
Collaborative Governance in Accelerating the Reduction of Stunting in Metro Cities Lampung Province

Wahdi¹, Muh Ilham², Mansyur Achmad³, Rizky Amalia⁴

Abstract:

Stunting is a multidimensional public health issue, requiring collaborative efforts from various stakeholders including government, academia, communities, private sector, and media for effective intervention. However, collaborative efforts in Kota Metro have been suboptimal due to sectoral egos among agencies and insufficient participation from non-government stakeholders. This research aims to analyze the governance of collaborative governance in accelerating the reduction of stunting in Kota Metro. The method used is qualitative, employing data collection techniques such as observation, interviews, and focused group discussions as primary sources, supplemented by secondary data from literature review and government documents in Kota Metro. Based on the findings, it can be concluded that collaborative governance in accelerating stunting reduction in Kota Metro, Lampung Province, is not yet optimal, particularly in the collaboration process. The roles of communities, academia, and the private sector are not fully optimized, as governmental roles dominate in collaborative governance in Kota Metro. The study recommends an ideal model of collaborative governance for accelerating stunting reduction in Kota Metro, Lampung Province, based on a modified collaborative governance model by Ansell and Gash, termed the "Jama Pai" (gotong royong) Model. This model emphasizes a local wisdom approach focusing on logical thinking continuum of care across the life cycle" with a life cycle approach at all stages of collaboration.

Keywords: Collaborative Governance; Stunting; Metro City; Stunting Intervention; Jama Pai Model

1. Introduction

Implementing effective governance is crucial in achieving shared prosperity and tackling pressing health issues like stunting. Stunting, a condition resulting from chronic malnutrition, significantly affects children's physical and cognitive development. According to the World Health Organization (WHO) and UNICEF, Indonesia was ranked 27th out of 154 countries in terms of stunting prevalence in 2020. Despite national efforts to combat this issue, Indonesia's stunting prevalence remains at the threshold determined by WHO, at 20%. Although there has been a decrease from 30.8% in 2018 to 21.5% in

¹ Institut Pemerintahan Dalam Negeri Jakarta, Indonesia. dip.11.701@ipdn.ac.id

² Institut Pemerintahan Dalam Negeri Jakarta, Indonesia. muh.ilham@ipdn.ac.id

³ Institut Pemerintahan Dalam Negeri Jakarta, Indonesia.: mansyur.ipdn@gmail.com

⁴ Institut Pemerintahan Dalam Negeri Jakarta, Indonesia. rizkiamalia@ipdn.ac.id

2023, regional disparities persist, particularly in provinces like Central Papua and East Nusa Tenggara (Ministry of Health, 2023).

Despite the progress, the research gap remains significant. While national policies and regulations, such as Presidential Regulation Number 72 of 2021, have been implemented to accelerate stunting reduction, there is limited understanding of how collaborative governance models function at the local level. Previous studies have examined the roles of various stakeholders in stunting interventions (Afandi et al., 2023; Kohli et al., 2020), but specific contributions and sustainability strategies in regions like Metro City, Lampung Province, are underexplored. Addressing this gap is essential for developing more effective and context-specific strategies.

The urgency of addressing stunting in Indonesia cannot be overstated. Stunting has far-reaching implications for individuals and society, affecting health, education, and economic outcomes. The novelty of this research lies in its focus on the pentahelix model of collaborative governance, which involves the government, private sector, academia, media, and community in a synergistic effort to reduce stunting. This approach recognizes that stunting is a multi-faceted issue requiring multi-sectoral and multi-actor interventions (Rosalia et al., 2021; Permatasari et al., 2022).

The objectives of this research are to identify the key stakeholders involved in stunting reduction efforts in Metro City, assess their contributions, and propose a sustainable collaborative governance model. By understanding the roles and interactions of different stakeholders, this study aims to provide insights into effective strategies for stunting reduction that can be adapted and implemented in other regions (Kusnadi & Nge, 2024).

The literature review will delve into the theoretical underpinnings of collaborative governance, nutritional interventions, and the relationship between poverty and stunting. Previous research has highlighted the importance of collaborative efforts in addressing stunting (Afandi et al., 2023; Niga, 2023) and the need for effective nutritional interventions (Erlyn et al., 2021). Additionally, the impact of poverty on stunting and economic growth will be explored to provide a comprehensive understanding of the issue (Paikah et al., 2024).

In examining the methodology, the study will focus on Metro City, Lampung Province, involving key stakeholders such as government officials, private sector representatives, academicians, media personnel, and community leaders. Data collection will be conducted through structured interviews, surveys, and document analysis. These instruments are designed to capture

detailed information about the roles and contributions of each stakeholder, ensuring a robust and comprehensive analysis (Herawati & Sunjaya, 2022; Tinov et al., 2024).

The results section will present findings according to the data analysis techniques outlined, showcasing the contributions of different stakeholders, the effectiveness of collaborative efforts, and areas needing improvement. This structured approach will ensure that the findings are coherent and aligned with the research objectives (Zahra & Utami, 2024).

The discussion will contextualize the findings within the broader body of literature, comparing them with previous research to highlight similarities and differences. This section will also address the limitations of the study, such as potential biases in self-reported data and the specific context of Metro City, providing a balanced and critical analysis (Gillespie et al., 2013; Syafrawati et al., 2023).

In conclusion, this research aims to provide a comprehensive understanding of collaborative governance in stunting reduction efforts in Metro City. By identifying key stakeholders and assessing their contributions, the study seeks to propose a sustainable model of collaborative governance that can be replicated in other regions. The findings will contribute valuable insights to the existing body of research and inform future policy and practice (Niga, 2023).

Finally, the references will predominantly consist of peer-reviewed journals and international sources, ensuring the credibility and relevance of the literature base. Key references include works by Afandi et al. (2023), Kohli et al. (2020), and Erlyn et al. (2021), which provide a solid foundation for understanding the complex issue of stunting and the importance of collaborative governance in addressing it.

2. Theoretical Background

Collaborative governance, as defined by Ansell and Gash, is a type of governance where public and private actors work together in a distinctive way, using specific processes to establish laws and rules for the provision of public goods. This form of governance has four critical dimensions: initial conditions, institutional design, leadership, and collaboration processes. These dimensions are central to understanding the dynamics of collaborative governance and can be broken down into sub-variables, with the collaboration process being the core of the model, supported by the other dimensions.

Initial Conditions

The initial conditions refer to the existing context and relationships among stakeholders before the collaborative effort begins. Each actor typically has a different background, which can result in asymmetrical relationships. This can affect the power dynamics and the level of trust among participants. Effective collaborative governance needs to acknowledge and address these asymmetries to foster a cooperative environment (Rosalia et al., 2021). In the context of stunting reduction, recognizing these initial conditions is crucial, as stakeholders come from diverse sectors including government, private sector, academia, media, and the community (Afandi et al., 2023).

Facilitative Leadership

Effective collaborative governance requires facilitative leadership. According to Ryan in Ansell and Gash, there are three components of effective collaborative leadership: adequate management of the collaboration process, management of the ability to implement technical credibility, and ensuring that the collaboration is empowered to make credible and convincing decisions for all actors (Erlyn et al., 2021). Leaders in the stunting reduction initiatives need to manage these aspects to maintain the integrity and effectiveness of the collaborative process (Herawati & Sunjaya, 2022).

Institutional Design

Institutional design refers to the fundamental protocols and rules that guide critical collaboration. Procedural legitimacy is emphasized in this dimension, ensuring that the collaboration process is open and inclusive (Permatasari et al., 2022). In the case of stunting reduction, institutional design must facilitate the involvement of all relevant stakeholders, providing a structured and transparent framework for their participation (Kusnadi & Nge, 2024).

Collaborative Process

The collaborative process is the core of the collaborative governance model. Gray in Ansell and Gash outlines three stages of the collaboration process: problem setting, direction setting, and implementation. These stages involve face-to-face interactions, trust building, commitment to the process, shared understanding, and achieving intermediate outcomes (Tinov et al., 2024). Successful stunting reduction initiatives must follow these stages to ensure a systematic and effective approach to addressing the problem (Niga, 2023).

Relevance to Stunting Reduction

Collaborative governance has been identified as a critical approach in tackling complex public health issues such as stunting. In Indonesia, stunting reduction efforts have benefitted from collaborative governance involving multiple sectors and stakeholders (Gillespie et al., 2013). Studies have shown that

collaborative efforts, including the roles of government, civil society, and cross-sectoral programs, have significantly contributed to reducing stunting rates in various regions (Kohli et al., 2020). However, challenges remain in ensuring effective collaboration and achieving sustainable outcomes.

Case Studies and Examples

Several case studies illustrate the importance of collaborative governance in stunting reduction. For instance, in Metro City, Lampung Province, the pentahelix model has been implemented, involving government, private sector, academia, media, and community stakeholders (Afandi et al., 2023). This model has shown promise in addressing stunting through coordinated efforts and shared responsibilities. Similarly, in Chhattisgarh, India, collaborative governance has played a pivotal role in reducing stunting rates by engaging state government, civil society, and various programs across sectors (Kohli et al., 2020).

Challenges and Limitations

Despite the benefits, collaborative governance faces several challenges. These include managing power asymmetries, ensuring procedural legitimacy, and maintaining stakeholder commitment (Syafrawati et al., 2023). Additionally, effective leadership is required to navigate these challenges and facilitate a productive collaboration process (Erlyn et al., 2021). In the context of stunting reduction, these challenges can hinder the implementation of interventions and the achievement of desired outcomes (Herawati & Sunjaya, 2022).

3. Methodology

This research is descriptive qualitative research, where data is presented in the form of words (mainly participants' words) or pictures rather than numbers. Objectivity and truth are two very important things in this qualitative research, to reveal the phenomenon in depth and dynamically, the various aspects included in the phenomenon that is the object of research. The expression in question was carried out according to a study arena designed with a social sciences approach which identified a concept of collaborative governance in accelerating stunting reduction in the Metro City of Lampung Province.

There are 2 (two) data sources in this research, namely primary and secondary data sources. According to Sugiyono, if we look at the data source, data collection can be used, namely (Sugiyono; 2013): 1) Primary sources are sources that directly provide data to data collectors. Primary data in this research was obtained from interviews with informants and focus group discussions; 2) Secondary sources are sources that do not directly provide data to data collectors, but are obtained from reviewing reading materials and related literature, regulations, reports and related documents.

The informants in this research are actors in the implementation of collaborative governance in accelerating stunting reduction in Metro City, and the sample selection used was purposive sampling, namely a simple type that is useful for special situations. Informants came from: (1) Metro City Government elements, such as Guardians City, Deputy Mayor, Chairman of DPRD, Regional Secretary, Head of OPD including Subdistrict Head, Head of UPT Puskesmas, and Village Head; (2) Academic and Higher Education Elements; (3) Media Elements; (4) Elements of the Business World; (5) Community elements, TPK and Metro City PKK Mobilization Team. This consideration was made because the researcher considered that the respondents were the ones who had the capability and knew best the information expected, so that it would make it easier for the researcher to explore the object/situation being studied. Data collection techniques in this research were through interviews, literature study, observation, and through the focus group discussion (FGD) method.

Data analysis is the process of interpreting data so that it can be interpreted and useful in solving the problem being studied. According to Fraenkel, (Fraenkel, Jack. R., and Norman E. Wallen. 2012) "data analysis in qualitative research is an iterative and continuously comparative process that involves reducing and retrieving large amounts of written (and sometimes pictorial) information. Data analysis in qualitative research is an iterative and continually comparative process that involves reducing and retrieving large amounts of written (and sometimes pictorial) information. Examination of data in qualitative research is very necessary, so that the data collected can be trusted and shows the validity of the data. For this reason, the research uses patterns of representation of data sources and classification of data types. Representativeness of data sources and primary data classification are integrated with a triangulation approach. (Norman K. Denkin, 2007) defines triangulation as a combination or combination of various methods used to study interrelated phenomena from different points of view and perspectives. This research uses data source triangulation and theory triangulation. Until the data is complete, it is then validated from various sources so that it can become the basis for drawing conclusions. With this technique, it is hoped that the data collected meets the construction of conclusions. This combination of triangulation was carried out simultaneously with activities in the field, so that researchers could record complete data. Thus, it is hoped that the data collected is suitable for use.

4. Empirical Findings/Result and Discussion

Starting Condition

At the initial condition dimension stage, it can be seen that in Metro City, power resources knowledge asymmetries or unequal power and resources between collaborative actors are visible, then. Prehistory for cooperation or conflict (initial trust level) which is the history of conflict between actors in the past which influences the level of trust. Then it influences the existence of incentives for and constraints on participation where at this point efforts are needed from the collaboration leader to embrace all parties involved.

The role of the parties, including the private sector/business world, academics, society and media in Metro City in accelerating the reduction of stunting is not yet optimal, from the results of observations and documentation there are only 2 business worlds that contribute, in the form of providing food to several residents at a certain time, as stated by PB Swalayan, "we sometimes provide free basic commodities, especially to poor people or pregnant women" (PB Swalayan management). There is no corporate social responsibility (CSR) from companies in Metro City which contributes directly to accelerating stunting reduction.

Academics and universities in Metro City have only held several studies and meetings about stunting, but written input from the results of research and studies on stunting has not yet been submitted to the Metro Government. The existence of 15 universities in Metro City should be provide active contributions to the Government as input in reducing stunting, in the form of study results or studies on how to reduce stunting in Metro Cities.

The role of the media is also very significant in disseminating information and education to the people of Metro City, both online media and offline media, from various information media in Metro City, pentahelix has been involved in the Metro City Stunting Reduction Acceleration Team (TPPS). The role of the media in the stunting collaboration carried out in Metro City has been a lot of information and dissemination of news about stunting, but it is still lacking in terms of educational information on understanding stunting and its prevention. The role of regional government helix or health colleges in Metro should be to provide routine educational information about stunting. published by the media, this illustrates the existence of an information gap that lacks collaboration between helixes.

Collaboration Process Analysis

According to the Collaborative Governance model formulated by Ansell and Gash, the collaboration process in efforts to reduce stunting in Metro Cities can be explained through several main stages, namely (1) Face-to-face dialogue, (2) Building trust, (3) Commitment to the process, (4)) Common understanding, and (5) Interim results. Each of these stages is important for building and maintaining effective collaboration between various stakeholders.

Face-to-face dialogue

In collaboration to accelerate stunting reduction in Metro City, face-to-face dialogue has been carried out from the sub-district level to the city level by involving vertical agencies, namely in the form of stunting consultations. Face-to-face dialogue between stakeholders can actually be carried out without being limited to a certain time period, and can be adjusted to suit needs, however, face-to-face dialogue in Metro City with stakeholders is carried out in the Stunting Conference once a year.

The research results show that the face-to-face dialogue stage in the collaboration process to reduce stunting in Metro City has not run optimally. Although meetings between stakeholders from local government, the private sector, communities and

educational institutions have been held, the frequency and quality of these meetings are still inadequate. Many of the meetings held were more ceremonial and formal, without any in-depth discussions regarding strategies and concrete actions that needed to be taken. This results in a lack of in-depth understanding of the stunting problem and effective solutions. These limitations in face-to-face dialogue also have an impact on the low level of collaboration and coordination between stakeholders. Without effective dialogue, a common understanding of stunting reduction priorities and strategies is difficult to achieve.

Trust Building

The research results show that the Trust Building stage in the collaboration process to reduce stunting in Metro City has not reached the optimal level. Some factors that contribute to this lack of trust include a lack of transparency, inconsistent communication, and stark differences in interests. The lack of transparency in sharing information is one of the main reasons why it is difficult to build trust between stakeholders. This results in parties not getting a clear picture of how efforts to reduce stunting are carried out and the extent of their effectiveness.

Inconsistent communication also becomes a barrier in the process of building trust. Differences in interests and priorities between stakeholders also worsen the situation. While local governments may focus more on meeting short-term targets and performance indicators, stakeholders pay more attention to the long-term impact and sustainability of the program. These disagreements regarding goals and approaches often lead to conflict and dissatisfaction between the parties, further weakening trust in each other.

In addition, past experience also influences the level of trust between stakeholders. Several stakeholders expressed that they had experienced disappointment with previous programs that did not run as expected or did not involve them fully. These negative memories create skepticism and resistance to new collaborative efforts, making efforts to build trust more difficult and take longer. Overall, the Trust Building stage in the collaboration process to reduce stunting in Metro City still faces many challenges. To achieve stronger trust and more effective collaboration, more focused efforts on transparency, regular and open communication, and alignment of interests and goals between all stakeholders are needed.

Commitment to the Process

Once trust is established, all parties must demonstrate a strong commitment to the collaboration process, including establishing clear roles and responsibilities for each stakeholder, developing a joint work plan with specific goals and indicators of success, and allocating resources (time, funds), and personnel) to support the implementation of the stunting reduction program. The research results show that the Commitment to the Process stage in efforts to reduce stunting in Metro City has not run optimally. Although various stakeholders have demonstrated good intentions and an initial commitment to collaboration, implementation on the ground has shown inconsistencies and a lack of sustained dedication.

This is caused by several factors that influence commitment to the collaboration process. The lack of effective coordination mechanisms is also an obstacle. Despite the intention to collaborate, many activities were carried out separately without good synchronization between the various initiatives. This shows that commitment to the process not only requires good intentions, but also requires supporting structures and mechanisms. Regular evaluation and monitoring that is not optimal is also an inhibiting factor. Many programs are not evaluated thoroughly and regularly, so that errors and deficiencies that occur are not immediately identified and corrected.

The lack of an effective feedback loop means that stakeholders do not receive the information needed to make adjustments and improvements to ongoing programs. Apart from that, there are also challenges in terms of sustainability of commitment. Some stakeholders show high enthusiasm at the start of the program, but as time goes by, their commitment decreases due to various reasons, such as personnel changes, policy changes, or internal organizational constraints. Sustainability of commitment requires ongoing support and the right incentives to ensure that all parties remain involved and contribute actively.

Komitmen terhadap proses kolaborasi percepatan penurunan *stunting* di Kota Metro hendaknya tidak hanya tertuang dalam seremonial, akan tetapi langsung dieksekusi pada perencanaan dan pelaksanaan kegiatan, seperti diungkapkan oleh Ketua DPRD Kota Metro. *“Setiap kebijakan dan program yang disepakati dalam sebuah komitmen bersama dalam pembangunan daerah, hendaknya juga dilaksanakan dengan eksekusi yang baik pula, jadi tidak hanya terbatas pada pertemuan secara seremonial saja, akan tetapi semua pihak menunjukkan aksi nyata dalam kegiatan untuk percepatan penurunan stunting di Kota Metro”*. (Tondi, Ketua DPRD Kota Metro, 2024). Hasil penelitian menunjukkan bahwa komitmen terhadap proses dalam kolaborasi penurunan *stunting* di Kota Metro masih memerlukan banyak perbaikan. Diperlukan upaya yang lebih serius dalam mengalokasikan sumber daya yang memadai, menyelaraskan prioritas, memperbaiki mekanisme koordinasi, meningkatkan evaluasi dan pemantauan, memastikan keberlanjutan komitmen, dan memperkuat kepemimpinan fasilitatif untuk mencapai hasil yang lebih optimal.

Shared Understanding

A shared understanding of the *stunting* problem and the solutions needed is essential for successful collaboration. This can be achieved through joint education and training for all stakeholders on key issues related to *stunting*, the use of data and scientific evidence to form the basis of decisions and open discussions about the most effective strategies and approaches in the local context of the Metro City. The research results show that the Shared Understanding stage in the collaboration process to reduce *stunting* in Metro City has not yet reached the optimal level. Despite efforts to create a common understanding among stakeholders, the results still fall short of expectations. Various parties, including local governments, the private sector, local communities and educational institutions, have different perceptions and understandings of the *stunting* problem and the solutions needed.

One of the main causes of this suboptimality is the lack of structured joint education and training. This hampers the collaboration process and causes confusion in program implementation. Apart from that, ineffective communication is also an inhibiting factor. Information shared between stakeholders is often inconsistent and incomplete. Some parties may receive more in-depth information, while others only get a general overview. This information imbalance causes differences in interpretations and views regarding stunting problems and solutions, which in turn hinders the creation of shared understanding.

Disagreement over priorities and approaches is also a major problem. To improve this Shared Understanding stage, there needs to be a more coordinated effort to provide uniform education and training to all stakeholders. In addition, increasing more open and transparent communication is very important to ensure that all parties receive the same and complete information. Using data and scientific evidence as a basis for decision making will help create a stronger basis for understanding and reduce differences in interpretation. With these efforts, it is hoped that a better mutual understanding can be achieved, so that collaboration in reducing stunting in Metro City can run more effectively and harmoniously.

Intermediate Outcomes

The temporary results achieved from this collaboration have not provided the expected significant impact. The evaluation and monitoring carried out showed that several programs did not achieve the targets set. The lack of mechanisms to document and share successes and lessons learned from efforts has also resulted in a lack of necessary improvements and adaptations. Overall, despite the good intentions and efforts that have been made, the collaborative process in reducing stunting in Metro City still requires a lot of improvement to achieve optimal results. Evaluations carried out on the collaborative stunting reduction process in Metro City revealed several challenges faced by stakeholders. Although efforts have been made to improve coordination between local governments, the private sector, local communities and educational institutions, the impact of this collaboration is still not yet visible significantly.

The monitoring carried out highlighted several crucial problems. One of them is the lack of effective mechanisms to document and share successes and lessons learned from programs that have been implemented. Information about what has worked, what has not worked, and why so, is critical to enabling necessary adjustments and improvements in future programs. In addition, the lack of access to education and training about stunting results in inequalities in their understanding and knowledge of the best ways to overcome this problem. Without a common knowledge base, it is difficult to reach agreement on strategies and actions that need to be taken.

Facilitative Leadership Analysis

Facilitative leadership is a leadership style that focuses on a leader's role as a facilitator or supporter who helps individuals and groups achieve their goals. The Metro Mayor has tried to act as a catalyst and has taken several approaches both regulatory and policy, and often goes directly to the field to monitor the running of stunting reduction

activity programs, as well as advocating for vertical agencies to support efforts to accelerate stunting reduction. The role of the leader as a supply in supporting the collaborative process has a very important role, as stated by Ansell and Gash, including ensuring credible and convincing decisions for all stakeholders. From the research results, it was found that the Metro City Government also has regulations that support the acceleration of stunting reduction in the form of Mayor's Regulation Number 32 of 2022 concerning Synergy of Community Networks Caring for Children and Mothers in Efforts to Accelerate Stunting Reduction.

Institutional Design Analysis

According to Ansell and Gash, institutional design refers to the structures and rules that govern interactions between stakeholders in collaborative processes. This includes various aspects, such as decision-making mechanisms, distribution of responsibilities, communication procedures, and monitoring and evaluation systems. The Metro City Government has formed an institutional structure to coordinate efforts to reduce stunting, including the Metro City Stunting Reduction Coordination Team (TPPS) with its composition consisting of a Steering Team (Mayor and regional leadership), then an Implementation Team chaired by the Deputy Mayor whose members are the Head OPD), besides that there is also a Metro City Expert Team, Academics, Universities, Health Professions, PKK Mobilization Team. This team is responsible for formulating policies, coordinating activities in the field, and carrying out regular evaluations of the progress achieved.

5. Conclusions

Based on the results and discussion of Collaborative Governance research in accelerating stunting reduction in the Metro City of Lampung Province, researchers can conclude several things, including: Collaborative Governance in Accelerating Stunting Reduction in the Metro City of Lampung Province has gone well in the institutional dimension, but in the initial condition dimension, the process of collaboration and participative leadership is not yet optimal and needs to be improved; a) Starting conditions. Research findings show that actors in Metro City are very aware of the imbalance of resources, which encourages the need for collaboration in handling stunting; b) Collaborative process; The collaboration process in reducing stunting in Metro City has not yet run optimally. Even though there have been efforts such as discussion forums and consolidation, this process is not fully sustainable and does not follow the ideal collaboration cycle. Face-to-face dialogue, trust building, and mutual understanding have not been fully achieved. Sectoral egos among stakeholders are still quite strong, and the participation of non-government actors, including the community, is still minimal. This shows that community participation is still limited to the object of intervention, and has not yet reached a deeper level of collaboration; c) Facilitative leadership: the Metro City government has succeeded in encouraging good coordination and communication with stakeholders, especially at high to middle official levels. However, communication at the middle to lower leadership level is still very limited. This often hinders coordination at the technical level necessary for effective program implementation; d) Institutional design;

Institutional design, especially the legal framework for handling stunting, is the most significant and crucial thing in building collaboration. Until now, collaborative institutions in handling stunting in Metro City have had a strong institutional legal framework. However, the implementation of this legal framework still requires improvement to ensure that collaboration between agencies and other stakeholders can run more effectively.

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