

Collaborative Governance Strategy in The Implementation of Convergence Action Policies in The Framework of Accelerating The Reduction of Stunting Rates in Pagar Alam City

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Abstract. This study examines the issue of child stunting in Pagar Alam City, Indonesia, where chronic malnutrition hinders physical growth and cognitive development. With a prevalence rate of 11.60% in 2022, efforts to reduce it below 10% by 2024 remain a challenge. The research analyzes the implementation of convergent action policies for stunting reduction and explores strategies for collaborative governance. A qualitative descriptive approach with a case study design was applied, using interviews, observations, and document analysis involving local governments, communities, and relevant organizations. Findings show that while policies and programs have been introduced, challenges persist, including limited understanding among regional officials, inappropriate parenting practices, and inadequate health services. Collaboration between government and stakeholders also remains suboptimal. The effectiveness of policy implementation is influenced by enabling and inhibiting factors, with regional leadership and community involvement identified as key drivers of success. The study recommends strengthening collaboration through the SI RANTING digital platform to improve data management, accelerate case detection, and enhance public awareness of nutrition and child health. In conclusion, reducing stunting requires a collaborative approach supported by accurate data, strong governance, and stakeholder commitment to achieve national targets and improve future human resource quality.

Keywords: Stunting, Child Health, Convergence Action Policy, Collaborative Governance, Kota Pagar Alam, Malnutrition, Intervention, Data Management, Human Resource Quality.

1 Introduction

Health is one of the fundamental aspects of human life and contributes directly to the quality of a nation's human resources (HR). In Indonesia, health is a strategic issue because it plays a critical role in shaping the future of the next generation. One of the most pressing challenges in the health sector is the high prevalence of stunting among children under five. Stunting, or growth failure, is a chronic condition caused by prolonged inadequate nutritional intake, particularly during the first 1,000 days of life (HPK)—a period spanning pregnancy to a child's second birthday. Children who experience stunting are shorter in height compared to their peers and face a higher risk of cognitive impairment as well as long-term health complications.

Data show that the prevalence of stunting in Indonesia remains a serious problem despite various efforts to address it. According to the National Population and Family Planning Agency (BKKBN), the national stunting prevalence reached 27.6% in 2019, with the government setting a target to reduce it to 14% by 2024. This issue affects not only individual health but also has broader implications for the nation's competitiveness at the global level. For this reason, accelerating stunting reduction has been designated a national priority in the 2020–2024 National Medium-Term Development Plan (RPJMN).

The causes of stunting are multidimensional, encompassing biological, social, economic, and environmental aspects. Biological factors include chronic malnutrition among pregnant women and children under five. Social and economic factors include poverty, limited access to nutritious food, and insufficient knowledge of parenting and health practices. In addition, poor sanitation and restricted access to clean water are also significant contributors. Given this complexity, addressing stunting requires an integrated and multisectoral approach to tackle the problem comprehensively.

The Government of Indonesia has developed a range of policies to address stunting through specific nutrition interventions and sensitive nutrition approaches. Specific nutrition interventions, implemented primarily through the health sector, directly target malnutrition among pregnant women, breastfeeding mothers, and toddlers. In contrast, sensitive nutrition interventions involve multiple sectors beyond health, including improved access to clean water, nutrition education, and poverty alleviation programs.

These strategies are carried out within the framework of the *National Strategy for the Acceleration of Stunting Reduction (Stranas Stunting)*, which is built on five main pillars: leadership commitment, behavior change campaigns, program convergence, food security and nutrition, and the strengthening of data and monitoring systems.

Policy convergence is a key element in efforts to reduce stunting, emphasizing synergy and coordination across sectors and levels of government to optimize interventions. The successful implementation of this strategy requires strong commitment from the central government down to the local level, along with active community participation. However, challenges remain, particularly in terms of intersectoral coordination, resource availability, and ensuring program sustainability in priority areas.

Pagar Alam City, as one of the priority areas for stunting reduction in South Sumatra Province, illustrates the complexity of implementing this policy. According to the 2022 Indonesian Nutrition Status Survey (SSGI), the prevalence of stunting in Pagar Alam was 11.60%, which is lower than the national average but still above the target. The local government has set an ambitious goal of reducing the rate to below 10% by 2024. To achieve this, various programs and policies have been introduced, including the formation of a stunting case audit team, intensified stunting prevention efforts, and the provision of education and supplementary food. Nonetheless, the increase in stunting prevalence observed in several health centers indicates that significant challenges remain in policy implementation.

This study aims to analyze the implementation of convergent action policies in accelerating stunting reduction in Pagar Alam City and to identify the factors influencing their effectiveness. Employing a collaborative governance approach, the study also seeks to formulate an ideal development strategy to strengthen synergy between the government, private sector, and community. This approach is essential, as stunting is not merely a health issue but also a complex social problem that requires cross-sectoral involvement.

The collaborative governance approach has emerged as an effective model for addressing complex issues that involve multiple stakeholders. This concept emphasizes the active participation of all parties—from government institutions to community members—in the

planning, implementation, and evaluation of programs. In Pagar Alam City, collaboration between the local government and the private sector through Corporate Social Responsibility (CSR) initiatives has been initiated, although its effectiveness still requires further optimization. This research is expected to provide strategic recommendations for strengthening collaborative governance, thereby ensuring that the stunting reduction acceleration program can be implemented more effectively and sustainably.

2 Literature Review

Stunting is a condition of growth failure in children under the age of five caused by chronic malnutrition, particularly during the first 1,000 days of life (HPK). The World Health Organization (WHO) defines stunting as a child's height that falls below minus two standard deviations from the median of the WHO Child Growth Standards. The impact of stunting extends beyond physical growth, affecting cognitive development, learning capacity, and productivity in adulthood. Moreover, stunted children face a higher risk of developing chronic diseases such as diabetes and hypertension later in life (WHO, 2014).

The causes of stunting are multidimensional, encompassing biological, social, economic, and environmental factors. Malnutrition during pregnancy and infancy remains the primary cause. In addition, limited access to health services, inadequate clean water, and poor sanitation further exacerbate the condition. Several studies also highlight that poor parenting practices and low maternal knowledge of child nutrition contribute significantly to the high prevalence of stunting (UNICEF, 2020).

Economic factors, particularly poverty, are closely linked to the prevalence of stunting. Families living in poverty often face limitations in providing adequate and nutritious food for their children. In addition, certain traditional cultural practices can influence the diets of pregnant women and children under five, thereby affecting their nutritional status and contributing to growth failure.

The Government of Indonesia has adopted a comprehensive approach to tackling the problem of stunting, one of which is the *National Strategy for the Acceleration of Stunting Reduction (Stranas Stunting)*. This strategy is built upon five main pillars, namely:

- a. Increasing leadership commitment at the central and regional levels.
- b. Community behavior change campaigns.
- c. Convergence of specific and sensitive intervention programs.
- d. Improving food security and nutrition.
- e. Strengthening data, monitoring, and evaluation systems.

The intervention approach is divided into specific nutrition interventions and sensitive nutrition interventions. Specific interventions, such as iron supplementation for pregnant women and supplementary feeding for toddlers, are designed to address nutritional problems directly. Meanwhile, sensitive nutrition interventions focus on broader determinants of health, including programs to improve access to clean water, sanitation, and poverty reduction (Bappenas, 2021).

The concept of collaborative governance is crucial in addressing stunting, particularly because this issue involves multiple stakeholders across various sectors. Collaborative governance is an approach that facilitates cooperation among government institutions, the private sector, civil society organizations, and communities to achieve shared goals. According

to Ansell and Gash (2008), collaborative governance enhances policy effectiveness through improved coordination, resource synergy, and greater accountability.

Previous studies have shown that effective collaboration between government and non-government partners, such as the private sector through Corporate Social Responsibility (CSR) programs, can accelerate the achievement of stunting reduction targets. In Pagar Alam City, for instance, collaboration between the local government and Bank Sumsel Babel has provided CSR funding to support stunting intervention programs. However, the implementation of such collaborations still requires strengthening to ensure greater sustainability and effectiveness.

Ripley and Franklin (1986) emphasize that effective policy implementation requires a thorough understanding of problem complexity, including both technical and social barriers. In this context, the convergence approach is highly relevant, as it enables the integration of programs across multiple levels of government, from the central to the village level. This strategy helps ensure that both specific and sensitive nutrition interventions reach the target groups most in need.

The penta-helix approach involves five key elements: government, academia, business, community, and the media. This model is considered effective in fostering stronger synergies to address complex issues such as stunting. Each element has a vital role. For instance, academics contribute through research and the development of innovative solutions, while the media serves to disseminate information and raise public awareness about the importance of balanced nutrition.

Research by Afandi et al. (2022) demonstrates that the penta-helix approach can enhance the effectiveness of stunting management programs in West Java. Through structured collaboration, intervention programs become more targeted and generate a tangible impact on the intended groups. The application of this model is also highly relevant for other regions, including Pagar Alam City, as part of efforts to accelerate the reduction of stunting prevalence.

Furthermore, Emerson and Nabatchi (2015) emphasize that their collaborative governance model provides a detailed explanation of the ongoing collaboration process. This model, known as the *Collaborative Governance Regime (CGR)*, illustrates how collaboration occurs within a recurring cycle.

The model identifies aspects within the context system, which include:

1. Resource or public service conditions,
2. Policy and legal framework,
3. Socio-economic and cultural characteristics,
4. Network characteristics,
5. Political dynamics and power relations, and
6. History of conflict.

In addition, the model outlines the collaborative dynamics, consisting of:

1. Principled involvement,
2. Shared motivation, and
3. Capacity for joint action.

3 Methods

This study employs a qualitative approach with a descriptive design. The qualitative approach was selected because it enables researchers to gain an in-depth understanding of the phenomena in the field, particularly regarding the implementation of convergent action policies in accelerating stunting reduction. According to Creswell (2014), a qualitative approach emphasizes processes, meanings, and comprehensive understanding of the problem under

investigation. This approach is considered highly relevant, as the issue of stunting involves diverse social, economic, cultural, and policy dimensions that require holistic analysis.

The location of this research is Pagar Alam City, one of the priority areas in the stunting reduction acceleration program in South Sumatra Province. This location was selected due to its relatively high prevalence of stunting and the presence of ongoing intervention programs. Data from the Indonesian Nutrition Status Survey (SSGI) indicate that although the prevalence of stunting in Pagar Alam City has shown a decline overall, several health centers have reported an increase in cases, highlighting the need for more in-depth analysis.

The research informants were selected purposively, consisting of individuals with knowledge and direct involvement in the implementation of convergent action policies to reduce stunting. The key informants included:

- a. Local government officials, such as the Head of the Health Office and the Head of Bappeda.
- b. Health workers at health centers, such as midwives and nutrition workers.
- c. Members of the stunting reduction acceleration team at the city and sub-district levels.
- d. The people targeted by the program include pregnant women, breastfeeding mothers, and posyandu cadres.
- e. Representatives from the private sector or Corporate Social Responsibility (CSR) program partners.

In-depth interviews were conducted using a semi-structured guide to explore the experiences, perspectives, and opinions of informants regarding the implementation of stunting reduction policies. Interviews were carried out either face-to-face or through online communication platforms, depending on the circumstances of the informant.

Observations were undertaken to understand the social context and dynamics of policy implementation in the field. Researchers observed activities at *posyandu*, health centers, and stunting forums, focusing on interactions between program implementers and beneficiaries, as well as environmental conditions relevant to the study.

Documentation was also employed, involving the collection of secondary data such as program reports, government policies, planning and evaluation documents, and statistical data on stunting in Pagar Alam City. These documentary sources served to complement and validate the findings obtained from interviews and observations.

The main instrument in this study is the researcher (human instrument), as stated by Lincoln and Guba (1985). In addition, supporting tools such as interview guides, observation sheets, recording devices, and field notes were used to facilitate the data collection process. Data analysis was conducted using the thematic analysis method, as outlined by Braun and Clarke (2006).

The validity of the data was ensured through triangulation of sources, methods, and time. Source triangulation was conducted by comparing information obtained from various informants, method triangulation by employing multiple data collection techniques, and time triangulation by collecting data at different periods. In addition, validation was strengthened through member checking, in which findings were confirmed with informants to ensure accuracy.

Data reliability was maintained by systematically documenting the entire research process, including interview transcriptions, observation notes, and records of data analysis. Researchers also ensured consistency in both data collection and analysis procedures to produce credible and trustworthy results.

4 Results and Discussion

4.1 Results

This study aims to analyze the implementation of convergent action policies in accelerating stunting reduction in Pagar Alam City. Based on data collected through in-depth interviews, field observations, and documentation studies, the results are grouped into several key findings. The Pagar Alam City Government has adopted a convergence action policy with an emphasis on cross-sector program integration. Several key interventions have been implemented, including:

- a. Specific Nutrition Interventions: Supplementary feeding for toddlers and pregnant women, iron supplementation, and nutrition monitoring services at posyandu and health centers.
- b. Sensitive Nutrition Interventions: Improving access to clean water, improving sanitation, and educating the community on nutrition.
- c. Inter-Sector Collaboration: The government collaborates with the private sector through the Corporate Social Responsibility program and involves the community in the implementation of the program.

In the context system, it is explained how the 6 criteria for implementing the policy of coercion action in the framework of accelerating the reduction of stunting rates in the city of pagar alam:

- a. Condition of Resources or Public Services
The Pagar Alam City Government has implemented a coordinated policy to accelerate stunting reduction, focusing on strategic planning, budget allocation, cross-sector collaboration, and human resource readiness. The regional development agency has developed an activity plan that incorporates recommendations from situation analyses into the planning process, with a focus on priority areas. A substantial budget of Rp. 67 billion has been allocated from various levels of government to support effective implementation, with each Regional Apparatus Organization assigned specific responsibilities. Cross-sector coordination—such as the provision of sanitation and clean water by the Department of Housing—further strengthens synergy among Regional Apparatus Organizations. In addition, the availability of competent human resources and effective coordination at the local level are critical to achieving the program's objectives.
- b. The policy and legal framework
The policy and legal framework for accelerating stunting reduction in Pagar Alam City is aligned with national strategies, particularly Presidential Regulation No. 72 of 2021, which targets a stunting prevalence rate below 10% by 2024. Local policies are reinforced by clear standards, measurable targets, and a focus on priority areas with high stunting prevalence, as stipulated in Mayor's Decree No. 191 of 2024. Although challenges remain in data collection and mapping, efforts are being made to strengthen service management and improve the accuracy of data reporting. Furthermore, data analysis from Action 1 has been used to identify priority villages for stunting interventions in 2025, underscoring the importance of data-driven approaches in ensuring effective policy implementation.
- c. The socio-economic and cultural characteristics
The socio-economic and cultural characteristics supporting stunting reduction in Pagar Alam City are reflected in strong community participation, effective village-level coaching, and solid regulatory backing. Communities have responded positively to the

program, benefiting from food assistance initiatives and improved child health services. Local efforts are further strengthened through coordination among *Posyandu* cadres, early childhood educators, and Family Assistance Teams, which together foster behavioral change at the grassroots level. Moreover, Mayor Regulation No. 25 of 2023, which involves foster parents in stunting reduction efforts, has received broad community support and is actively disseminated across sub-districts, demonstrating the government's commitment to sustainable program implementation.

d. The characteristics of the network

The stunting management network in Pagar Alam City is marked by strong cross-sector collaboration, clear role distribution, and effective supervision. *Posyandu* cadres, early childhood educators, and Family Empowerment and Welfare Movement Teams work in synergy with the 306-member Family Assistance Team (TPK), which plays a central role in socialization, monitoring, and intervention during the First 1,000 Days of Life. Roles are well-structured to prevent overlap, with *posyandu* cadres responsible for toddler measurements and TPK members focusing on monitoring and reporting. Effective coordination between government agencies and the Family Assistance Team ensures smooth policy implementation and efficient resource utilization at the village level. Furthermore, the facilitation of fund allocation and capacity-building initiatives has strengthened local execution, reflecting a comprehensive and integrated approach to stunting reduction.

e. The dynamics of politics and power relations

The dynamics of politics and power relations in addressing stunting in Pagar Alam City are characterized by collaboration, effective communication, and strong policy support. The *Rembuk Stunting* held on May 14, 2024, brought together key stakeholders, reaffirming joint commitments and clarifying the coordination of interventions. Cross-sector communication among regional apparatus organizations, along with the active involvement of the Family Empowerment and Welfare Movement Team and the Family Assistance Team, ensures effective policy implementation, particularly at the village level. Moreover, the Foster Parents Movement reflects the dedication of local leaders by providing both material support and educational assistance to families, thereby reinforcing the government's comprehensive commitment to reducing stunting.

f. The History of Conflict

The history of conflict in stunting data management in Pagar Alam City underscores persistent challenges related to resources, accuracy, community participation, and data dissemination. Technical constraints, such as inadequate measuring tools and limited budgets for health worker incentives, have affected data quality. Inconsistencies between measurements from different offices, compounded by human error, have also led to internal disputes over accuracy. Moreover, low community participation in utilizing *Posyandu* services and limited access to sanitation further impede stunting reduction efforts. Although the prevalence of stunting has shown a decline, difficulties remain in producing and publishing reliable data to effectively guide interventions and sustain engagement among both communities and health officers at the local level.

g. The performance of the Stunting Handling Policy in Pagar Alam City

The performance of stunting reduction policies in Pagar Alam City shows that although efforts are being undertaken, outcomes remain suboptimal. Annual reviews are conducted to assess progress and identify areas for improvement, with recurring challenges including limited human resources, budget constraints, and insufficient

community support. Despite a substantial allocation of Rp. 69.27 billion in 2024, policy effectiveness is hindered by low budget absorption, weak coordination among stakeholders, and inefficient resource utilization. To improve performance, the city plans to strengthen the stunting reduction acceleration team, foster stronger commitment and participation, and prioritize more effective planning, budgeting, and implementation strategies.

Next, it discusses collaborative governance which emphasizes 3 aspects.

a. Principled involvement

Stunting prevention efforts in Pagar Alam City demonstrate strong synergy among stakeholders through formally established policies. The involvement of various elements—including local government, *Forkopimda*, echelon officials, and community leaders—is coordinated under the Mayor of Pagar Alam Decree No. 108 of 2023. This policy institutionalizes the role of foster parents in stunting mitigation, reflecting the importance of cross-sector collaboration to achieve the shared goal of accelerating stunting reduction in the region. Through principled engagement, all relevant parties are able to understand and carry out their roles and responsibilities in a harmonious and sustainable manner. This decree provides a clear framework for improving family nutrition in Pagar Alam City by emphasizing effective coordination and alignment of actions among stakeholders to strengthen stunting prevention and reduction efforts.

b. The shared motivation

Stunting prevention efforts in Pagar Alam City highlight the importance of collaborative relationships and shared commitments among stakeholders. The Pagar Alam City Government emphasizes four key elements in fostering mutual motivation: trust, mutual understanding, internal legitimacy, and commitment. These elements serve as a strong foundation for the success of cross-sector collaboration, as reflected in the responsibilities assigned to Foster Mothers for Stunting Mitigation. Foster parents are tasked with coordinating and communicating across sectors, strengthening institutional capacity, building partnerships with stakeholders, and monitoring as well as evaluating program implementation. Through these responsibilities, foster parents are expected to strengthen social networks that support collective efforts to reduce stunting rates in Pagar Alam City. Such collaborative relationships are essential for fostering stronger solidarity and ensuring the sustainability of stunting control measures in the long term. Overall, mutual motivation reinforces synergy among stakeholders with a shared goal, while ensuring trust and commitment to achieving optimal results in addressing stunting in Pagar Alam City.

c. Capacity for Joint Action

Stunting mitigation in Pagar Alam City demonstrates that cross-sector collaboration and resource pooling are key success factors. This capacity is built through four essential elements: procedural and institutional arrangements, leadership that broadens roles, collective knowledge sharing, and the effective use of shared resources. In practice, the Pagar Alam City Government engages multiple agencies, including the Ministry of Religious Affairs, which focuses on preventing early marriage; the Education Office, which implements Holistic Early Childhood Education; the Social Security Administration Agency, which provides health insurance; and the Agriculture and Trade Office, which ensures food security and nutrition through the 0% People's Business Credit program, training, and seed assistance. Collaboration extends beyond government agencies to include private institutions. For example, Corporate Social

Responsibility (CSR) programs from Bank Sumsel Babel and Supreme Energy Ltd. contribute through the provision of medical equipment and public awareness initiatives. In conclusion, this joint action capacity plays a vital role in creating synergy among stakeholders, both governmental and private, to support stunting control programs in Pagar Alam. With this collaborative approach, all elements of society and relevant institutions can contribute effectively to achieving the common goal of reducing stunting rates.

Based on the analysis of collaborative policy and governance implementation, an action plan was developed as a strategic recommendation. The proposed development strategy for the Collaborative Governance model to accelerate stunting reduction in Pagar Alam City focuses on addressing a critical issue: the suboptimal management of stunting information data, particularly the “By Name By Address” system. To address this, the Family Planning Office has been designated as the lead sector, tasked with developing integrated nutrition policies and optimizing human resources.

The collaboration strategy involves strengthening the role of foster parents and implementing the SI RANTING application, which is designed to facilitate data collection, monitoring, and management of stunting information. The action plan outlines stages of activity from planning to implementation, along with stakeholder mapping to ensure effective and sustainable collaboration.

However, the implementation of this program faces several challenges, including limited coordination between agencies, budget constraints, low community participation in stunting prevention programs, weak data management systems, and inadequate coordination in stunting data measurement and publication in Pagar Alam City.

Data from the Indonesian Nutrition Status Survey (SSGI) in 2022 indicate that the prevalence of stunting in Pagar Alam City was 11.60%, lower than the national average of 21.6%. However, several health centers, including Bumi Agung, Siderejo, and Pengandonan, reported an increase in the number of stunting cases. Contributing factors include suboptimal parenting practices, inadequate nutritional intake, and poor sanitation conditions.

Collaboration between the government and stakeholders, including the private sector and civil society organizations, has been initiated but remains suboptimal. For example, Bank Sumsel Babel has contributed CSR funds to support stunting programs; however, its involvement is limited to financial assistance without active participation in program implementation.

4.2 Discussion

The findings of this study indicate that the convergence action policy has had a positive impact on reducing the prevalence of stunting in Pagar Alam City. However, its effectiveness still requires improvement in several aspects, including:

One of the key pillars of convergence action is effective coordination between agencies. In Pagar Alam City, coordination efforts still face obstacles due to sectoral egos and insufficient communication. As a solution, establishing a cross-sector coordination team with clearly defined tasks and responsibilities can enhance synergy among stakeholders and strengthen policy implementation.

Nutrition education for the community is a vital element in reducing stunting rates. However, this study found that public understanding of the importance of nutrition and parenting remains low. More intensive education initiatives delivered through local media, *posyandu* cadres, and schools are needed to improve awareness and strengthen community participation in stunting prevention efforts.

Optimizing the use of stunting funds has significant potential to support programs aimed at accelerating stunting reduction. However, in Pagar Alam City, the utilization of these funds has not yet been fully effective. By prioritizing the allocation of stunting funds for both specific and sensitive nutrition interventions, the government can make a more substantial contribution to stunting prevention and reduction efforts.

4.2.1 Factors Affecting the Prevalence of Stunting

This study found that one of the main causes of stunting in Pagar Alam City is the limited maternal knowledge of parenting and child nutrition. Many mothers are unaware of the importance of exclusive breastfeeding and the provision of timely, quality complementary feeding (*MP-ASI*). To address this issue, educational programs targeting pregnant and lactating women need to be strengthened and expanded.

Poor access to clean water and sanitation also contributes to the prevalence of stunting. Several areas in Pagar Alam City still face limitations in this regard, which has led to high incidences of diarrhea and gastrointestinal infections among toddlers. Improving clean water supply and sanitation infrastructure should therefore be prioritized as part of sensitive nutrition interventions.

Poverty and food insecurity remain major challenges in addressing stunting. Families living in poverty often lack the means to provide adequate and nutritious food for their children. To address this, the government needs to strengthen family economic empowerment programs, such as vocational skills training and access to microcredit, in order to improve household food security and nutritional resilience.

The collaborative governance approach is highly relevant in addressing stunting because it engages multiple stakeholders in the planning, implementation, and evaluation of programs. However, this study found that collaboration in Pagar Alam City remains partial and has not fully involved all potential sectors.

To strengthen this approach, several strategies can be implemented. First, partnerships with the private sector should extend beyond CSR funding. The private sector can actively contribute through nutrition education, skills training, and the provision of sanitation facilities. For example, local companies could collaborate with the government to support the development of clean water facilities in stunting-prone areas.

Local community involvement, including religious organizations and PKK women's groups, plays a strategic role in raising public awareness about stunting. Active participation of communities at every stage of program implementation can significantly enhance the effectiveness of interventions.

The use of information technology can strengthen real-time monitoring and evaluation of stunting reduction programs. Digital applications that record the nutritional status of toddlers, sanitation conditions, and access to clean water can assist the government in identifying priority areas for intervention.

The results of this study provide several policy implications that can assist the Pagar Alam City Government in improving the effectiveness of stunting reduction programs, namely:

1. Capacity Building: Training for health workers, *posyandu* cadres, and village officials should be prioritized to ensure the delivery of high-quality programs.
2. Budget Alignment: The government must ensure that budget allocations for stunting programs reflect actual needs in the field, particularly for expanding access to clean water and sanitation.
3. Comprehensive Coverage: Intervention programs should extend across the entire Pagar Alam City area, with special attention given to health centers that have reported increases in stunting cases.

5 Conclusion

This study demonstrates that the implementation of the convergence action policy in Pagar Alam City—focused on eight stunting convergence actions—has been carried out and has contributed positively, reducing stunting prevalence to 11.60%, below the national average. Interventions through both specific and sensitive nutrition programs have provided significant benefits, although challenges remain in cross-sectoral coordination, community education, and resource allocation. These challenges are reflected in the limited effectiveness of Convergence Action 6 (Data Management System) and Action 7 (Measurement and Publication of Stunting Data) in Pagar Alam City.

Furthermore, when analyzed using the six policy implementation criteria within the context system of Emerson and Nabatchi (2015) and the three collaborative governance criteria they propose, the findings suggest that collaboration in Pagar Alam meets the criterion of full stakeholder involvement throughout the process.

The main points identified from this study are as follows:

- a. Cross-Sector Coordination: Despite integration efforts, sectoral egos are still a barrier to program effectiveness. A coordination team with clear tasks is needed to strengthen synergy.
- b. Parenting and Nutrition Knowledge: Public knowledge, especially pregnant and lactating women, about the importance of nutrition is still low. Community-based education is an urgent need.
- c. Sanitation and Clean Water: Inadequate infrastructure in some areas contributes to the high prevalence of diarrhea, which is at risk of stunting.
- d. Use of Funds: Optimizing the use of stunting funds for specific and sensitive nutrition programs can have a greater impact on stunting reduction.
- e. Collaboration with Stakeholders: Collaboration with the private sector through CSR needs to be expanded to cover more aspects, such as nutrition education and the provision of health facilities.

The collaborative governance approach, if applied in a more structured and comprehensive manner, can be a key factor in achieving the national stunting prevalence target of 14% by 2024. With strong commitment and active participation from all stakeholders, Pagar Alam City has the potential to become a regional model in successfully addressing stunting and improving human resource quality.

This study demonstrates that the implementation of convergence action policies has had a positive impact in reducing the prevalence of stunting in Pagar Alam City. However, program

effectiveness can still be enhanced through stronger cross-sector coordination, improved community education, and better resource optimization. The development of the SI RANTING application and the involvement of foster parents are also expected to further strengthen stunting prevention and reduction efforts.

If implemented optimally, collaborative governance can ensure sustainable progress in reducing stunting. With solid synergy between the government, the private sector, and the community, Pagar Alam City can continue to lower its stunting prevalence and contribute to the achievement of national targets. These findings may also serve as a reference for other regions facing similar challenges in overcoming stunting.

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