

Analyze The Multiple Streams To Understand The Implementation Of Policy To Prevent And Reduce Stunting

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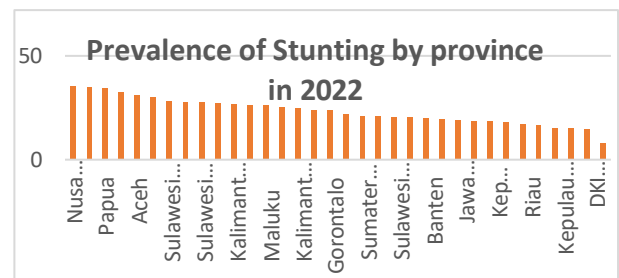
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INTRODUCTION

Stunting is one of the biggest problems for developing countries in achieving their development goals. Globally, stunting can be a barrier to achieving the SDGs. That several SDG goals have become difficult to achieve due to stunting, namely; no poverty, zero hunger, good health and well-being, quality education, gender equality, clean water, and sanitation(UNDP, 2017). This is due to the fact that the long- and short-term effects of child stunting include increased morbidity and mortality, decreased development and learning capacity, increased risk of infections and non-communicable diseases, increased susceptibility to fat accumulation, particularly in the midsection, lower fat oxidation, lower energy expenditure, and insulin resistance, as well as a higher risk of diabetes, hypertension, dyslipidaemia, lower work capacity, and poor reproductive outcomes. Based on this explanation, it can be said that it will be difficult for an area with high stunting cases to achieve the SDGS goals.

The Indonesian Ministry of Health reported that Indonesia's stunting prevalence in 2022 is 21.6%. Nevertheless, as shown in Figure 1, the distribution of stunting rates per province in Indonesia, there are still about 18 out of 34 (about 52%) provinces in Indonesia with stunting prevalence of over 21% (Kementerian Kesehatan , 2023)

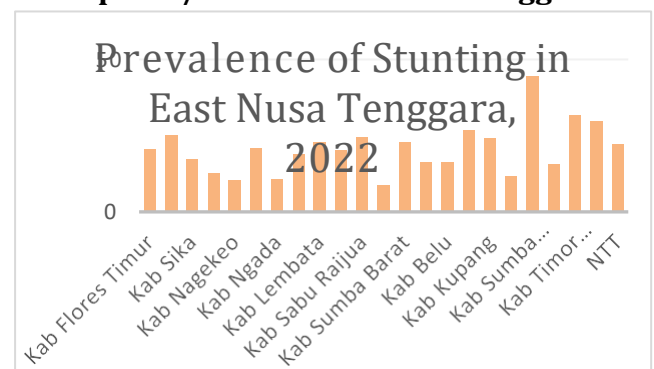
Diagram 1.1 Prevalence of stunting in 2022



Source: katadata Media Networks (2023)

Based on diagram 1.1, it is noted that East Nusa Tenggara is one of the provinces in Indonesia with the highest stunting prevalence, which reaches 35%. East Nusa Tenggara province consists of 21 districts and one city. These 22 districts have an average prevalence rate above 25%, as shown in diagram 1.2. This information suggests that the problem of stunting is an important agenda item for the entire NTT government. Kupang Regency is one of the highest stunting prevalence areas in East Nusa Tenggara, as shown in Figure 1.2 the stunting rate in this District is 24.1%.

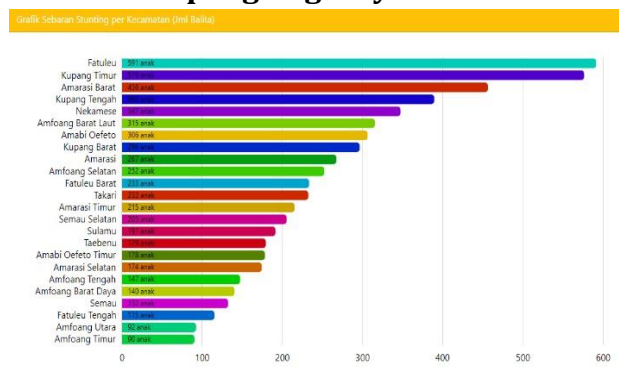
Diagram 1.2 Prevalence of Stunting in Kabupaten/Kota of East Nusa Tenggara



Source: Victory News Id, (2023) processed by the researcher.

The Government of Kupang Regency is trying to take various initiatives to handle the problem of stunting, both through collecting data on stunted children, coordinating with various sectors, and making various policies. The results of the data collection of stunting cases in each sub-district in Kupang Regency are shown in diagram 1.3. Based on the data shown in the diagram, it can be seen that the cases of stunting in Kupang District for each sub-district are on average above 100 cases in 2022; there are even two sub-districts that have cases above five hundred cases, which are Fatuleu District, which reached 591 children, and East Kupang District, which reached 576 children.

Diagram 1.3
Stunting cases for children under five in each sub-district in Kupang Regency 2022



Source: kupangkab.go.id (2023)

The government of Kupang Regency, as a public administrator, has certainly paid attention to the high number of stunting cases. There are various policies that have been made by the government with the purpose of reducing and even preventing cases of stunting in Kupang Regency. One of the regulation is Peraturan Bupati (Perbup) Number of 19 in 2021 about the amendment of Peraturan Bupati (Perbup)

Number of 49 in 2021 about accelerating the prevention and reduction of stunting.

The government of Kupang Regency has targeted reducing the stunting prevalence rate to 9.3% in 2024. This policy is supposed to be one of the tools used to help achieve this goal. This is in accordance with Nugroho, (2017) argument that public policy should help the country achieve it's goals. However, the facts on the surface show that despite the various programs and policies, stunting cases in Kupang Regency are still high and even one of the highest in NTT, as shown in diagrams 1.2

There are several reasons why a policy doesn't succeed in reaching its goals. The success or failure of a policy to achieve its goals can be attributed to a number of variables, including the formulation process, which results in the policy substance being incompatible with the issue, as well as the implementation process (Hudson et al., 2019). Policy can point to a desired sequence of events, between the initial conditions and the desired consequences in the future. Implementation is an action plan to bridge the gap between the two, so it is important to look at the process of policy implementation.

Several theories have identified factors that influence the successful implementation of a policy, such as the George C. Edwards III models, which explain that there are four factors that influence policy implementation. The features of the policy implementation model are Communication, Resources, Dispositions, and bureaucratic structure. Other scholars Merilee S. Grindle (1980) formulated that the success of public policy implementation is determined by two variables, namely content variables and context variables. Content variables are what is in the content of a public policy that affects the policy implementation process. Meanwhile,

context variables are a description of how the political context and administrative activities affect the implementation of public policies. Thus, context variables include the environment of public policy.

One of the most recent models to analyze policy implementation is presented by Michael Howlett, who explains that to understand the process of implementation more comprehensively, the implementation theory is used to combine several theories into a coherent and comprehensive explanation of the policy implementation process. Howlett combines policy cycle theory, and the advocacy coalition framework (Chaniago & Juwono, 2020). This theory tries to capture how the policy implementation process occurs through the interaction of various parties, referred to actors, who influence the policy. This process is seen through streams, which are particular events or actors that interact with each other to influence each stage of the policy circle, from agenda setting to policy evaluation.

Many studies have also shown that the success of a policy in the implementation process is influenced by various factors. Like the research from Hendrix et al. (2021), which showed that the successful implementation of a policy is influenced by various factors such as policy standards and objectives, resources, inter-organizational relationships, implementer characteristics, and implementer disposition to be maintained and even developed according to the demands and needs of the agency or work unit in accordance with the development of work environment conditions. Other studies (Widyanti et al., 2014) show that the implementation of stunting reduction policies in East Lombok Regency is influenced by inhibiting factors, namely human resource capacity and cadre quality, communication, disposition, policy

capacity in building the implementation process, and environmental variables. Sunaryo et al., (2022) from the results of their study, also showed that the implementation of the policy to accelerate the prevention and control of stunting in Bandung Regency did not succeed in achieving its goals due to the pandemic of COVID -19. Considering the data shown, namely the high percentage of stunting cases in Kupang Regency, and also based on various previous studies related to the factors that influence the implementation of a policy, this research will examine the implementation of policies to prevent and control stunting in Kupang Regency.

RESULT AND DISCUSS

This research was carried out using the qualitative descriptive method. This method was used in order to capture and understand in more detail the phenomenon of the implementation of the stunting policy in the field. The informants in this study were determined using a purposive technique, where the informants were those who were considered to have the capacity and knowledge related to stunting prevention and reduction policies in Kupang Regency.

Data was collected through interviews, a literature review, and observation. The data collected are primary data collected from interviews with informants, the results of researcher observations in the field, and secondary data in the form of reports related to stunting from the Kupang Regency government collected from BP4D, the Health Office of Kupang Regency, and public health centre. The collected data was then processed using the analysis of Miles and Huberman (1994), which consists of data collection in the field, data reduction, data presentation, and drawing conclusions.

Policy implementation is a complex phenomenon, in particular the policy to improve health system performance (Campos & Reich, 2019). Michael Howlett argued that in order for policies to be put into place, among other important tasks funding must be allocated, personnel assigned, and rules of procedure developed in order to make a sometimes very abstract policy 'work' on the ground (Riswari et al., 2022). But the fact is that even though these elements have been attempted to be fulfilled, studies on implementation have continued to show that there are various failures in the process of implementing a policy. Therefore Howlett, (2019) attempted to provide a solution by developing Kingdon, (1984) policy stream model and also incorporating policy process theories for further policy implementation studies. He argues that a synthesis of some of the currently competing frameworks in policy science, advocacy catalysis, and various streams and models of the policy cycle is needed to help better situate the implementation process with its activities in policy science. The multiple streams framework, which was developed by Howlett (2019) there are five streams: process stream, problem stream, policy stream, political stream, and program stream. These five streams will be used to analyze the implementation of policies to prevent and reduce stunting in Kupang Regency.

1. The Process Stream

This is the first streams of the overall. It establishes the basic set of tasks and events which policies are processed, from agenda-setting to evaluation (Howlett, 2019). The policies for the prevention and reduction of stunting in Kupang Regency are Peraturan Bupati (Perbup) Number of 19 in 2021 about the amendment of Peraturan Bupati (Perbup) Number of 49 in 2021 about accelerating the prevention

and reduction of stunting, in the process of being formulated and coordinated directly by the research and development planning of kupang regency (BP4D) which does have the function of formulating technical policies in the field of development planning, research, and development in regional development. In the process, the issue of stunting was included in the agenda setting because stunting is a public focus issue at both the global and national levels, and Kupang Regency is one of the regions in Indonesia with a high prevalence of stunting (as shown in Diagram 2). Therefore, this issue is very important to be studied and followed up on in a policy. In this case, we know that the stunting prevention and reduction policy is a consequence of an extraordinary event that has attracted the attention of various parties (Ruvalcaba-Gomez et al., 2023).

After the issue of stunting entered the agenda setting, BP4D then conducted a formulation process that defined the problem and sought the best solution to solve the stunting problem in accordance with the conditions of the Kupang Regency problem. Of course, in this process, BP4D involves various stakeholders and takes into consideration the results of Musrembang activities. The draft policy formulation that has been made by BP4D was then discussed in a cross-sectoral meeting that also involved the sub-district government, the legal team, and representatives from the villages. Unfortunately, the first drafting process of this policy, namely Perbub No. 49/2019 on the Acceleration of stunting Prevention, did not involve academics. Academics had only been involved in the process of drafting the amendment, namely Perbub No. 19 of 2021 concerning the Acceleration of stunting prevention and reduction. As we know, the involvement of academics in the policy process is important, especially in the

formulation process, because policy formulation refers to how problems identified in the agenda-setting phase transform into government programs. As the process of designing policy alternatives expresses and allocates power among different interests, policy formulation affects both implementation and outcomes (Hansson-Forman et al., 2021). The academic community can contribute through their research and development. Research and development have a strategic role in formulating and implementing the policy. Research and development is one important step in order to produce a new idea (Muluk & Winoto, 2018), with purpose that it can produce better quality evidence on policy problems and solutions (Cairney & Oliver, 2020).

After the formulation process was completed, the stunting prevention policy was then regulated in Kupang District Regent Regulation (Perbub) No. 49 of 2019. Based on the results of the research, it is also known that the reason why the stunting reduction policy is made in the form of a Regent Regulation instead of a Regional Regulation is for budgetary reasons, where making a regional regulation (Perda) requires a large amount of money and also requires a longer time, while the problem of stunting in Kupang Regency is something urgent that requires immediate handling. In order for this policy to achieve its objectives, the Kupang Regency government, through BP4D, also conducted socialization regarding the policies of Perbub No. 49 of 2019 and Perbub No. 19 of 2021 with various stakeholders and community representatives. It is expected that after various parties know and understand this policy, they will support the implementation process.

2. The Problem Stream

The problem stream remains focused on the articulation or framing of policy problems and involves a key set of actors involved in defining policy issues. These problem-defining those are involved in the formulation and agenda-setting phases of policy-making, as well as execution. Depending on the situation, they could be scientists, politicians, or others (Howlett, 2019). As mentioned in the formulation stage of the Process Stream, the process of problem definition was carried out by the policy formulation team coordinated by BP4D. The problem of stunting in Kupang Regency was defined by referring to various sources of literature and related information from various related OPDs in this case the Health Office of Kupang Regency, The Population Control, Family Planning, Women's Empowerment, and Child Protection of Kupang Regency (P2KB3A), Sub-district and village governments, and also the result of field observations.

The problem of stunting is not a new one for the government of Kupang Regency, as maternal and child health issues have been an important issue of concern for the Kupang Regency Government from time to time. This can be traced to various forms of research results that discuss maternal and child health issues in Kupang Regency Yuniarti et al., (2022); Zogara et al.,(2021); Rene, (2019). In Perbub No. 49 of 2019, stunting is defined as a condition of failure to grow in children due to chronic malnutrition, so that children are too short for their age. Based on this definition, the stunting problem in Kupang Regency is indicated to occur due to nutritional deficiencies in mothers during pregnancy and breastfeeding, as well as in children both in the womb and during the first thousand days after birth. Therefore, to solve the problem, this policy formulates various efforts such as improving food consumption patterns, improving

nutrition awareness behavior, increasing access to and quality of services, and improving the vigilance system.

3. The Policy stream

The policy stream is linked to ideas and solutions, where actors present alternatives that respond to the problem in the form of instrumental actions. In this stream, it is assumed that subject experts search for solutions to the problem (Ruvalcaba-Gomez et al., 2023). Knowledge regarding a policy problem is the 'glue' that unites actors within an epistemic community, differentiating it from those actors involved in political negotiations and practices around policy goals and solutions (Howlett, 2019).

In defining the problem of stunting in Kupang Regency, BP4D coordinated with cross-sectoral teams, especially The Population Control, Family Planning, Women's Empowerment, and Child Protection of Kupang Regency (P2KB3A) which is the leading sector in reducing and preventing stunting, and also the Health Office of Kupang Regency. While political actors, in this case the members of the legislature of Kupang Regency (DPRD), are not directly involved in the process of agenda setting and policy formulation, this is because the form of policy is in the form of Regent Regulations, not regional regulations, so it does not require direct involvement from the legislature. The legislature of Kupang Regency (DPRD) were then actively involved in the policy implementation process by becoming foster parents for stunted children in Kupang Regency. Coordination in the process of defining problems is important in the policy process, this is because coordination between sectors will contribute to the process of solving public problems. The other factor placing pressures for increased coordination was the emergence of difficult problems that could not readily

be solved through the actions of any individual public sector organization. These problems, sometimes characterized rather loosely as wicked problems, require substantially greater coordination efforts than do relatively tame problems that fall neatly into the domain of a single government organization (Peters, 2018).

Another actor, that is, academics, has also only been involved in the process of formulating policy amendments, namely Perbub No. 19 of 2021, while in Perbub No. 49 of 2019 there has been no involvement of academics in the policy formulation process, as explained in the process stream, this may be one of the factors that weakened this policy at the beginning of the implementation process. For civil society, in this case, the communities of Kupang Regency are not directly involved in the policy process; the community's aspirations are conveyed through the Musrembang forum and also the Health Office of Kupang Regency and other teams based on the results of their meetings or gatherings in the community. The participation of the community in policymaking is not something that is easy. This is because that participatory agenda setting involves two central challenges, namely the development of dialogue formats and procedures that enable members of the public to take part in the process, and the selection and use of the appropriate channels for conveying their input to the relevant decision-makers. Agenda setting is thus a process during which concepts and issues are collaboratively uncovered or developed and then integrated, via networks, into policy and research strategy. Accordingly, this process encompasses the actors involved in the agenda setting process, the procedures that make participation possible, and the channels via which the results are then transferred (Schroth et al., 2020).

4. The Politic Stream

The political stream focuses on the advocacy coalition carried out by policy actors. These actors compete to get their choice of problem definitions as well as solutions adopted and implemented and continue to act throughout implementation activities (Howlett, 2019). In the case of stunting prevention and reduction policies in Kupang Regency, there is no significant conflict between actors in the process of defining the problem until the implementation process, because from the beginning of the formation of the issue, entering into agenda setting, formulation, and implementation of this policy has been coordinated by BP4D as the coordinator, and there has also been the involvement of various other stakeholders to provide support in the form of data or suggestions in the policy formulation process. The coalition that has been formed between these various stakeholders can be a strength for this policy, as explained by Ruvalcaba-Gomez et al.,(2023) that to establish agreements in the politics stream, coalitions are essential. Power concessions that are advantageous to the interests of stakeholders are often how coalitions are established. Organized interests are another aspect of politics that should be taken into consideration. A variety of groups, including political parties, pressure groups, and associations, can act to either stimulate or restrain changes in public policy.

The coalition between actors in the stunting prevention and reduction policy becomes even more crucial during the implementation process. As we know, the problem of stunting is a complex one (Nadilla et al., 2022), which requires the attention and commitment of various stakeholders to handle it. The involvement of various stakeholders as well as community leaders and parents in the stunting management program in Kupang

District shows that this policy has full support in the implementation process. Therefore, there is no specific opposition group. Stakeholders from executive institutions, such as the Head of Service and Prosecutor's Office staff, and stakeholder from Executive institutions in the form of members of the legislative of Kupang Regency (DPRD), jointly support the implementation of this policy by becoming foster parents for stunting children in Kupang Regency.

Sub-district government officials also contribute to policy implementation and stunting reduction in Kupang District. In line with Section 15A of Kupang Regent Regulation No. 19 of 2021, it is said that the sub-district head is responsible for coordinating stunting prevention and acceleration activities in the sub-district area. This coordination is carried out through regular meetings every three months with the village government, the local health center, and foster parents. Meanwhile, regular meetings are held every six months with the Bupati of Kupang Regency. The regular coordination between stakeholders in the policy implementation process is a supporting factor in the process, especially in health policies, this is because achieving the objectives of a health system requires the efficient coordination of many interdependent structures and people, which makes up the complex system of health systems (Nyawira et al., 2023).

5. The Programme Stream

The fifth stream, one which is crucial to implementation, features the introduction of new 'programme' actors, mainly administrators, of course, policy implementation often relies on civil servants and administrative officials to establish and manage the necessary actions and they are key actors in the programme stream who apply their knowledge, experience, expertise and

values to shaping the launch and evolution of programs implementing policy decisions (Howlett, 2019). At the implementation stage, the policies of Perbub No. 49 of 2019 and Perbub No. 19 of 2021 on the prevention and reduction of stunting are implemented by various sectors.

The Population Control, Family Planning, Women's Empowerment, and Child Protection of Kupang Regency (P2KB3A) is an institution that is the leading sector in the process of implementing this policy. It is recognized that in efforts to reduce stunting, P2KB3A coordinates with various sectors, especially BP4D, the Health Office of Kupang Regency, Sub-district and village governments so that stunting reduction in Kupang Regency can be converged through specific and sensitive nutrition interventions. P2KB3A specifically conducts preventive efforts against new stunting cases by conducting coaching programs for couples who are getting married, pregnant women, and postpartum mothers from 0-59 months of age.

One of the main programs to prevent and reduce stunting in Kupang Regency is the appointment and involvement of various members of the bureaucracy, ranging from the Heads of Office from various OPDs, the Head of the Kupang District Prosecutor's Office, and also from the legislative members (DPRD) of Kupang Regency as foster parents for stunted children. These parents will play an active role in the nutrition of stunted children during their growing years. However, based on the results of research in the field, not all stakeholders who have been appointed as parents are actively carrying out their duties, such as in Kupang Tengah Sub-district. Based on information from the sub-district head, it was learned that after the appointment ceremony, no work program had been implemented by

the parents. It is known to occur due to barriers in communication and coordination between the sub-district chief, who serves as the regional coordinator, and the head of the OPD (head of the Department), who is appointed as the foster parent. This communication and coordination barrier is further known to occur due to differences in the structure of positions within the local government, where the Head of Sub-district (echelon III) is uncomfortable asking the Head of Department (OPD), who is in an echelon II position, about the progress and continuance of the foster parent program.

Communication and coordination barriers between actors in implementing a policy are one of the factors that inhibit the achievement of policy objectives, as shown in research by Hendrix et al (2021); Nalien (2021); Phulkerd et al. (2017); Widyanti et al., (2014). Various scholars in the policy implementation model have also identified the communication factor as the main factor determining the success of the policy implementation process, as mentioned by Meter & Horn, (1975); (Edward, 1980); Specifically related to hierarchical integration within and between implementing agencies, as stated by Sabatier & Mazmanian, (1983); (Ike Soraya, Hartuti Purnaweni, (2014).

CONCLUSION

Stunting is one of the main problems that Kupang Regency must solve, and the Kupang Regency Government has set a target to reduce the prevalence of stunting to 9.3% in 2024. The Regent Regulation (Perbup) No. 49 of 2019 and the Regent Regulation (Perbup) No. 19 of 2021 are the policies that are expected to be the means to achieve this target. Therefore, the implementation process of this policy is important so that the goal can be achieved. However, as we know, the implementation of a policy,

especially a health policy, is something that is difficult to implement; therefore, an analysis is needed regarding how the implementation process works.

Michael Howlett has developed a model that can be used to identify the implementation process of a policy. Different from other scholars who use one or two theories to analyze the implementation of a policy, Howlett developed Kingdon's (1984) multiple stream model by using various theories such as the advocacy coalition framework (ACF) and the policy cycle model. He then formulated five components, or what can be referred to as multiple streams, namely: process stream, problem stream, policy stream, politics stream, and program stream.

This multiple stream model is used to analyze the implementation of stunting prevention and reduction policies in Kupang Regency. Based on the results of the study, it is recognised that the first stream is the process stream, The stunting issue that entered the agenda was then formulated by BP4D. In drafting this policy, BP4D involved various OPDs and took into account the results of Musrebang activities. The resulting draft policy formulation by BP4D was then discussed in a joint cross-sector meeting that also involved the Sub-district Government, the legal team, and representatives from the village. Unfortunately, the first drafting process of this policy, i.e. Perbub No 49/2019 on the Acceleration of Sunting Prevention, did not involve academics.

The problem stream focuses on framing the problem, as described at the formulation stage in the Process Stream, The problem of stunting in Kupang District was defined by referring to various sources of literature, related information from various relevant DPOs, in this case the Health Office of Kupang Regency, The Population Control, Family Planning,

Women's Empowerment, and Child Protection of Kupang Regency (P2KB3A), and also sub-district governments, and village governments. In Perbub No. 49 of 2019, stunting is defined as a condition of growth failure in children as a result of chronic malnutrition, so that children are too short for their age. Therefore, for problem-solving efforts in this policy, formulate various efforts such as improving food consumption patterns, improving nutrition awareness behavior, improving access and quality of services, and improving the awareness system.

The policy stream deals with ideas and solutions, where actors offer alternatives that respond to the problem in the form of instrumental action. In Perbub No. 49 of 2019 and Perbub No. 19 of 2021, various actors have been involved as stakeholders. However, the academics have not been involved in the process of formulating Perbub No. 49 of 2019, not including academicians in the policy formulation process can be one of the weaknesses of this policy. In addition, because of limited time and budget, the stunting prevention and reduction policies in Kupang District are still in the form of a Regent Regulation, not a regional regulation.

In the politic stream, the involvement of various stakeholders as well as community leaders and foster parents in the stunting management program in Kupang Regency indicates that this policy has full support in the implementation process. Therefore, there is no specific group of opponents. And lastly, the program stream, coordination with various sectors with the aim to achieve nutrition-specific and sensitive interventions. One of the main programs is foster care for stunted children. However, the implementation of the foster parent program faced communication and coordination barriers due to different structures within the local government.

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