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Implementation of the north central Timor regent instruction number: DPMD 413.4/208/vi/2019 as a stunting management effort in the border area of the Republic of Indonesia - democratic Republic of Timor Leste (RI-RDTL)

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ABSTRACT

This study aims to determine the implementation of the North Central Timor Regent's instructions Number: DPMD 413.4/208/VI/2019 to tackle stunting in the border areas of the Republic of Indonesia. This research method uses qualitative methods and activities in data analysis, namely reduction, presentation, and drawing conclusions. The study results showed that the regent's instructions were quite effective in reducing the stunting rate, where there was a significant decrease. In contrast, in February 2021, the prevalence rate gradually decreased to 26.1%. However, the stunting rate in Insana Utara and Bikomi Districts, Nilulat District, which are border districts, has a prevalence rate of below 20% from 31%. The problem is that the implementation mechanism still collides with the public's apathetic attitude and the condition of the Covid 19 decision of 31%.



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Introduction

Stunting is defined as a condition in which toddlers have less length and height when compared to their age; this condition is measured by size or height. This condition of low nutritional fulfillment in children can cause stunting problems (Prafitri, 2022). The stunting prevention policy is closely related to using a nutrition recovery policy because stunting from the Ministry of Health of the Republic of Indonesia means that stunting is caused by chronic malnutrition in early childhood, so their lives are shorter (Sari, 2022). Stunting has long-term effects on individuals and society, including decreased cognitive and physical development, decreased productive capacity, poor health, and increased risk of developing degenerative diseases (Imanikusuma, 2022). According to (Damayanti, 2021) stunting is essential to address immediately because the impact is multi-sectoral. Reducing stunting is one of the targets of the Sustainable Development Goals (SDGs). Stunting is necessary to address immediately because the effect is multi-sectoral. Because health development is part of national development, which aims to increase the optimal degree of public health (Ulfah & Nugroho, 2020).

The physical and cognitive damage incurred by children with stunting has been found to be irreversible, thereby impeding their growth and development. According to (Khoeroh & Indriyanti, 2017) a toddler period is an age group vulnerable to nutrition and disease. Malnourished toddlers can disrupt their physical, mental, and spiritual growth and development and result in low-quality human resources. Toddlers who experience

stunting may exhibit diminished motor and cognitive capabilities, which, if left unaddressed over a prolonged period, can lead to susceptibility to infections and mortality (Arumsari et al., 2022). According to (Rahagia et al., 2023) health is an important aspect of national life. Health problems must be given special attention since infancy.

Unfortunately, the stunting rate in the world is still high, even though there has been some decline in recent decades. Several factors have contributed to increased stunting, including lack of nutrition in the diet, limited access to quality health care, poor sanitation, and inappropriate feeding practices. Stunting is a serious global problem. It is estimated that it has occurred in more than 160 million children under five worldwide. If not handled properly, it is estimated that by 2025 there will be an additional 127 million stunted children worldwide. The problem of stunting also occurs in Indonesia. Based on the results of the Indonesian Nutritional Status Survey (SSGI), even though it managed to decrease by around 2.8 percent compared to 2021, Indonesia's stunting prevalence in 2022 will still be 21.6 percent. This figure is still considered high, considering that WHO targets the stunting rate to be no more than 20 percent (Risha Erikha Azizah, 2023).

The prevalence of stunting is a big problem because it threatens long-term welfare and national security. The Government of Indonesia has launched various programs and policies to address the issue of stunting, including providing supplementary food for children, increasing access to health services, nutrition education campaigns, and better sanitation programs. In addition, stunting is a chronic nutritional problem caused by multi-factorial and is intergenerational. In Indonesia, people often perceive fast growth as a hereditary factor. Wrong societal perceptions make this problem difficult to reduce and require significant effort from the government and various related sectors (Aryastami & Tarigan, 2017). So according to (Irwanto, 2022) that stunting is a health problem that must be fought together; all efforts are directed so that ordinary people can find out about practices that cause stunting and preventative practices so that they can be overcome early.

The North Central Timor Regency is one of the districts in the RI-RDTL border area, in addition to being in the border region of the North Central Timor Regency, in the 3T area category, which is leading, remote, and lagging behind. As a 3T region of North Central Timor Regency, there are still many social and economic issues in development. One of the problems faced is the issuance of maternal and child health. One indicator to measure the degree of women's health is the mortality rate of maternal and infant. Based on data from the North Central Timor District Health Profile of 2018 showed a fluctuating maternal mortality rate. Since 2014 there are 7 cases, 2015 rose to 11 cases, in 2016 to 7 cases, in 2017 it fell to 2 cases, and rose again in 2018 to 6 cases. Whereas in the last 3 years the number of infant mortality in TTU Regency since 2017 A total of 29 cases, in 2018 there are 54 cases, and in 2019 there are 53 cases based on data can be shown that the maternal mortality rate and infant mortality in TTU district fluors and from the data too Shows maternal and infant mortality in TTU Regency is still high so it is necessary to have serious handling from the TTU Regency Government.

The North Central Timor District Government in responding to the issue of the health of the mother and children has issued a Regional Regulation No.4 of 2012 concerning Maternal Health, Newborns, Babies and Toddlers in order to reduce the high mortality of maternal and infant mortality (Peraturan Daerah, 2012). Although the regulation has been carried out but the issue of AKI and AKB still remains high. The results of basic health research (in 2018 showed a national prevalence of stunting in a national toddler of 30.8 percent with the highest stunting in the province of East Nusa Tenggara (NTT) of 42.6 percent. The North Central Timor Regency which is one of the districts in NTT province, was found to have 51.8% prevalence data in 2018 where this figure was the highest in NTT province. Furthermore, the stunting figure in North Insana District is 41%. Observing the problem of the regional government issued a Regent's instructions No: DPMD 413.4 / 208 / VI / 2019 on budgeting ADD and village funds for the prevention and decrease of stunting in the village in 2019. In implementing policy is not an easy issue.

Implementation which is one stage in the public policy process. Usually implementation is carried out after a policy is formulated with a clear objective. In connection with the problem of the high battery and AKB show that the implementation of Regional Regulation No. 4 of 2012 concerning Maternal Health, New-borns, Infants and Toddler Children in TTU Regency have not run optimally. The government policy to overcome stunting in Indonesia is to establish 5 (five) Pillars of Stunting Prevention commitment and vision of leadership, national campaigns and communication of behavior change, convergence, coordination and consolidation of central, regional, and village programs, food security and nutrition, and monitoring and evaluation (Lawaceng & Rahayu, 2020).

Research conducted by (Damayanti, 2021) stated that the government of Gununglurah Village as the implementer of the Stunting Reduction Program through the Village Fund, had not fully understood this policy. From the compliance aspect, the Gununglurah village government has prepared and implemented village-scale activities relevant to efforts to reduce stunting through the APBDes. Further, what activities or programs must

be prioritized to accelerate stunting reduction. From the research, it can be concluded that communication factors, resources, positions, and bureaucratic structures have not gone well in the implementation of the Stunting Reduction Program through village funds in Gununglurah, so the implementation process has not been optimal. So that this study aims to determine the implementation of the North Central Timor Regent's Instruction Number: DPMD 413.4/208/VI/2019 to tackle stunting in the border areas of the Republic of Indonesia

Public policy

There are various meanings about the implementation of policies including Dunn, giving their opinions about policy implementation: Policy Implementation is Essentially a Practical Activity, US Distinguished from Policy Formulation, Which Is Essentially Theoretical. In connection with the practical properties that exist in the policy implementation process, it is commonplace that implementation is always related to the political and administrative process. It is said to be related to the political process because of the policy formulation through political compromise (legislative) and carried out by the executive as policy organizers. A more complete view and detail definition of policy implementation delivered by (Mazmanian & Sabatier, 1983) that: Implementation is the carrying out of a basic policy decision, Usually Incorporated in A Statute but Which Can Also Take the Form of Important Executive Orders or Court Decisions. Ideally, that decision identifies The Problem (s) to Be Addressed, Stipulates the Objective (S) To Be Pursued, and in a Variety of Ways, 'Structures' The Implementation Process.

The Process Normally Runs Through a Number of Stages Beginning with Passage of The Basic Statute, Followed by the Policy Outputs (Decisions) of the Implementing Agencies, The Compliance of Target Groups with Those Decisions, The Actual Impacts - Both Intended and Unintended - of Those Outputs, The Perceived Impacts of Agency Decisions, and Finally, Important Revisions (OR Attempted Revisions) In the Basic Statute. The definition of (Mazmanian & Sabatier, 1983) contains the notion that the implementation of policies is the implementation of basic policies usually in the form of laws carried out by the executive. Ideally a policy is carried out based on the identification of problems, the objectives are determined to be achieved and implemented based on the correct structure and process of implementation. According to (Mazmanian & Sabatier, 1983) said that because the concept of implementation is effective implementation, top down and analysis of this can be seen in the implementation model offered.

In contrast to (Mazmanian & Sabatier, 1983) defines the implementation of public policies as an application from administrative government policies in solving problems. "Policy Implementation is the Application at The Policy by the Government's Administrative Machinery to the Problem" (Anderson, 1978). Here emphasized the role of the government in this case the executive in carrying out administrative tasks in resolving the problems faced by the community. The same thing was conveyed by Edwards III suggested that: "Policy Implementation, ... is the stage of policy making between the establishment of a policy ... and the consequences of the policy for the People Whom It Affects". While Grindle suggests that: "Implementation - a General Process of Administrative Action That Can Be Investigated at Specific Program Level" (Grindle, 2017). From the description above it can be concluded that, the implementation of public policy is a process of administrative activities carried out after policy set or approved.

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Sabatier, 1983) said that because the concept of implementation is effective implementation, top down and analysis of this can be seen in the implementation model offered. In contrast to (Mazmanian & Sabatier, 1983) defines the implementation of public policies as an application from administrative government policies in solving problems. "Policy Implementation is the Application at The Policy by the Government's Administrative Machinery to the Problem". Here emphasized the role of the government in this case the executive in carrying out administrative tasks in resolving the problems faced by the community. The same thing said by Edwards III said that: "Policy Implementation, ... is the stage of policy making between the establishment of a policy. Besides that, according to Thomas R. Dye (Afifah & Yuningsih, 2016), the notion of public policy is "whatever government chooses to do or not to do." That is any choice by the government, either to do something or not to do something. According to Islamy (Prasetia et al., 2019), Implementation is a crucial stage in the public policy cycle. As a system and process, a good policy will only produce results and impact if it is implemented or if the Implementation is carried out correctly. Because implementers need to know what they will do, communication is crucial to implementing policies. Directives for the execution of the policy must be transmitted to the designated executor promptly and uniformly. More resources can lead to suboptimal execution of policies.

Method

The research method used in this study is a qualitative method, which according to (Sugiyono, 2019), qualitative research methods are often called natural research methods because the research is carried out in natural conditions. The plan is 20% successful, the remaining 60% is implemented, and the remaining 20% is how we control the implementation, said Riant Nugroho in a public policy book. Policy implementation is the most challenging thing compared to the three public policy processes because the items found in the field are not contained in the concept or design of the policy. Therefore, every product policy must be adapted to the environment and the characteristics of the community where the policy is implemented. Activities in data analysis are data reduction, data presentation, and drawing conclusions or verification. The following are several models of policy implementation that serve as a reference for implementers in implementing a policy.

Smith model

This model is a traditional model, the process model or Smith groove. According to Smith in Tuchman suggest that in the implementation process there are four factors that need to be considered because the four factors do not stand alone, but are a unit that influence and interact reciprocally, therefore tensions (tensions) that can cause protests -Protests, even physical action, where this requires enforcement of new institutions to realize the policy target. The four factors in the implementation of the public policy, namely: (1) idealized policy (idealized policy), the ideal interaction patterns they have defended in policies that are trying to be induced; (2) target groups (target groups), namely them (people) are most directly influenced by policies and who must adopt the patterns of interaction as expected by policy makers; (3) Implementation of organization, namely implementing agencies or government bureaucratic units responsible for implementing policies; (4) Environmental Factor, namely elements in the environment that influences or is influenced by policy implementation, such as cultural, social, economic and political aspects. The process model or smith groove can be seen in the picture below.

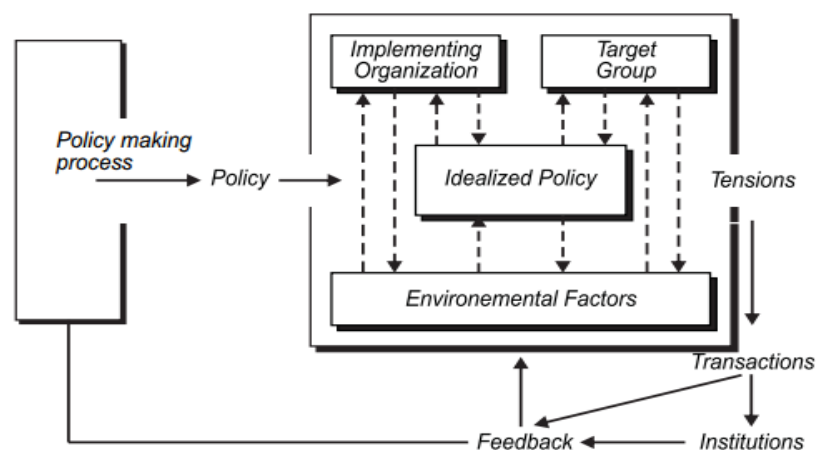


Figure 1. Model of the Policy Implementation Process
Source: H Tachjan (Implementation of Public Policy)

George C. Edwards III Model

Unlike Smith who emphasizes four factors in the policy implementation process. Edwards III Said: "In Our Approach to The Study of Policy Implementation, We Begin in The Abstract and Ask: What Is the Precondition for Successful Policy Implementation? What Are Primary Obstacles to Successful Policy Implementation?" This view clearly contains two main things, namely how preconditions for the success of public policy and what is the main obstacle of the success of public policy. This question was answered by offering and considering four factors in implementing public policy, namely: Communication, Resources, Disposition OR Attitudes, and Bureaucratic Structure. For clear it can be seen in the following picture.

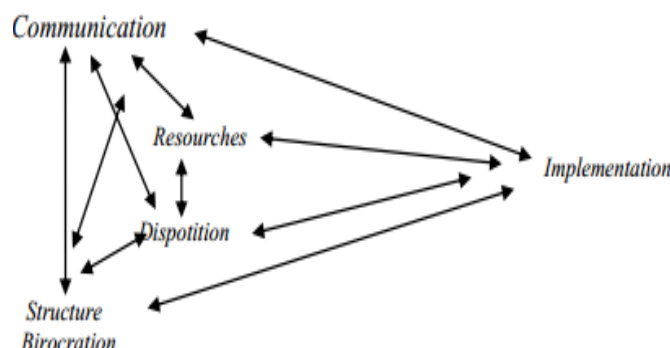


Figure 2. Policy Implementation According to Edward III (adapted from Arifin Tahir)

Communication factor

In connection with Edwards III communication says: For Implementation to Be Effective, Those Whose Responsibility It Is to Implement a Decision Must Know What They Are Supposed to Do. Orders to Implement Policies Must Be Transmitted to The Appropriate Personnel, And They Must Be Clear, Accurate, and Consistent. If the policies decision-makers wish to be implemented are not clearly specified, The May Be Misunderstood by Those at Whom They Are Directed. Obviously, Confusion by Implementers About What to Do Increases the Chances That They Will Not Implement a Policy as Those Who Passed or Ordered It Intended.

In connection with the above view of communication factors, it is stated that the implementation of policies can run effectively, if there is a responsibility, namely with what you have to do. The consequence of commands to implement policies must be conveyed clearly, accurately, and consistently to people who are capable. If the communication factor stagnates, there will be a misunderstanding by the appointed implementers. Related to the explanation above, it can be concluded that communication factors have an important role as a reference for the policy implementor in knowing what they will do. In addition, communication can also play a role as an order from superiors to policy implementors so that the implementation of the policy does not come out of the desired target.

Resource Factor (resources)

Against the Second Factor, namely Resources Edward III suggests that: Important Resources Include Staff of the Proper Size and With the Necessary Expires: Relevant and Adequate Information on How to Implement Policies and On the Compliance of Other Involved in Implementation: The Authority to Ensure the Policies Are Carried Out Astheny Are Intended, And Facilities (Including Buildings, Equipment, Land and Supplies) In Which or Whir' Services. Insufficient Resources Will Mean That Laws Will Not Be Enforced, Services Will Not Be Provided, And Reasonable Regulation Will Not Be Developed. Above implies that although the contents of the policy have been communicated and there is no misunderstanding but if the lack of resources in the implementor, the implementation of policies is not effective. Resources intended are Implementor Resources, meaning that implementors must have financial competence and resources. Without policy resources is only a document.

Disposition

The third factor as a consideration in implementing policies according to Edward III stressed: The Disposition OR Attitude of Implementations is the Critical Factor in Our Approach to the Study of Public Policy Implementation. IF Implementation is to proceed effectively, Not Only MUST Implements are still known what to do and have the capability to do it, but they must Also Desire to carry out a policy. Most Implementors Can Exercise Considerable Discretion in The Implementation Policies. One of the Reasons for this Is Theis Independence from Third Nominal Superiors Who Formulate the Policies. Another Reason is the Complicity of the Policies Themselves. They Way in Which Implementers Exercise Their Direction, However, Depends in

Large Part Upon Third Disposition to Ward the Policies. Their Attitude, In Turn, Will Be Influenced by their views Toward the Polonies Per Se and by How the Polonies' Effecting Their Organizational and Personal Interest. The purpose of the view above is: One success in the implementation of a policy is an attitude of implementing or disposition. What is meant by disposition in this sense is the character and characteristics possessed by Implementors such as commitment, honesty and democratic nature. If the implementor has a good disposition, it will carry out policies such as what the policy maker wants and vice versa.

Bureaucratic Structure

In connection with the Bureaucratic Structure factor Edward III explains: Even if Sufficient Resources to Implement a Policy Exist and Implementers know what to do and want to do it. Implementation May Still Be Thwarted Because of Deficiencies in Bureaucratic Structure. Organizational Fragmentation May Hinder the Coordination Necessary to Implement Successfully a Complex Policy Requiring the Cooperation of Many People, and IT May Also Waste Scarce Resources, Inhibit Change, Create Confusion, Lead to Policies Working at Cross-Purposes, and Result in Important Functions Being Overlooked The organizational structure is very influential on the implementation of a policy and one of the obstacles in the bureaucracy is organizational fragmentation. Where organizational fragmentation can inhibit the necessary coordination for the successful implementation of a policy that requires collaboration with many people. This is referred to by Subarsono in the Public Policy Analysis of the view of Edward III that: "The organizational structure that is too long and complicated will weaken the supervision and causes Red Tape, which is a complex and complex procedure, causing non-flexible organizational activities.

Results and Discussions

Communication

The problem that arises related to communication is the emergence of apathy in participating in the socialization of this apathetic attitude arises because of the patriarchal system and very strong customs where the task of mothers is to take care of children and fathers in charge of making a living, confusing communication between cross sectors and seems to be due to the pressure of leadership This led to a lack of internalization of the outcomes of the program so that there was a recurring error and did not achieve the policy. According to Edward III that the implementation of policies can run effectively, if there is a responsibility, namely with what it must be done. The consequence of commands to implement policies must be conveyed clearly, accurately, and consistently to people who are capable. If the communication factor stagnates, there will be a misunderstanding by the appointed implementers.

In the issue of policy implementation is called an unsuccessful implementation. Not a maximum policy was carried out due to failure during the implementation process. Implementation is carried out in accordance with the existing provisions but in the process, there is an unpredictable barrier. In connection with the problem of people's attitudes that do not support the policy process in the implementation of public policies by Riant Nugroho in the Public Policy book suggesting the problems contained in the accuracy of the process. The accuracy of the process consists of 3 processes, namely POLICY ACCEPTANCE. Here the public understands the policy as a "game rule" needed for the future, POLICY ADOPTION. Here the public accepts the policy as a "play rule" needed for the future, and Strategic Readiness. Here the public is ready to implement or become part of the policy. In this context the community does not understand the policy as a play rule needed for the future. Because they don't understand, the people don't accept the policy and finally not implemented properly and correctly.

Implementors

The results of the study found that implementors were less professional in implementing trotter or nepotism and the emergence of impromptu names due to the absence of control systems and control systems. Anderson in Tajchan stated that, "Public Policies are Those Policies Developed by Governmental Bodies and Officials". That is, public policy is the policies developed by government agencies and officials. Riant Nugroho expressed the same thing that policy implementers always begins from state or government actors as an executive agency. The government as the main actor is called the policies that accompany driven policy. Smith in the Quade calls it the term "Implementing Organization", the point of government bureaucracy has the responsibility in implementing public policy. It was as stated by Ripley & Grace A. Franklin that: "Bureaucracies are Dominant in the Implementation of Programs and Policies and Have Var Ying Degrees of Importance in Other Stages of the Policy Process. In Policy and Program formulation and Legitimation Activities, Bureaucracy Units Units Play A Lar Ge Role, Although they are not Dominant ".

The point is the bureaucratic units are dominant in the implementation of programs and policies. The important objectives of the policy are generally intended to: "Maintain public order (country as a stabilizer);

launch community development in various ways (countries as stimulants, stimulators); adjust various activities (countries as coordinators); Hider and divide various material (state as dividing, allocator) The public policy according to Edwards and Sharkansky in Tajchan can be clearly defined in the form of laws and regulations, speeches of government terrace officials or in the form of programs, projects and actions The actions taken by the government.

Bureaucratic structure

The results showed that the implementation of regent instructions on stunting prevention involved cross sectors and was carried out simultaneously throughout the North Central Timor district. Where each village refuses the budget, but in the action of the action still seems in a hurry and is wrong with the instructions. In Napan Village which is a border village it was found that the stunting handling mechanism worked out from the district, sub-district, public health centre, funds from village funds according to the instructions of the village provided additional food administration which was calculated per day, namely 3,000,000, - for 3 months / Toddlers are classified as stunting, for food entrusted to integrated service post cadres and target families. For decline there but it is not significant. The obstacle that occurs is the demands of economic needs and other needs more so that to eat drinking for under-five is not considered, public awareness for using stunting funds is sometimes used to meet other needs. According to Edward III that: "organizational structures that are too long and complicated will tend to weaken supervision and cause red tapes namely complex and complex procedures that cause non-flexible organizational activities. The successful implementation of a policy is determined by a structured, targeted and friendly work system with the local community. But in this context there is no readiness from beneficiaries so that it is not on target.

So that it can be said that the North Central Timor Regent's Instruction: DPMD 413.4/208/VI/2019 concerning ADD budgeting and village funds for the prevention and reduction of stunting in villages in 2019 has not been appropriately implemented because it was caused by a lack of internalization of program results resulting in unsuccessful implementation. Apart from that, namely the demands of economic needs and other needs so that eating and drinking babies are not considered, public awareness to use stunting funds is sometimes used to meet other needs. Therefore, it is suggested to the North Central Timor District Government that this policy be formulated and carried out; it is necessary to carry out a social analysis of the community related to the habits and upbringing of children so that the policy can achieve its goals. Stunting is a multifactorial phenomenon that can arise from various causes, including malnutrition in pregnant women and children under the age of five, limited maternal knowledge regarding health and nutrition during preconception, pregnancy, and postpartum periods, inadequate health services, insufficient immunization coverage in children aged 1-5 years, and limited access to clean water, sanitation, and nutritious food. It is imperative for parents, particularly mothers, to acquire specialized knowledge about stunting and its prevention.

This knowledge would facilitate a shift in parental behavior towards their child's development, commencing from pregnancy and extending up to the initial 1000 days of life (Musfiroh et al., 2022). So this research is in line with research conducted by (Damayanti, 2021), who stated that the government of Gununglurah Village as the implementer of the Stunting Reduction Program through the Village Fund, has yet to understand this policy thoroughly. From the compliance aspect, the Gununglurah village government has prepared and implemented village-scale activities relevant to efforts to reduce stunting through the APBDes. Further, what activities or programs must be prioritized to accelerate stunting reduction. From the research, it can be concluded that communication factors, resources, positions, and bureaucratic structures have not gone well in the implementation of the Stunting Reduction Program through village funds in Gununglurah, so the implementation process has not been optimal.

Conclusions

Instruction of the North Central Timor Regent: DPMD 413.4 / 208 / VI / 2019 concerning ADD budgeting and village funds for the prevention and decrease in stunting in the village in 2019 have not been well implemented because it is caused by a lack of internalization of the outcomes of the program so that the emergence of unsuccessful implementation. In addition, namely the demands of economic needs and other needs more so that eating drinking for babies is not considered, public awareness for using stunting funds is sometimes used to meet other needs. Therefore, it was suggested to the North Central Timor District Government so that the policy was formulated and carried out the need for social analysis to the public relating to the habit and parenting of children so that the policy to achieve its goals.

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