency officials must have skills in prioritizing goals and then realizing these priority goals.

Based on the results of the interviews above, it can be stated that the implementation of the stunting prevention policy in Kupang Tengah District, Kupang Regency, has the support of higher officials such as the Governor of NTT and the Regent of Kupang Regency, but in its implementation at the lowest level the support policy is not optimal due to the minimal budget allocated other than that government programs to reduce stunting rates have not become a priority for certain OPDs because stunting is still an additional matter or task not a main task and it is well realized that interactions between agencies are not yet optimal but the direction towards reducing stunting rates is real and there is collaboration between OPDs to reduce stunting rates based on the District RPJMD mandate Kupang 2019-2024 with a national target of 14%.

This support from higher officials can have a positive impact on reducing stunting rates in Kupang Tengah District because according to Van Meter and Van Horn (1975:473) widespread and deep acceptance of policy standards and objectives among those responsible for implementing the policy, is a great potential for the success of policy implementation even Edward III in Winarno (2005: 142) states that if implementers have a positive tendency or attitude or there is support for policy implementation then there is a high probability that policy implementation will be carried out in accordance with the initial decision. And vice versa, if implementers have a negative attitude or refuse to implement policies because of conflicts of interest, then policy implementation will face serious obstacles because according to Robert Eyestone in Winarno (2007: 15) that public policy is "good relations between government units and their environment".

CONCLUSION

Mazmanian and Sabatier (1986:21-48) explain that there are three groups of variables that influence the successful implementation of stunting prevention policies in Kupang Tengah District,

Kupang Regency, namely; (1) the characteristics of the policy problem (tractability of the problems) with the finding that the level of technical difficulty is that there are still sectoral egos and coordination that is not going well also the behavior of the target group has not complied with the policy and the proportion of the target group is relatively small to the total population (2) characteristics of the policy/law (ability of statute to structure implementation), i.e. clear policy content but bad execution and minimal allocation of funding sources, (3) environmental variables of policy implementation which are constrained by social, economic and technological conditions but has the support of higher officials but is not supported at the lowest level of policy.

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