Analyzing Supporting and Inhibiting Factors in the Implementation of Stunting Reduction Acceleration Policy in Depok City

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Abstract

This research raises the issue of stunting, which is not only a serious public health challenge in Depok City but also worldwide. The main focus of the research is to identify and analyze the factors that support and hinder the implementation of policies to accelerate stunting reduction in Depok City and formulate an optimal implementation model. Using a descriptive qualitative approach, this study collected data through in-depth interviews, Focus Group Discussions (FGDs), and observations. The analysis was conducted using NVivo 14 software by applying Knill and Tosun's determinants of policy implementation approach. Results show that factors such as political will, program innovation, human resource quality, and social acceptance are key enablers, while budget inefficiency and sectoral ego were found to be the main inhibitors. The proposed implementation model integrates policy instruments, policy design, control structure, institutional design, administrative capacity, and social acceptance with a focus on sustainability. This research makes an important contribution to the development of knowledge in the fields of government science and public administration and the practice of public policy, particularly in efforts to accelerate stunting reduction in Depok City and other regions in Indonesia.

Keywords: *Stunting*, *Policy*, *Implementation*, *Depok*, *NVivo*

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A. INTRODUCTION

Stunting is a chronic nutritional problem caused by prolonged malnutrition, especially in the first 1000 days of life. Stunting is characterized by a child's short height compared to the standard height for their age (UNICEF, 2019).

Globally, the World Health Organization (WHO) noted that the prevalence of stunting in 2020 reached 22% or around 149 million toddlers in the world experiencing stunting (WHO, 2021). In the Southeast Asia region, the prevalence of stunting has decreased from 51.3% in 2000 to 35.8% in 2016 (UNICEF, 2017). However, Indonesia is still the country with the fifth highest prevalence of stunting in Asia, at 21.6% or around 6.3 million stunted toddlers (Ministry of Health of the Republic of Indonesia, 2023a).

Despite the alarming phenomenon of stunting worldwide, some countries have successfully reduced the prevalence of stunting through targeted programs and policies. For example, Peru with the CRECER (*Crecimiento y Desarrollo Infantil*) program launched in 2007. CRECER is a comprehensive nutrition intervention program for pregnant women to children aged 3 years by combining specific nutrition

interventions such as vitamin and mineral supplementation, as well as sensitive interventions such as access to clean water and sanitation, family income generation, and others. The program successfully reduced the prevalence of stunting in Peru from 28.5% in 2010 to 12.9% in 2016 (Minsa, 2017).

In addition, Brazil also succeeded in reducing stunting from 37% in 1974-1975 to 7% in 2006-2007 through programs targeting poor communities and urban slums, as well as increasing access to basic health services (Monteiro et al., 2010). Meanwhile, Nepal reduced stunting from 57% in 2001 to 36% in 2016 by involving Female Community Health Volunteers (FCHVs) or female cadres in each village to conduct toddler growth monitoring and nutrition interventions (Chapagain, 2002).

Previous studies have shown that stunting has adverse effects on child development, such as cognitive impairment, low productivity, obesity, and the risk of non-communicable diseases (NCDs) in adulthood (Onis and Branca, 2016). Therefore, stunting is considered a key indicator of child welfare and the inequality of a country's human resources (Adair et al., 2013). In addition, the factors of family income level and mother's education level are also one of the causes of stunting (Setiawan et al., 2018). This state of malnutrition can increase the risk of child mortality, make children vulnerable to disease and in the long run will lead to poor adulthood. Reduced cognitive abilities in stunted children can cause long-term economic losses in Indonesia (Rahmadhita, 2020).

To address the problem of stunting in Indonesia, the government issued Presidential Regulation No. 72 of 2021 on the Acceleration of Stunting Reduction as a revision of the previous Presidential Regulation No. 42 of 2013 on the National Movement for the Acceleration of Nutrition Improvement. The goal of accelerating stunting reduction is to reduce the prevalence of stunting through a multisectoral approach involving various ministries, local governments, and relevant stakeholders.

In West Java Province, based on the 2022 Indonesian Nutrition Status Survey (SSGI), the prevalence of stunting reached 20.2% (Ministry of Health of the Republic of Indonesia, 2023a). This figure shows a decrease compared to 2021 which reached 24.5%, although it is still in the high category. Depok City has the second lowest stunting prevalence in West Java after Bekasi City, at 12.3% based on the 2021 SSGI (Ministry of Health of the Republic of Indonesia, 2023b). However, based on the 2022 SSGI, the stunting rate in Depok City actually increased by 0.3% to 12.6%. This shows that the policy goal of accelerating stunting reduction still needs to be scrutinized when empirical conditions show that stunting reduction has not been achieved.

Based on the report of the recapitulation of the Month of Weighing of Toddlers in August 2022 and the Depok City Health Profile in 2022, several stunting problems were found in Depok City, namely:

1. A total of 3,637 under-fives were stunted (short and very short) with the largest distribution by district being Sawangan, Bojongsari and Tapos;
2. Coverage of weighed toddlers73.8%;
3. The coverage of pregnant women with anemia is 6.57%;
4. Percentage of pregnant women at risk of chronic energy deficiency 2.85%;

5. Coverage of infants <6 months exclusively breastfed is 74%;
6. Coverage of 6-month-old infants receiving exclusive breastfeeding was 71.1%;
7. Anemia in adolescent girls based on the results of the Hb examination was 44.5% and based on the category set by WHO shows a public health problem with a severe category.

The increase in the stunting rate in Depok City is not in line with the efforts to accelerate stunting reduction through the Depok Mayor's Circular Letter Number 440/639-Dinkes regarding the Publication of Stunting Data in 2022. In the Circular, all agencies, institutions, and stakeholders in Depok City are asked to make efforts to accelerate stunting reduction in a convergent, holistic, and quality manner (Berita Depok, 2022).

One of the efforts that the Depok City Government has made together with all stakeholders in increasing public awareness and knowledge about stunting and how to prevent it through socialization and counselling to the community. The Depok City Health Office created a podcast called INFO PODKES (Health Promotion and Education Information) in collaboration with the Depok City Korpri as one of the media for disseminating information in the Health Sector to improve the degree of public health, especially the acceleration of stunting reduction in Depok City. The counselling is carried out through the Depok City Health Office Promkes Channel YouTube channel which has started from 2022. Other forms of socialization are through health webinars and active community movements, one of which is through the action of implementing the No Smoking Area (Depok City Health Office, 2023).

In addition, until now the Depok City Government has also continued to socialize and implement 7 No Smoking Areas. Smoking habit is also one of the determinants of toddler stunting in addition to other factors such as clean water, healthy latrines, maternal history, helminthiasis, and comorbidities. The percentage of KTR compliance was still very low in 2022 (32%), although there was a slight increase in 2023 (34.37%) (Depok City Health Office, 2023).

Various counselling activities were also carried out, among others, by health workers at the Puskesmas (Depok City Health Office, 2024), counselling on stunting prevention using local food in processed complementary foods, counselling by the Indonesian National Armed Forces (TNI) personnel in collaboration with the Depok City Health Office (Berita Depok, 2024), and community service activities involving educational institutions and socialization to parents and community cadres. However, these socialization and counselling activities still experience various obstacles, including limited resources and low understanding of the community. This can be seen from the fact that many people still do not understand the dangers of stunting and what causes it (Warta Kota, 2022). Data from the Ministry of Home Affairs' Bina Bangda Action Website also shows that the percentage of targets that have a good understanding of stunting in priority locations is still very low (Ministry of Home Affairs Republic of Indonesia, 2024). This shows that out of 63 urban villages in Depok City, each urban village still must make comprehensive socialization and understanding efforts related to the dangers of stunting. Another obstacle is the

limited training for cadres in accelerating stunting reduction in Depok City. Until 2023, only 93 Family Hope Program (PKH) assistants were trained in health and nutrition modules. Depok City still has a shortage of trained cadres. In 2021 there were 12,629 people with 9,225 trained cadres (73%). In 2022 14,211 people, with 10,386 trained cadres (73.1%). While in 2023 there were 14,301 people with 10,412 trained cadres (72.8%) (Depok City Health Office, 2023).

The budget is also one of the obstacles in accelerating stunting reduction in Depok City. For example, a budget of Rp. 4.9 billion is a regional incentive fund (DID) in 2023 for Supplementary Food Provision (PMT) for stunting toddlers, which comes from the APBN and is part of the fiscal incentive award for stunting handling performance from the Government. Meanwhile, from its own APBD funds, the Depok City Government has allocated a budget every year in an effort to accelerate stunting reduction which is distributed to several supporting regional apparatus such as the Health Office, Public Works and Spatial Planning Office, Social Service, Population and Civil Registration Office, the Regional Development Planning and Research Agency (Bappeda), Food Security, Agriculture and Fisheries Office, and the Office of Women's Empowerment and Child Protection, Population Control and Family Planning (Bappeda, 2023).

One form of program that supports government efforts in accelerating stunting reduction is collaboration with the private sector. Until now, the involvement of the private sector is still quite low and needs to be optimized, especially in collaboration through Corporate Social Responsibility (CSR) as regulated by Regional Regulation Number 7 of 2021 on Social and Environmental Responsibility and the Partnership and Development Program. Currently, non-APBD financing collaboration in Posyandu includes the construction of posyandu, fulfillment of facilities and infrastructure such as septic tanks, training of posyandu cadres, and procurement of Supplementary Food Provision (PMT).

In the context of accelerating stunting reduction, the current policy implementation model uses an intervention approach that involves various sectors and convergence of cross-sectoral programs. This is marked by the existence of a multi-sectoral team or working group formed specifically to coordinate stunting handling programs, involving various related agencies outside of health such as education, social, government, and others, as well as an approach that is not only treatment but also comprehensive promotive and preventive efforts.

The various problems above show that the implementation of the stunting reduction acceleration policy in Depok City has not yet achieved the goal of reducing stunting. Based on this problem statement, the author is interested in identifying factors that support and hinder, as well as formulating an optimal policy model to streamline the policy implementation.

Therefore, this research seeks to describe the implementation of the accelerated stunting reduction policy in Depok City to identify factors that support, hinder and formulate an appropriate policy model to streamline the implementation of the policy.

B. LITERATURE REVIEW

1. The Nature and Meaning of Government

The essence of government is service to the people. The government exists to serve the people, in other words, the government is a "servant of the people". Public services by the bureaucracy are one of the manifestations of the function of the state apparatus as servants of the community in addition to being servants of the state (Dwiyatmo, 2004). The government was originally formed to avoid chaos by individual interests that confront each other in a certain space and time (Rasyid, 1997). Ndraha defines government as an agency that processes the fulfillment of human needs as consumers of government products for public and civil services (Ndraha, 2003). Government is born from the delegation of power by the people. Whereas governance refers to the ability and spontaneity of social groups in regulating themselves, it also refers to methods, management, organization. Governance is more of a social phenomenon, and broader than government. Government requires a political process. Governance refers to order and ability while government refers to organs. The concept of government refers to a management organization based on the highest authority (state and government). The concept of governance does not just involve the government and the state, but also the role of various actors outside the government and the state so that the parties involved are also very broad.

The government is the personification of the state that has a sacred mission, namely: to serve, empower and improve the welfare of its people (Sumaryadi, 2016). In addition, the government is also interpreted in four ways, namely first, the activity or process of exercising control over the activities of others. Second, the situation of the implementation of control, namely the conditions of the rules applied. Third, the people who carry out tasks in the political system. Fourth, the style or manner of exercising control. For example, liberal democracy, totalitarianism, and military regimes (Haboddin, 2015).

In the context of this research, the Central Government has comprehensively issued policies related to stunting reduction efforts throughout Indonesia. This policy in the form of legislation is the basis for Provincial and Regency / City Governments to follow up according to the characteristics of their respective regions, including Depok City by issuing a Mayor's Regulation related to accelerating stunting reduction.

In addition, the main consequence of regional autonomy in Indonesia is the division of government affairs between the central government and local governments. The division of government affairs will lead to a balance of power between the central government and local governments. According to the provisions of Law No. 23/2014 on Regional Government, government affairs are divided into three classifications, namely (i) absolute government affairs, (ii) concurrent government affairs, and (iii) general government affairs. In relation to this study, health affairs are one of the concurrent government affairs that are mandatory and related to basic services and are carried out in an institutionally structured manner from the national level to the regions.

2. Policy Implementation

In the domain of public policy, the study of policy implementation has evolved significantly over the years, beginning in earnest with Pressman and Wildavsky's groundbreaking work in the 1970s. Their book 'Implementation' marked a turning point by highlighting the disconnect between the objectives of federal job creation programs in Oakland and California and their outcomes, underscoring implementation as a critical yet often overlooked phase in policy execution (Pressman & Wildavsky, 1973). This research precipitated a shift towards a rational, top-down approach in policy implementation studies, emphasizing the importance of stringent administrative control and viewing policymaking and implementation as a continuum of rational choices and actions.

The field was further enriched by Hargrove's critique, which pointed out the 'missing link' in public policy studies. Hargrove's argument, presented in 'The Missing Link: Study of Implementation of Social Policy', centered on the disproportionate focus on policy formulation and evaluation, at the expense of understanding the complexities of implementation (Hargrove, 1975). This argument opened up new avenues of exploration in the study of policy implementation.

Building on these foundations, scholars like Mazmanian and Sabatier broadened the definition of implementation, considering it not just as an administrative process but also as a critical phase where policies have real-world impacts (Mazmanian & Sabatier, 1981). Lester and Stewart, and Ripley and Franklin, further expanded on this by detailing the multifaceted nature of implementation, encompassing activities ranging from resource allocation to the development of regulations and organizational structures (Lester & Stewart, 2000; Ripley & Franklin, 1986).

The importance of effective policy implementation cannot be overstated, as it is the bridge between policy design and actual societal impact. This process involves multiple stakeholders, including policymakers, field officials, and the target groups, each playing a distinct role in the success or failure of policy initiatives (Hamdi, 2014). Knill and Tosun highlight the variability in implementation practices, pointing out the influence of institutional structures and the role of various actors, including non-governmental organizations and international bodies (Knill & Tosun, 2009).

The literature also delves into the causes and types of policy failure. Factors such as information gaps, unclear policy objectives, lack of support, and potential division among implementers contribute to policy failures, categorized broadly into non-implementation and unsuccessful implementation (Peters, 2015; Hogwood & Gunn, 1984). This distinction is crucial for understanding the challenges inherent in translating policy into action.

The evolution of policy implementation studies is marked by a transition from the case study approach of the 1970s, pioneered by Pressman and Wildavsky, to the more theory-driven methodologies of the 1980s. This evolution reflects a growing recognition of the complexities of policy implementation and the need for nuanced,

evidence-based approaches to understanding and improving this critical phase of the policy cycle (De Leon, 2002).

In conclusion, the literature on policy implementation underscores the vital role of this phase in the public policy process, highlighting the challenges, complexities, and varied approaches to understanding and enhancing the translation of policy into effective action. The evolution of this field reflects a growing appreciation of the multifaceted nature of policy implementation and the need for comprehensive, interdisciplinary approaches to studying and improving it.

3. Policy to Accelerate Stunting Reduction in Indonesia

The WHO definition of stunting is a condition in which children's height for their age is less than minus two standard deviations from the median of children's growth standards. Meanwhile, UNICEF, together with WHO and the World Bank Group, worked together to develop a joint database on the prevalence of stunting. They define stunting as height that is too low for age, with a standard deviation below the median of the WHO global growth reference (UNICEF et al., 2017).

The framework for the implementation of stunting reduction in Indonesia is guided by the National Strategy for the Acceleration of Stunting Prevention for the period 2018-2024, which consists of five (5) pillars, namely: 1) Leadership commitment and vision; 2) National campaign and behavior change communication; 3) Convergence of central, regional, and village programs; 4) Food security and nutrition; and 5) Monitoring and evaluation. The strategy is implemented at all levels of government by involving various relevant government institutions and non-government institutions, such as the private sector, civil society, and communities. The strategy is used to target the priority group of 1,000 HPK households and the public in priority locations.

The government then issued Presidential Regulation Number 72 of 2021 concerning Acceleration of Stunting Reduction to strengthen the intervention and institutional framework in the implementation of accelerated stunting reduction. Presidential Regulation Number 72 of 2021 regulates, among others: (1) the national strategy for accelerating stunting reduction; (2) the implementation of accelerated stunting reduction; (3) coordination of the implementation of accelerated stunting reduction; (4) monitoring, evaluation, and reporting; and (5) funding.

Various policies and regulations have been issued by the government to overcome stunting. The policies/regulations include: 1. National Long-Term Development Plan (RPJPN) 2005-2025, 2. Medium-Term Development Plan (RPJM) 2020-2024, 3. Strategic Policy on Food and Nutrition (KSPG) 2020-2024, 4. Law No. 36/2009 on Health, 5. Presidential Regulation No. 72 of 2021 on Accelerating Stunting Reduction.

The implementation of accelerated stunting reduction requires regulations and policies that are in line with the National Strategy for Accelerating Stunting Reduction and the National Action Plan for Accelerating Stunting Reduction, so that the implementation of accelerated stunting reduction activities can be carried out

holistically, integratively, and with quality through coordination, synergy, and synchronization among ministries/agencies, provincial governments, district/city governments, village governments, and stakeholders.

C. METHOD

In this study, the type of research used is qualitative research. Qualitative research is carried out by comparing and giving credence to the information that can be obtained. The nature of the research used in this research is descriptive, namely research that describes with the intention of describing, explaining, and describing precisely the characteristics of an individual, situation, symptom, or certain group or to determine whether there is a relationship between a symptom and another symptom in society.

In this study, researchers conducted a policy implementation study on accelerating stunting reduction in Depok City, West Java Province. In its implementation, the implemented policy is faced with supporting and inhibiting factors which are analyzed with the dimensions of policy implementation determinants consisting of six (6) indicators, namely: choice of policy instrument, policy design, control structure, institutional design, administrative capacity, and social acceptance.

Table 1. Research Conceptual Framework

Concept	Factor	Indicator
Determinants of Implementation Success (Knill & Tosun, 2020)	Choice of Policy Instrument	1. Basic knowledge 2. Complexity of the policy environment
	Policy Design	1. Clarity of policy requirements and objectives 2. Distribution conflicts and politicization issues 3. Stakeholder engagement 4. Policy accumulation
	Control Structure	1. Delegation of authority 2. Organizational complexity, knowledge, and technology 3. Formal and regulatory oversight
	Institutional Design	1. Establishment of structures and procedures 2. Institutional change and adaptation
	Administrative Capacity	1. Technical capacity of human resources and organization 2. Financial management capability
	Social Acceptance	1. Social benefit level 2. Information and communication approach

A research design is a research plan and procedure that includes all decisions ranging from broad assumptions to the most detailed methods regarding the process

of data collection and analysis (Creswell, 2013). In the context of this research, the qualitative approach is characterized by in-depth interviews, focus group discussions, and direct involvement of researchers at the research site. In this study, researchers used purposive sampling (n=11) and snowball sampling (n=41) with the total of 52 informants. Descriptive qualitative research methodology is used as an effort to conduct a comprehensive and in-depth study to find out the effectiveness of the implementation of the accelerated stunting reduction policy in Depok City, as well as what factors are the drivers and inhibitors of the policy implementation.

In the context of this study, researchers will try to formulate the most effective model in efforts to accelerate stunting reduction through the concept-indicator model (Glaser, 1978; Strauss, 1987; Charmaz, 2014). The "concept-indicator" model, also known as the "concept-indicator" approach, is an approach in qualitative research that focuses on transforming raw data into concepts or categories through the process of identifying relevant indicators. This approach is commonly used in grounded theory, but can also be found in other types of qualitative research.

The following are the stages of modeling by integrating the concept of the "concept-indicator model" with the theory used as a reference and with the use of NVivo which functions as a tool to facilitate the analysis process, to make it more organized and structured. (1) Understanding theory; (2) Data collection; (3) Initial reading and initial coding; (4) Concept formation; (5) Modeling or frameworking; (6) Model refinement; (7) Validation.

D. RESULTS AND DISCUSSION

1. Overview of Research Location

This research investigates the policy implementation for stunting reduction in Depok City, West Java Province, which encompasses an area of 199.91 km², and is home to a diverse and growing population of over 2.1 million people. The city demonstrates a high Human Development Index (HDI) of 82.53, ranking third in the province, reflecting the residents' improved quality of life. Geographically, Depok City is characterized by lowlands and mildly undulating hills, making it a strategic location for settlement due to its proximity to Jakarta.

The study reveals a comprehensive health and social welfare landscape in Depok City. Notably, the HDI growth in Depok City has consistently surpassed both West Java Province and national averages, particularly post the Covid-19 pandemic. Health improvements are evident with a Health Index of 84.49 in 2022, an increase from 76.89 in 2021. Life Expectancy Rate (AHH) in Depok City has also risen, reaching 74.92 years in 2022. These achievements in health indicators are attributed to quality service strategies towards a Smart Healthy City, enhanced public health, and improved health facilities and infrastructure.

Despite these positive developments, challenges in community nutrition persist. The prevalence of malnutrition among children under five in Depok City was 0.0593% in 2022, slightly above the targeted 0.0504%. Moreover, the prevalence of stunting in 2022 was at 3.50%, with the highest rates observed in the Sawangan,

Bojongsari, and Tapos sub-districts. These figures indicate the need for continuous improvement in addressing nutritional challenges, particularly among vulnerable populations in the city.

2. Overview of Research Institution

This study focuses on the implementation of the stunting reduction acceleration policy in Depok City, West Java Province, highlighting the various initiatives and strategies deployed by the local government. The Mayor of Depok has been proactive, issuing regulations to accelerate stunting reduction and establishing a Stunting Reduction Acceleration Team. This team coordinates, integrates, and evaluates activities for stunting reduction, involving various stakeholders.

Key functions of the team include formulating policies, coordinating implementation actions, supervising, monitoring, evaluating activities, and reporting to the Mayor. Efforts involve synchronizing 8 integrated stunting reduction actions, preparing annual action plans, mobilizing resources, conducting campaigns, and research for stunting reduction. Some noteworthy activities include forming sub-district and village teams, conducting coordination meetings, monitoring activities in sub-districts and villages, collecting data on stunted toddlers, and establishing a Stunting Case Audit Team.

Despite these efforts, challenges remain. Data from 2023 shows a gap between the number of toddlers weighed and the level of participation at posyandu, indicating the need for increased community engagement. Nutritional status monitoring reveals issues with underweight, wasting, stunting, and overnutrition among toddlers, particularly in Tapos and Cimanggis sub-districts.

Depok City Government's initiatives for stunting reduction include integrated data management, infrastructure development, preventive strategies, and response mechanisms. Programs include nutrition education, training for health cadres, family counselling, supplementary food provisions, and sanitation improvements. Notably, the city achieved 100% Open Defecation Free status in 2022. Additional efforts target at-risk groups, focusing on adolescent girls, pregnant women, nursing mothers, and children under two years, emphasizing the importance of healthy practices for reducing stunting.

3. Factors Supporting and Hindering the Implementation of the Policy to Accelerate Stunting Reduction in Depok City

Based on the problem identification in the previous section where it was found that the implementation of the stunting reduction acceleration policy has not run optimally, so efforts are needed to optimize the implementation of the stunting reduction acceleration policy in Depok City. To do this, researchers conducted a thematic analysis stage as part of the qualitative analysis in this study.

Thematic analysis was conducted using Nvivo (QSR International Pty Ltd, 2020) to facilitate coding, analysis, and organization of the data, and applied to the interview transcripts. Thematic analysis allows a flexible approach to reporting the

perspectives of different research participants and summarizing key features of a large data set (Nowell et al., 2017). In this study, the units of meaning analysis were whole phrases extracted from the interviews (Graneheim and Lundman, 2004). The units of meaning were labelled with codes that were sorted and organized into themes. A theme in this context represents a group of codes that captures something important from the data in relation to the research question (Braun and Clarke, 2006).

In the context of this research, thematic analysis is needed to identify the main themes that influence the successful implementation of the stunting reduction acceleration policy in Depok City. In addition, thematic analysis is conducted to show the gaps and weaknesses of existing policies so that policy improvements can be required based on data and evidence-based policies. This thematic analysis is also the basis for the formation of a new model in the implementation of policies to accelerate stunting reduction in Depok City while providing policy recommendations for all stakeholders. Interviews were conducted between September 2023 - December 2023.

4. Choice of Policy Instrument

The concept of policy instrument choice discussed by Knill and Tosun refers to the selection among various tools or mechanisms that policymakers can use to achieve their policy objectives. The selection of policy instruments is influenced by several factors, including the nature of the policy problem, the political and institutional context, and the expected resistance or acceptance by target groups and other stakeholders.

In the context of policy implementation to accelerate stunting reduction in Depok City, the choice of policy instruments reflects two crucial aspects: basic knowledge related to the policy and the complexity of the policy environment. First, basic knowledge leads to a strong understanding of the legal basis for implementation, the importance of involving various stakeholders, and encouraging innovation in accelerating stunting reduction. Second, recognizing the complexity of the policy environment means understanding that handling stunting is a complex problem and requires a clear division of tasks and functions among stakeholders, as well as ensuring the sustainability of programs and policies. These two sub-themes synergize in creating a holistic and coordinated approach, showing the importance of multidisciplinary synergy and multi-sector collaboration in addressing stunting in Depok City.

Table 2. Supporting and Inhibiting Factors for "Choice of Policy Instrument"

Supporting Factors	***Political will* or strong leadership commitment** *"... The mayor's commitment in accelerating the reduction of stunting cases in Depok City through strengthening regulations by issuing Perwal Number 99 of 2022 concerning the Acceleration of Stunting Reduction in Depok City and forming a stunting reduction acceleration team (TPPS) from the City level to the Kelurahan level" (Depok Mayor)*

	Program Innovation *"In addition to the above policy strategies, the Depok City government has also developed several innovative programs called GEBER HBRING (Gerakan Bersama Hayuk Brantas Stunting) which consists of D'Sunting Menara, Sekolah Ayah Bunda, Sekolah Ayah Bunda Spesial, Sekolah Pranikah..." (Deputy Mayor of Depok)*
	Clear division of tasks and functions *"The policy in Depok is not complicated, only the division of roles with clearer targets. The key is in policy socialization, accurate target data, and data known to all parties, who are involved in efforts to accelerate stunting reduction, so that they know their respective roles" (Chairperson of the Depok City DWP).*
Inhibiting Factors	**Complex and complicated policies** *"In my opinion, the reduction of stunting in Depok City can be considered as a complex problem that encompasses various factors; such as nutrition, access to health services, education and economy" (Depok City DPRD Chairman).*

5. Policy Design

Policy design according to Knill and Tosun is a complex process that involves various actors and factors and requires an in-depth understanding of the political, institutional, and social dynamics that influence public policy making. The goal is to create policies that are not only efficient in achieving their objectives, but also politically and socially acceptable.

The policy design in accelerating stunting reduction in Depok City seeks to be clear and transparent in setting goals and objectives, addressing distribution conflicts and politicization issues through a strong intervention monitoring and evaluation system, commitment and integrity pacts, and ensuring stunting data transparency. The active engagement of all stakeholders is central to accelerating stunting reduction efforts, while policy accumulation is carefully handled to avoid overlap and ensure synergy. Each of these sub-themes contributes to forming a comprehensive framework that supports Depok City in achieving its stunting reduction targets effectively and efficiently.

Table 3. Supporting and Inhibiting Factors for "Policy Design"

Supporting Factors	**Clarity of policy goals and objectives** *"The goals and objectives are clear, reducing stunting prevalence by targeting pregnant women, rematriates, stunted children and children at risk of stunting" (Head of Depok City Bappeda).*
	Commitment and integrity pact *"What needs to be adhered to is commitment and signing an integrity pact with all stakeholders to implement all these programs so that these activities can be successful" (Director of KiSA Hospital)*

	Monitoring and Evaluation System *"It can be implemented but to be more effective and efficient there needs to be a system that monitors the implementation and evaluation of interventions" (Head of Depok City Health Office).*
Inhibiting Factors	**Data updating is not yet optimal** *"Updating BNBA (By Name By Address) stunting data, so that the target is clear without discrimination" (Head of Depok City Bappeda)*
	Overlapping policies *"Yes, this happens ... because they overlap, for example the policies of child-friendly cities, KTR, healthy cities, stunting, are interrelated. It seems that policies need to be packaged in one program, which can accommodate all existing policies, so that there is no confusion in the region, especially cadres" (Head of TP PKK Depok City)*
	Stakeholders involvement is not optimal *"Based on the decree, it has not involved all stakeholders" (*Head of DP3AP2KB Depok City)

6. Control Structure

Control structures according to Christoph Knill and Jale Tosun refer to regulatory frameworks, monitoring and evaluation systems, and accountability mechanisms that direct the behavior of actors involved in the implementation process. These structures are important for maintaining the direction and integrity of policy initiatives as they move from formulation to implementation and evaluation.

In the context of overseeing the accelerated stunting reduction policy in Depok City, the delegation of authority must be carried out with strong job description and normative clarity, ensuring that each individual and organizational unit fully understands their responsibilities. Meanwhile, organizational, knowledge, and technological complexities are addressed through regular coordination and supervision, increasing human resource capacity, and utilizing the latest technological applications. Furthermore, formal and regulatory oversight is integrated through strong internal supervision, regular monitoring and evaluation, community participation, and optimization of the Stunting Reduction Acceleration Team (TPPS). Each of these elements synergizes to create a comprehensive and effective supervisory system, supporting collective and sustainable efforts to reduce stunting in Depok City.

Table 4. Supporting and Inhibiting Factors for "Control Structure"

Supporting Factors	**Utilization of supporting applications** *"For technology, we have used the stunting calculator in the Depok Single Window which can be used by the public to find out whether their children are stunted or not* Depok Single Window is a public service application in Depok City to facilitate information services that can be accessed on smartphones, one application for various matters" (Head of Kominfo Depok City).
	Internal supervision *"Supervision can be carried out by internal regional apparatus in stages up to the head of the regional apparatus, as well as institutionally by TPPS from the village to the city..." (Depok City Health Office)*

Inhibiting Factors	**Control Range that is too large** *"...In the Perwali, the formation of the Stunting Reduction Acceleration Team (TPPS) at various levels, namely the City, Sub-district, and Village" (Deputy Mayor of Depok).*
	Organizational complexity *"Policies and strategies through TPPS involve all stakeholders across sectors and programs. Organizational complexity can be overcome with regular coordination..." (Depok City Health Office)*
	Suboptimal periodic monitoring and evaluation and community participation *"Formal supervision is carried out by periodic Monev and performance reviews, must be tiered not only at the city level, must also be carried out to the sub-district and village levels, and ensure that all policies are carried out according to the technical guidelines or applicable provisions..." (Chairperson of TP PKK Depok City)*

7. Institutional Design

Institutional design according to Christoph Knill and Jale Tosun refers to the establishment of structures and rules in political and organizational systems that shape actor behavior and policy outcomes. Knill and Tosun also discuss the role of institutions in policy-making, suggesting that policy-making can be seen as a strategy for solving social problems through the use of institutions, as well as a process for modifying those institutions to make them fit for purpose. They argue that policy institutions serve to reduce the complexity inherent in the policy-making process.

In order to strengthen the implementation of the accelerated stunting reduction policy in Depok City, institutional design plays a crucial role through the establishment of efficient structures and procedures, as well as introducing the role of the community as an integral part of this process. This includes implementing responsive organizational structures and procedures that facilitate cross-sector cooperation. On the other hand, adaptive and sustainable institutions ensure that policies are able to respond to new dynamics and challenges, enabling adaptation to changing conditions and sustaining effective stunting reduction efforts. Through the synergy between efficient structure and sustainable adaptation, the institutional design in Depok City seeks to create a solid foundation for achieving stunting reduction goals.

Table 5. Supporting and Inhibiting Factors for "Institutional Design"

Supporting Factors	**Efficient Structure and Procedures** *"The establishment of an efficient organizational structure and the development of work procedures can cut the bureaucracy and the time for decision making and implementation of activities/interventions becomes shorter so that it becomes effective" (Kadinkes Kota Depok)*
	Adaptive policy *"The policies and strategies to accelerate the reduction of stunting in Depok City have been designed flexibly by trying to adopt the concept of industry 4.0 technological developments, among others, related to how policies can be*

	implemented properly in the field and monitoring can be done in real time..." (Depok Mayor)
Inhibiting Factors	**Leadership Change** *"We often encounter policy changes, when switching leadership it is very difficult to implement..." (Chairperson of TP PKK Depok City)*

8. Administrative Capacity

Administrative capacity according to Knill and Tosun is a multifaceted concept and can be measured and operationalized in different ways, depending on the context and specific functions of the administrative entity under review. This may involve assessing structural dimensions of executive capacity, such as staffing, expenditure, centralization of authority, and coordination mechanisms. In addition, administrative style, which is the informal routines and standard operating procedures of public administration, may reflect the administrative capacity of an organization and its influence on policymaking.

In improving the administrative capacity of implementers for the accelerated stunting reduction policy in Depok City, the main focus is on developing the technical capacity of human resources and organizations, including minimizing sectoral egos and proactively upgrading competencies. This aims to create synergy and maximum effectiveness in all levels of activities. Furthermore, financial management capabilities are also strengthened by applying the principles of transparency and accountability, ensuring that every allocation of funds is invested wisely and the results can be accounted for. This combination of capacity building forms a solid foundation for successful and impactful policy implementation in reducing stunting in Depok City.

Table 6. Supporting and Inhibiting Factors for "Administrative Capacity"

Supporting Factors	**Quality human resources** *"The existence of human resources in the city of Depok is sufficient and qualified. Good competence..." (Head of DP3AP2AKB)*
	Principles of transparency and accountability *"Currently, accountability is needed in any management, especially the budget. Especially if the source of our funds is not only APB, but from CSR or the community, then transparency is needed" (Chairperson of DWP Depok City).*
Inhibiting Factors	**Sectoral ego** *"Enough human resources in the city to posyandu, what is needed is the orchestration and eliminating sectoral egos" (Head of Depok City Bappeda).*

9. Social Acceptance

Social Acceptance refers to the extent to which the community and related parties support and accept policy implementation. A high level of social acceptance can speed up and simplify implementation, while a lack of community support can hinder the policy process and effectiveness.

In the context of the implementation of the accelerated stunting reduction policy in Depok City, the social acceptance theme plays a key role, with the social benefit level sub-theme highlighting positive progress in improving nutritional status and equitable distribution of benefits to all levels of society. Meanwhile, the information and communication approach sub-theme highlights the challenges still faced in socialization and ineffective communication, while exploring the use of social media as an innovative tool to increase public awareness and participation. The combination of these two aspects leads to an understanding that increased social benefits and improved communication strategies are vital in accelerating stunting reduction and building a healthier and more informed society in Depok City.

Table 2. Supporting and Inhibiting Factors for "Social Acceptance"

Supporting Factors	**Positive progress in improving nutritional status** *"...Weighing of toddlers at posyandu which is carried out every February and October with data inputted through EPPGBM has decreased the number of stunted toddlers each year and some toddlers who were previously stunted have improved their nutritional status" (Depok Mayor).*
	Social media utilization *"Information and communication approaches need to be carried out continuously, namely through channels that are easily accessible to citizens. In addition, it needs the role of community leaders and religious leaders as the videos that we have conveyed via the Depok City social media" (Kadiskominfo Kota Depok).*
Inhibiting Factors	**Ineffective socialization and communication** *"It is not yet optimal, it must continue to be pursued because health starts from knowing, wanting and being able ... then increasing public knowledge is important, we have a lot of media, it must be encouraged to continue, through short videos, direct counseling banners coupled with recitation, arisan and others, use the local wisdom approach so that the message is easier to capture and understand" (Chairperson of TP PKK Depok City).*
	Benefits have not been evenly felt by the community *"Yes, I have felt it, but it has not been evenly distributed, it still needs evaluation to find out the implementation and constraints in the field, it needs regular monitoring" (Director of KiSA Hospital)*

Overall, by identifying and addressing inhibiting factors while strengthening supporting factors, Depok City can be more effective in its efforts to accelerate stunting reduction, which in turn will contribute to improving the quality of life and welfare of its people.

10. Policy Implementation Model

Based on the thematic analysis using NVivo that the researchers have conducted, the researchers then developed a policy implementation model in the context of accelerating stunting reduction in Depok City. The reason for the development of the policy implementation model is because the implementation of the policy to accelerate stunting reduction in Depok City has not been optimally implemented, so it needs to be optimized.

To design the model, researchers used the concept-indicator model approach using NVivo as a qualitative analysis tool. The next stage in designing a policy implementation model is modeling by combining the results of thematic analysis with theories or concepts related to the research topic such as government theory, public policy implementation, and health development. In the final stage, the policy implementation model is validated by triangulating various sources from experts, journals, and documents that can strengthen the justification of the model designed in an effort to accelerate stunting reduction in Depok City.

Based on the explanation above, the following is a model of policy implementation, namely:



Figure 1. Policy Implementation Model for Accelerating Stunting Reduction in Depok City

E. CONCLUSIONS

This study delves into the dynamics of accelerating stunting reduction in Depok City, West Java Province, focusing on two crucial areas: the identification of factors that aid or hinder the implementation of stunting reduction policies and the development of an optimized model for policy implementation. Supportive elements are identified, such as strong leadership, program innovation, clear policy goals, and efficient institutional procedures. Notably, the human resource quality and social acceptance, evidenced by improved nutritional status and effective social media use, also play significant roles. Conversely, challenges include complex policy instruments, inadequate stakeholder involvement, organizational issues, and unequal benefits across the community. The research introduces a new model for policy implementation, combining six indicators - policy instruments choice, policy design, institutional design, supervision, acceptability, and administrative capacity - with an added emphasis on sustainability. This model refines and expands upon Knill and Tosun's indicators, tailoring them to Depok City's specific needs.

In response to these findings, it is recommended that the Depok City Government tackle these challenges by refining policies and bolstering various sectors such as education, health, and food provision. Integrating nutrition and health education in school curricula, enhancing public awareness of early life nutrition,

supporting maternal and child health services, promoting nutritious supplementary feeding programs, and encouraging sustainable household food programs are key strategies. Developing policies based on precise and reliable data is also advised for quicker stunting reduction. Theoretically, the study endorses the use of the Sustainability model, augmenting existing frameworks by Knill and Tosun. This approach provides a comprehensive template for enhancing the effectiveness of stunting reduction policies, contributing significantly to the study of government science and public policy implementation.

ACKNOWLEDGEMENT

I would like to express my sincere gratitude to my supervisors; Prof. Muchlis Hamdi, M.P.A, Ph.D, Prof. Dr. Ismail Nurdin, M.Si, and Dr. Sampara Lukman, M.A, who guided, instructed, and motivated me. Your feedback allowed me deepening and refining my research, and the results presented in my thesis would be impossible without your supervision.

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