



Evaluation of Policy Implementation (G. Edward III Theory) on the Stunting Prevention and Treatment Program at Waena Health Center, Jayapura City Papua Province

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ARTICLE INFO

Keywords: Evaluation, Implementation, Handling, Stunting

Received : 12, December

Revised : 15, January

Accepted: 26, February

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ABSTRACT

The aim of this research is to determine the evaluation of policy implementation (G. Edward III Theory) in the stunting prevention and management program at the Waena Health Center, Jayapura City, Papua Province. This type of research is qualitative. The research instrument used an interview guide and was analyzed qualitatively. The bureaucratic structure of the Waena Community Health Center does not have a bureaucratic structure or bureaucratic structure design, but in its implementation it refers to Standard Operating Procedures (SOP) in accordance with technical guidelines or instructions. Obstacles are still low knowledge about stunting and the community economy as well as cross-sector cooperation and coordination that is still not strong enough in handling stunting.

INTRODUCTION

Public policy is formed through several processes, namely agenda setting, policy formulation and legitimation, policy implementation, policy evaluation, and the birth of new policies (Dewi, 2020). Policy implementation is an important stage because it is the stage of carrying out what has been formulated in achieving the specified goals. This stage will have an impact on society, especially in overcoming community problems or otherwise being used for personal and group interests.

Stunting is a form of growth failure (growth faltering) due to the accumulation of nutritional deficiencies that last for a long time starting from pregnancy until the age of 24 (twenty four) months. This situation is exacerbated by the lack of adequate catch-up growth (Agustina, 2022). Malnutrition during a child's growth and development at an early age will hinder physical development, increase morbidity, hinder the child's mental development, and even cause death. Toddlers who experience stunting nutritional problems have a risk of decreasing intellectual abilities, productivity, and the possible risk of experiencing degenerative diseases in the future.

Presidential Regulation Number 72 of 2021 concerning the Acceleration of Reducing Stunting. In 2021, the Indonesian Ministry of Health launched the results of the Indonesian Nutrition Status Study (SSGI) at National, Provincial and Regency/City Levels. Based on data from the 2022 Indonesian Nutrition Status Survey (SSGI), the stunting prevalence rate fell from 24.4% in 2021 to 21.6% in 2022 meaning it has not reached the WHO target of below 20%. The same thing happened in the obesity nutrition category, which was previously 3.8% in 2021, dropping to 3.5% in 2022. However, the problem that needs to be watched out for is the malnutrition rate which has increased from 17% in 2021 to 17.1% in 2022 and underweight toddlers from 7.1% in 2021 to 7.7% in 2022. This will be at risk of increasing stunting (Ministry of Health of the Republic of Indonesia, 2022).

The government has targeted the prevalence of stunting in 2024 to be 14%. The efforts made by the government to accelerate the reduction of stunting in Indonesia are one of the priority issues in implementing development. Stunting is a serious problem because it will have an impact period short or long term. In the short term, stunting can increase the risk of death for infants and toddlers and increase vulnerability to infection. Stunting can also hinder cognitive growth, motor development and language abilities (Manalor et al., 2023).

Kogoya's research (2023) in Tagime District, Jayawijaya Regency regarding implementation in stunting prevention is good, namely the communication factor established by the government and the community has gone well, health resources and related facilities are still lacking, the disposition or understanding of this policy is quite good and The bureaucratic structure or coordination carried out has been running quite well. In the analysis of the implementation of the Stunting Management Policy Implementation in Tagime District, it was found that the supporting factors were cooperation between

Cross Sectors or Cross OPDs which went well, as well as the existence of a legal basis that regulates the implementation of the stunting prevention Policy and the inhibiting factor is that there are still many people who have not implemented clean living behavior and healthy, as well as a lack of knowledge from pregnant women. The efforts made to overcome obstacles include conducting outreach to the community about clean and healthy lifestyle behavior, as well as providing understanding and counseling to pregnant women as well as nutritional interventions in 1,000 HPK (Kogoya, 2023).

Based on the reasons that have been stated, it is important to conduct in-depth research on "Evaluation of the Implementation of Public Policy According to Edwards in the Stunting Prevention and Handling Program at the Waena Health Center, Jayapura City, Papua Province".

THEORETICAL REVIEW

Implementation Concept

Implementation is an activity or action from a plan that is made in detail to achieve a goal. Implementation begins when all planning is considered perfect. Implementation according to Jones' theory that: "Those Activities are directed toward putting a program into effect" (The process of realizing a program to show results). So implementation is an action taken after a policy has been established. Implementation is a way for a policy to achieve its objectives (Mulyadi, 2015).

The definition of implementation according to Nurdin Usman in his book entitled Curriculum-Based Implementation Context explains implementation as follows: "Implementation is based on activities, actions, actions, or the existence of mechanisms in a system. Implementation is not just an activity, but an activity that is planned and to achieve activity goals (Usman, 2022).

Public Policy

The definition of policy is the principle or way of acting chosen to direct decision making (Ilham & Yunita, 2022; Pinder et al., 2021). Public policy is a policy developed by government agencies and officials. Public policy is seen as government action in allocating community values (Idris et al., 2021: 14). Furthermore, public policy has a close relationship with the government as a policymaker and with the people who have an interest in the policy (Mustari, in Tebay et al., 2023). Public policy can be defined as a series of program plans, activities, actions, decisions, attitudes, or actions carried out by parties (actors) as a stage for solving the problems faced (Ramdhani, 2017). Meanwhile, referring to Sunarti (in Sapioper et al., 2022), policies are all processes taken by the government in order to solve certain problems for public interest purposes.

Theory and Model of Policy Implementation

According to the theory of George C. Edward III (in Riant Nugroho, 2009:363) in view of policy implementation it is influenced by four variables, namely: Communication, Resources, Disposition and Bureaucratic Structure. These four variables are interconnected with each other. According to Edwards' view (in Budi Winarno, 2008: 181) important resources include adequate staff

and good skills to carry out their duties, authority and facilities needed to translate proposals on paper. to carry out public services.

Definition of Stunting

Stunting is a problem of chronic malnutrition caused by insufficient nutritional intake over a long period of time due to the provision of food that is not in accordance with nutritional needs. Stunting can occur when the fetus is still in the womb and only appears when the child is two years old. Stunting is a condition of malnutrition that is related to past nutritional deficiencies, so it is a chronic nutritional problem. Stunting is a form of growth failure (growth faltering) due to the accumulation of nutritional deficiencies that last for a long time starting from pregnancy until the age of 24 months. This situation is exacerbated by the lack of adequate catch-up growth (Agustina, 2022).

METHODOLOGY

The type of research used was a qualitative method with a total of 11 (eleven) informants consisting of 5 (five) people from the Waena Community Health Center and 6 (six) people including 2 (two) teenagers, 2 (two) pregnant women and 2 (two)) mothers of toddlers. The research instrument used an interview guide and was analyzed qualitatively (Ilham et al., 2020). Apart from that, a literature search (library method) was also carried out in order to support the research data (Tebay & Ilham, 2023; Muttaqin et al., 2023). This type of library research, where the data source comes from library materials (Ilham et al., 2021). Data analysis stages are carried out through; data presentation, data reduction, and drawing final conclusions (Wambrauw, 2023).

RESULTS AND DISCUSSION

Informant Characteristics

Table 1. Informant Characteristics

Informant	Initials	Gender	Education	Age (Years)	Position
Informant 1	EDM	P	Doctor	40	Head of Waena Community Health Center
Informant 2	A.M	L	S1 SKM	30	Treasurer
Informant 3	E.M	P	D-IV Nutrition	37	Responsible for Nutrition
Informant 4	KY	P	D-III Midwife	52	Person in charge of KIA
Informant 5	E.R	P	D-IV Nutrition	35	nutrition staff at Waena Community Health Center
Informant 6	L.M	P	JUNIOR HIGH SCHOOL	14	Teenager
Informant 7	LW	P	SENIOR HIGH SCHOOL	17	Teenager
Informant 8	RP	P	D-II	24	Pregnant mother
Informant 9	MK	P	D-III	32	Pregnant mother

Informant 10	YT	P	SENIOR HIGH SCHOOL	31	Mother of toddler
Informant 11	DF	P	Bachelor of Governm ent	38	Toddler Mother

(Source: Primary data, 2023)

The results of data processing obtained the following characteristics of the informants: generally the informants were women with an age range of 14 to 52 years with the lowest level of education being SMP (Junior High School) and the highest being S1 (Strata 1).

Communication

a. Stunting program communication

Communication is one of the important variables that influences the implementation of public policy, communication really determines the success of achieving the goals of implementing public policy." Effective implementation will occur if decision makers know what they are going to do (Nugroho, 2014).

Communication carried out in preventing and reducing stunting is carried out at the Waena Community Health Center in collaboration with cross-sectors. This is regulated in policy starting from the Jayapura City government level to the district with the existence of a stunting management team so that the annual activity proposal plan includes financing. This is due to the results that there is quite a lot of stunting in Waena and in Jayapura City so that communication in handling stunting is carried out throughout Jayapura City needs to be done by collaborating with cross sectors and joining the stunting handling team.

This can be seen from the commitment of the Waena Health Center which has been running since 2021 and there has been a commitment with other OPDs in deliberations and the formation of the Stunting Reduction Acceleration Team (TPPS) for Jayapura City, District and Village. Apart from that, the form of commitment that can be seen from the Joint Health Service at the Community Health Center can be seen from the stunting prevention and reduction program which is implemented as a routine program.

Efforts to encourage synchronization of programs to accelerate stunting reduction are also regulated in Minister of Home Affairs No.31/2019 concerning Guidelines for Preparing Regional Government Work Plans for 2020. This Minister of Home Affairs Regulation mandates regional governments to include activities to accelerate stunting reduction in Regional Government Work Plans (RKPD).

b. Target Group

The reality that occurs in the field is that in communication, the Waena Community Health Center, Jayapura City runs a program for handling stunting in toddlers, namely first providing education about the program for handling stunting which is carried out to the community and delivered through community activities by always providing vitamin supplements for their children, always paying attention. parenting their children and attention to the health of the environment around them (sanitation). Waena Health Center, Jayapura City has implemented a stunting management program which is a program from the central government by carrying out outreach and counseling to the community about stunting.

Communication with the target group carried out at the Waena Community Health Center related to handling stunting is by involving cross-programs of KIA (Health of both mother and child) friends, Nutrition together with UKM (Public Health Efforts) and there are also other programs such as Kesling and cadres. Apart from that, involving related parties such as the BKKBN (National Population and Family Planning Agency) and District and Village governments also involves the community as the main target group in specific interventions.

The implementation of the stunting prevention program at the Waena Health Center through behavioral indicators for the target group has generally been running optimally, the majority of people responded positively and some did not respond or gave a negative response. This is because there are still obstacles that need time to resolve, so that implementers can continue to provide good education through ongoing outreach and counseling, innovate through various methods in order to further build awareness of the target group in order to achieve the expected goals.

Specific nutritional interventions are activities aimed directly at certain target groups, namely toddlers, pregnant women, young women and others. Specific nutritional interventions have been proven to reduce stunting by one third of the prevalence in the world, namely interventions through supplementation and fortification, supporting exclusive breastfeeding, counseling about children's diet, treatment for acute malnutrition and treatment of infections (Rerey et al., 2023).

Resource

In this case, it is part of the important factors in implementing policies to reduce stunting, where there are several important points that discuss these resources, the first being human resources whose sources are obtained directly from the informants.

a. Human Resources

The number of health human resources in implementing Public Health Efforts (UKM) in handling stunting is a very important factor. Health human resources at the Waena Community Health Center In handling stunting at the Community Health Center, it is still felt to be

inadequate, so in handling stunting, the Waena Community Health Center coordinates with the staff at the Waena Community Health Center such as nutrition workers, nurses, midwives and community health workers as well as posyandu cadres to support each other in handling stunting. Based on the research results, it is known that there is still a shortage of staff needed to run the stunting program at the Waena Community Health Center but this can be helped by the presence of Posyandu (Integrated Health Service Post) cadres.

The research results showed that human resources in handling stunting were still lacking, especially in handling stunting for toddlers who were stunted by providing PMT for 90 days, involving local cadres who were willing to cook every day and give it to toddlers who were stunted. In line with research by Rerey et al., (2023) in Asmat Regency, the implementation of stunting is still lacking, so cadres are used to cook for toddlers who are stunted for 90 days.

b. Budget

Health financing is the amount and allocation of funds that must be provided to be used for health efforts in accordance with the needs of individuals, groups and communities. In the national health system, health financing is the arrangement of financial resources that regulates the extraction, allocation and expenditure of health costs with the principles of efficiency, effectiveness, economy, fairness, transparency, accountability and sustainability to improve the highest level of public health, especially in handling stunting.

Funding for handling stunting at the Community Health Center is only small and is used to provide 90-day supplementary food on a local basis which is managed/cooked directly by cadre mothers for children who experience stunting and according to the treasurer of the Waena Community Health Center, the funding for providing PMT (Providing Supplementary Food) for stunting is quite adequate, even more than enough so that every child is given PMT (Providing Supplementary Food).

The Jayapura City Government has set a 20 percent budget for the program. By absorbing this large budget, the Waena Community Health Center has activated the role of the Posyandu (Integrated Health Service Post) to further optimize its role. Posyandu (Integrated Health Service Post) will maximize its collaboration with sub-district stunting ambassadors and a team of nutrition experts from the Community Health Center. Assistance is provided and managed by the team at the Waena Health Center and sub-districts in accordance with the provisions determined for handling stunting for toddlers.

c. Facilities and infrastructure

Health facilities are places used to carry out health efforts, one of which is the Community Health Center. Meanwhile, infrastructure is one of the supporting tools for the implementation of health service activities

in health facilities, which consists of transportation and health equipment (Muninjaya, 2016).

Based on research results, the facilities and infrastructure for handling stunting are quite adequate at the Waena Community Health Center in the form of anthropometrics and educational media as well as facilities and infrastructure for pregnant, postpartum, infant and toddler mothers and family planning which is implemented at the Community Health Center and Posyandu (Integrated Health Service Post).

d. Implementation

Based on the research results, it was concluded that in the implementation of stunting at the Waena Community Health Center, as in 2023, there was provision of PMT (supplementary food provision) for toddlers who experienced stunting for 90 days, which previously verified the stunted toddlers by looking at the condition of their home environment. Apart from this, counseling is also carried out in the form of changing behavior in processing nutrition by using local ingredients that are easily accessible to mothers of toddlers as well as providing free blood supplement tablets which have previously been provided in schools as well as providing PMT (supplementary feeding) to pregnant mothers and toddlers with milk, eggs and green beans.

The stunting prevention and control program itself is a routine program from the Waena Community Health Center, such as providing vitamin A, blood-boosting tablets, immunizations, providing additional food (PMT), education for pregnant women, and so on. The forms of activities include socialization, counseling, and others involving sub-district, sub-district, PKK and local community officials. This is in line with the results of observations found by researchers in the field, it appears that health workers and posyandu cadres are carrying out routine programs at Integrated Health Service Posts (Posyandu).

The results of this research are in line with research by Priyanti (2018) that efforts have been made to reduce stunting rates, namely reducing the incidence of stunting, wasting and preventing the incidence of overweight in toddlers, reducing the incidence of anemia in WUS (Women of Childbearing Age), reducing the incidence of LBW (Low Birth Weight), increasing coverage rates for exclusive breastfeeding. These efforts are carried out by giving pregnant women TTD (blood supplement tablets), recommending exclusive breast milk (breast milk), providing complementary foods for breast milk (breast milk), recommending complete basic immunization and providing vitamin A (Priyanti, 2018).

Disposition

Disposition is one of the factors that has important consequences for effective policy implementation." If the implementers have a positive tendency or attitude or support for policy implementation, there is a big possibility that policy implementation will be carried out in accordance with the initial decision.

a. Policy commitment in handling stunting

Commitment is a joint agreement with the relevant agencies in maintaining the stability of the existing organization and inter-organizational network in relation to the implementation of the stunting prevention program at the Waena Community Health Center. It is not easy to maintain the stability of the network in question, of course there are various interests carried out by each agency involved. This is where commitment is needed to achieve the goals of the stunting reduction program in the Waena Health Center working area. As implementers, community health centers are also committed to implementing stunting prevention programs. The Community Health Center nutrition program manager added to the commitment that has been made to tackle stunting through specific interventions.

Efforts to overcome stunting cannot only be carried out by the Health Service because the cause of stunting is not only caused by malnutrition, but there are other factors such as environmental, social, cultural, place of residence and others. This made the Jayapura City government take firm steps by holding a stunting consultation and forming an Acceleration Team. Handling of stunting is in accordance with direct instructions from Presidential Regulation Number 72 of 2021 in reducing stunting which is forwarded through the ministry of health, regional government through the Jayapura City health office.

This can be seen from the commitment that has been going on for a long time and there has been a commitment with other OPDs in deliberations and the formation of the Stunting Reduction Acceleration Team (TPPS) for Jayapura City, District and Village. Apart from that, the form of commitment that can be seen from the Joint Health Service at the Community Health Center can be seen from the stunting prevention and reduction program which is implemented as a routine program.

b. Skills

The skills of the resources at the Community Health Center in handling stunting can carry out their role, for example the head of the Community Health Center is able to carry out cross-sectoral collaboration and coordination with the health service in handling stunting. In addition, the treasurer has carried out his work well and carefully so that all stunting management activities and other programs can run. The nutrition officer's skills are to be able to use, maintain and care for the use of nutritional measurement or anthropometric tools and carry out calibrations as well as carrying out their duties in nutrition service software, overcoming nutrition problems, implementing monitoring and evaluating nutrition services that have been carried out. The skills of each staff member at the Waena Community Health Center also have different abilities, such as nutrition staff, midwives and health workers who can carry out their duties.

The Head of the Waena Community Health Center added that the obstacles that are often faced and their solutions when implementing programs for the community are that in implementing the stunting prevention program, the implementers have carried out sweeping or home visits to residents who cannot come to the Posyandu and resolved important problems in the field quickly based on conditions.

c. Synergy

Synergy or cooperation is carried out in handling of stunting carried out by Waena Community Health Center staff that the staff from the Head of the Community Health Center, treasurer, nutrition staff, to midwives can synergize so that handling of stunting can run from financing, services to reporting.

Based on the research results, it can be concluded that the implementation of the stunting prevention program at the Waena Community Health Center through indicators of lower level bureaucratic behavior with a discretionary dimension has run optimally and is expected to continue running according to the goals to be achieved. This can be seen from decision making to overcome problems in implementing the program based on the implementer's own initiative as an effort to make public services successful for the community in order to overcome stunting.

Bureaucratic Structure

Bureaucracy is one of the institutions that most often, in fact, carries out activities as a whole. The existence of bureaucracy is not only in government structures, but also in private organizations, educational institutions and so on. Even in certain cases bureaucracy is created only to implement a certain policy. Implementing policies has a significant influence on policy implementation. One of the important structural aspects of every organization is the existence of standard operating procedures or SOPs (Anggreni, 2022).

Based on the research results, it is clear that the organizational structure for implementing policies to reduce stunting at the Waena Community Health Center does not yet exist in the form of an organizational structure design. The handling of stunting in existing community health centers is a standard operational procedure, but the SOP is not made specifically by the community health center, but rather a standard SOP issued by the Ministry of Health through the Health Office in accordance with the technical manual for handling stunting in each part of the workforce carried out by nutrition workers in nutrition and energy services. midwifery in services for pregnant women, postpartum mothers, babies, toddlers and Family Planning (KB).

In line with research by Rerey et al., (2023) in Asmat Regency that there is no organizational structure but it is based on the 1000 HPK program guidelines and there are guidelines and SOPs used that were issued by the Health Service and have been used effectively by the Community Health Center.

Obstacles and Efforts of Community Health Centers in Handling Stunting

a. Constraints/Obstacles

As for the obstacles or obstacles in handling stunting, the handling of stunting has been carried out by the Waena Community Health Center, but the implementation is not like now, which involves many regional apparatus organizations up to the district and sub-district governments.

Based on the results of the interview, it was concluded that stunting financing had changed from twice a year to three times directly to the Puskesmas (Public Health Center), which was previously obtained from Regional Financial and Asset Management Agency (BPKAD) Jayapura City because disbursement is usually late so disbursement will be faster since 2023 since disbursement of funds goes directly to the Community Health Center.

Based on the results of the interview, it was concluded that the obstacle was the need for stronger cross-sector collaboration in handling stunting because some people were unable to accept their children experiencing stunting or lacked knowledge so that cross-sector collaboration could change community understanding and community cooperation in handling stunting.

Wrong One factor that influences the success of the stunting prevention program at the Waena Community Health Center is the behavior of the target group in its dimensions, namely positive responses and negative responses. The behavior of the target group includes positive or negative responses given by the community to implementors regarding the performance carried out by the government.

In implementing the program, community health centers, nutrition workers and Posyandu cadres as program facilitators and implementors still face obstacles. Obstacles faced include a lack of knowledge of the community's economic situation. This causes a lack of community response or can be said to be a form of negative response to program implementation.

b. Efforts to handle stunting

Based on the research results, it is hoped that efforts to handle stunting include closer coordination and cooperation in handling stunting with related parties so that the stunting problem can be reduced more quickly.

CONCLUSIONS AND RECOMMENDATIONS

Communication factors related to the implementation of prevention policies in reducing stunting in the Waena Health Center Working Area, Jayapura City have been going well by communicating vertically through cross-sectors from the Jayapura City Health Service, District Government to Subdistrict Government as well as vertically in implementing the program in collaboration with other sectors. as well as with the community through outreach.

The resource factor in implementing the prevention and reduction of stunting policy in the Waena Health Center Working Area, Jayapura City is that health human resources are adequate in collaboration with posyandu cadres, sufficient budget, adequate facilities and infrastructure and fairly good implementation, especially in the field of specific intervention.

Disposition, commitment of the Waena Health Center in preventing and reducing stunting is quite good by joining the stunting reduction team, sufficient funding, good skills and synergizing with other staff fields at the Community Health Center in handling stunting in toddlers.

Bureaucratic Structure, Waena Community Health Center does not have a bureaucratic structure or bureaucratic structure design but in its implementation it refers to Standard Operating Procedures (SOP) in accordance with guidelines or technical instructions from the Ministry of Health and the Jayapura City Health Office in accordance with their respective fields. Obstacles are still low knowledge about stunting and the community economy as well as cross-sector cooperation and coordination that is still not strong enough in handling stunting.

As a recommendation, Waena Community Health Center needs to coordinate efforts to accelerate stunting prevention by conducting joint evaluations with the stunting management team in the Jayapura City Government together with the Jayapura City Health Office so that the target group in planning, implementation including monitoring and evaluation at various levels of government, district, district and village involving all parties in the acceleration reduction in stunting. Coordinate with cross-sectors related to accelerating stunting reduction to obtain appropriate and well-directed data on families at risk of stunting. Providing additional staff and training for nutrition cadres at Community Health Centers to strengthen coordination and cooperation in forming family assistance teams who have good nutritional knowledge, especially in screening families at risk of stunting and forming family assistance teams, surveillance of families at risk of stunting, auditing stunting cases, planning and budgeting and BOK (Health Operational Assistance) funds for handling specific sensitive interventions have been increased.

FURTHER STUDY

It is hoped that there will be similar research in the same location using other approaches, as well as other implementation theories. Where the study that has been carried out uses the theory introduced by Edward III.

ACKNOWLEDGMENT

Thank you to all parties who have contributed both in the form of energy, as well as ideas in the process of carrying out research so that this article can be published.

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