

Cross-Sector Collaborative Governance in Achieving a Stunting-Free Cigugur by 2045

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Abstract

Efforts to accelerate stunting reduction demand effective intersectoral collaboration, particularly at the local level. Cigugur Subdistrict, as a region committed to supporting the Golden Indonesia 2045 vision, faces complex stunting challenges that require a collaborative governance-based approach. This study aims to analyze the forms of collaboration among technical sectors such as the Health Office, DPPKBP3A, subdistrict and village/urban village governments, as well as social actors including Posyandu cadres and community leaders in realizing a stunting-free Cigugur. Using a qualitative case study approach, data were collected through in-depth interviews, focus group discussions (FGDs), field observations, and document analysis. The findings reveal that collaborative practices have emerged through intersectoral coordination forums, program integration, and community involvement in nutrition interventions and education. However, challenges such as weak data integration, differing sectoral perceptions, and limited resources continue to hinder collaborative effectiveness. This study recommends strengthening local institutional capacity, establishing sustainable coordination mechanisms, and developing participatory, community-based collaboration models. These findings contribute to the development of practical collaborative governance at the subdistrict level as a strategic foundation for human resource development towards the Golden Indonesia 2045 vision.

Keywords: Collaborative Governance, Stunting, Cigugur, Intersectoral Synergy, Golden Indonesia 2045.

INTRODUCTION

Stunting is one of the most critical chronic nutritional issues and has become a national priority in Indonesia's health development and human capital agenda (Rokx, Subandoro, & Gallagher, 2018; Black et al., 2008). It is defined as impaired growth in children under five years of age, primarily resulting from chronic malnutrition and recurrent infections during the first 1,000 days of life—a critical window for preventing irreversible growth outcomes (Karakochuk, 2018; Rokx et

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al., 2018). Children with stunting typically exhibit shorter stature than their peers and are at increased risk of cognitive impairment, long-term health complications, and reduced productivity in adulthood (Black et al., 2008). These consequences have far-reaching effects, contributing to reduced human capital quality and potentially hindering national development progress (Lestari, 2023).

The Indonesian government recognizes stunting as a strategic concern and has committed to achieving a Stunting-Free Indonesia by 2045. This goal aligns with the Golden Indonesia 2045 vision, which emphasizes the development of a healthy, intelligent, and globally competitive population (Lestari, 2023). In 2021, Presidential Regulation No.72 on the Acceleration of Stunting Reduction institutionalized a multisectoral strategy and established a Stunting Reduction Acceleration Team (TPPS) across national-to-village levels (Rokx et al., 2018).

Cigugur Subdistrict, located in Kuningan Regency, West Java, has persistently faced stunting challenges despite its strong cultural heritage and community participation. Preliminary data from the Kuningan District Health Office indicate a stunting prevalence of 21.9% in July 2024, highlighting ongoing issues in nutrition, healthcare access, and sanitation (data from local health office). Although programs such as Posyandu, nutrition education, supplementary feeding, and maternal-child health services have been implemented, their impact has been limited due to fragmented, sector-specific delivery and inadequate coordination (Rokx et al., 2018).

Addressing stunting effectively requires a holistic, integrative, and collaborative approach. The issue is interlinked with domains such as education, women's empowerment, food security, sanitation, and cultural practices, necessitating synergy across various actors—including health offices, DPPKBP3A, local governments, Posyandu cadres, and community leaders (Rokx et al., 2018; Black et al., 2008). The Kuningan Regency Government has reinforced this approach through Regent Regulation No.36 of 2019, mandating multisectoral interventions and aligning with national directives (Lestari, 2023).

However, policies and regulations alone are insufficient without robust grassroots implementation. This underscores the relevance of collaborative governance—a model that engages government agencies, civil society, and the private sector in policymaking, execution, and evaluation, based on principles such as equal participation, transparency, joint learning, and shared responsibility, which are essential for tackling complex public health challenges like stunting (Rokx et al., 2018; Black et al., 2008).

Although intervention programs such as Posyandu (integrated health posts), nutrition education, supplementary feeding, and maternal and child healthcare services have been implemented, their impact has remained limited. One of the main contributing factors is the sectoral and fragmented nature of the current stunting reduction approach: coordination is often poor, leading to partial and

unintegrated interventions that fail to address the issue holistically (Ridwan et al., 2022; Rokx, Subandoro, & Gallagher, 2018).

Addressing this challenge requires a holistic, integrative, and collaborative approach. Stunting is interlinked with domains such as education, women’s empowerment, food security, sanitation, and cultural practices. As such, synergy among multiple actors and sectors is essential, including the Health Office, DPPKBP3A, subdistrict and village governments, Posyandu cadres, and community leaders (Rokx et al., 2018; World Bank, 2017).

The Kuningan Regency Government has issued Regent Regulation No. 36/2019 on Stunting Mitigation, mandating a multisectoral and multi-stakeholder approach. This aligns with Presidential Regulation No. 72/2021 and the National Action Plan for Stunting Reduction (RAN Stunting), emphasizing both specific (direct) and sensitive (indirect) nutrition interventions (Ridwan et al., 2022).

However, regulations and policies alone are insufficient without strong grassroots implementation. In this context, the collaborative governance model—engaging government, civil society, and private sector actors in policymaking, implementation, and evaluation through equal participation, transparency, shared learning, and mutual responsibility—becomes highly relevant (Rokx et al., 2018; World Bank, 2017).

In Cigugur Subdistrict, collaborative efforts have taken shape through local initiatives. One prominent example is the “Bergerak Cigugur MASAGI MANTING (Masyarakat Sadar Gizi, Aman Tina Stunting)” program, initiated by the Subdistrict Head, Yono Rahmansah, S.STP., MH. This program highlights the Rumah Gizi (Nutrition House) as a community-based center for education and services that actively and equally engages multiple actors (Instagram Kecamatan Cigugur, 2024; Instagram PKK_Cigugur, 2024).

The collaborative governance model operates on the assumption that no single actor possesses the full capacity to resolve complex problems independently. Therefore, spaces for dialogue, coordination mechanisms, data integration, and joint decision-making are key elements in policy implementation—an approach reinforced by studies on stunting governance (Permatasari, Sofyan, & Walinegoro, 2022).

In the context of stunting, this strategy is vital given its wide-ranging determinants, including poverty, limited maternal knowledge, poor sanitation, and unhealthy dietary practices—factors shown to be deeply interconnected and resistant to sectoral interventions (Permatasari et al., 2022).

Several studies have examined collaborative governance in stunting prevention across different regions. For instance, Permatasari et al. (2022) investigated intersectoral collaboration in Berbah Subdistrict, Sleman, finding that although engagement between government actors and civil society had begun, the focus remained primarily on technocratic coordination and health-specific interventions. Similarly, Afrida et al. (2024) in Sidoarjo Regency

emphasized the importance of local regulations and institutional structures as primary drivers of inter-agency synergy in reducing stunting

Meanwhile, Rahmawati et al. (2025) in their study in Purworejo Regency revealed that collaborative governance processes had been implemented, yet still faced challenges in fostering meaningful community participation; citizen involvement remained limited to socialization activities and did not extend to joint planning and evaluation stages (Rahmawati et al., 2025). On the other hand, Khuzaimah et al. (2024), in their research on stunting governance in Enrekang Regency, also highlighted the importance of policy support and intersectoral coordination but found that local cultural elements were not strategically integrated into behavior change interventions—a gap that reduced program effectiveness (Khuzaimah, et al., 2024).

Distinct from previous studies, this research emphasizes the role of community-based social actors—such as Posyandu cadres, religious leaders, traditional elders, and local youth—as key stakeholders in strengthening collaborative governance at subdistrict and village levels. By adopting a culture-based approach, this study demonstrates how sensitive interventions can be carried out more contextually and sustainably through facilitative leadership and community empowerment (Khuzaimah, et al., 2024).

Based on this background, the present study aims to examine the forms and dynamics of intersectoral collaboration in addressing stunting in Cigugur Subdistrict. The research focuses on roles and interactions between technical actors (e.g., Health Office, DPPKBP3A, village/urban village governments) and social actors (Posyandu cadres and community leaders), as well as the challenges and opportunities encountered in implementing collaborative governance. This study is expected to generate strategic recommendations for strengthening intersectoral synergy through a collaborative governance approach as a practical pathway to accelerate stunting reduction in support of the Golden Indonesia 2045 vision.

METHOD

This study employs a qualitative approach with a case study design. This approach was chosen to gain an in-depth understanding of the forms of intersectoral collaboration in addressing stunting in Cigugur Subdistrict, Kuningan Regency. A qualitative approach enables the researcher to explore the meanings, perspectives, and experiences of actors directly involved in stunting reduction efforts—elements that cannot be adequately captured through quantitative methods alone.

According to Creswell (2014), a qualitative approach is a method for exploring and understanding the meaning individuals or groups ascribe to a social or human problem. It is particularly suitable when researchers aim to deeply examine complex social realities that cannot be measured using numerical data or statistics. This approach

emphasizes process, subjective meaning, context, and the interactions among individuals within specific social settings.

Bogdan and Taylor, as cited in Moleong (2009), explain that qualitative research is a procedure that produces descriptive data in the form of written or spoken words from people and observable behavior. This means that the data collected in qualitative research are narrative in nature, based on direct observation and interaction between the researcher and the research subjects.

The type of research employed in this study is a case study. A case study is one of the strategies in qualitative research that allows the researcher to examine a phenomenon in depth and holistically within its real-life context. According to Stake, as cited in Creswell (2014), a case study is a research strategy in which the researcher explores in depth a program, event, process, or specific group that is bounded by time and activity, using comprehensive and detailed data collection through various data-gathering techniques

Yin (2002) states that case studies are appropriate when research questions are framed as “how” and “why,” when the researcher has little control over the events being studied, and when the focus is on contemporary phenomena. In the context of this study, the case study design is used to explore how intersectoral collaboration is established in addressing stunting, and why a collaborative governance approach is necessary—particularly in Cigugur Subdistrict, which is characterized by unique social diversity and local institutional structures.

The informants in this study included the Head of the Health Office; the Head of the Office of Population Control, Family Planning, Women Empowerment and Child Protection (DPPKBP3A); the Head of Cigugur Subdistrict; village and urban village heads; Posyandu cadres; and community leaders (including religious, traditional, and youth figures). Data collection techniques involved interviews, observation, and documentation. Data validity was ensured through prolonged engagement and triangulation. Data analysis followed qualitative methods consisting of data reduction, data display, and conclusion drawing and verification.

RESULT AND DISCUSSION

Stunting prevention has become a prominent issue in the health sector, particularly in developing countries, due to its profound impact on child development and future human capital (Black et al., 2008; UNICEF & WHO, 2021). In Cigugur Subdistrict, various efforts have been undertaken to improve child and family nutrition, including both specific and sensitive interventions. Specific interventions consist of targeted actions during the first 1,000 days of life (HPK)—such as maternal nutrition, iron supplementation, breastfeeding promotion, and complementary feeding—implemented by the health department (Victora et al., 2019). Meanwhile, sensitive interventions involve wider development initiatives beyond the health sector, emphasizing a convergence approach among regional agencies to address

determinants like education, sanitation, women's empowerment, and socio-cultural practices (Ruel & Alderman, 2013).

Stunting prevention begins in the womb by ensuring adequate maternal nutrition, which includes sufficient food consumption, iron supplementation (Fe tablets), and regular antenatal health monitoring. This is followed by exclusive breastfeeding for infants up to six months and the introduction of complementary food (MPASI) thereafter; postpartum mothers also require nutritious food and micronutrient supplementation (e.g., vitamin A) (Black et al., 2008; WHO, 2013). Routine and timely monitoring of child growth is essential in detecting and preventing chronic stunting (de Onis & Branca, 2016).

Collaborative governance is a governance paradigm that emphasizes joint decision-making and policy implementation among actors from the government, civil society, the private sector, and non-governmental organizations. This concept emerged in response to the growing complexity of public issues that can no longer be effectively handled by a single institution or sector (Ansell & Gash, 2008).

Ansell and Gash (2008) define collaborative governance as a formal arrangement in which public agencies directly engage non-governmental actors in public policy processes through structured forums, underpinned by principles of equality, consensus-building, and deliberation, to achieve shared objectives. This model is premised on the belief that synergy among organized and complementary actors leads to more innovative, responsive, and sustainable solutions.

Collaborative governance emphasizes joint decision-making and policy implementation processes involving actors from diverse sectors, including government, civil society, the private sector, and non-governmental organizations. The concept emerged in response to the growing complexity of public problems, which can no longer be resolved unilaterally by a single institution or sector.

According to Ansell and Gash (2008), collaborative governance comprises several dimensions that serve as a framework for the collaboration process, including:

1. Starting Conditions
2. Institutional Design
3. Facilitative Leadership
4. Collaborative Process
5. Trust Building

According to Emerson, Nabatchi, & Balogh (2012), the success of intersectoral collaboration is determined by shared commitment, mutual trust among actors, inclusive and facilitative leadership, transparent information exchange, and continuous communication mechanisms. In collaborative governance, the deliberative process among actors is central, where all parties convene to define problems, establish common goals, and formulate strategies that are collectively agreed upon and implemented (Emerson, Nabatchi, & Balogh, 2012).

In addition, Bryson, Crosby, and Stone (2006) argue that effective intersectoral collaboration design requires clarity of purpose, cross-

boundary collaborative leadership, and legitimacy from all stakeholders involved. They emphasize the importance of an initial agreement and institutional structures that enable cross-sectoral innovation. This is particularly relevant in the context of Cigugur, where early commitment through the Rembuk Stunting forum and the Stunting Reduction Acceleration Team (TPPS) serves as a critical step in shaping the direction of collaboration (Bryson, Crosby, & Stone, 2006).

Elinor Ostrom (1990) also made a significant contribution through her concept of governing the commons, emphasizing the importance of collective management of public resources through locally agreed-upon rules. Principles such as voluntary participation, clarity of rules, and internal monitoring mechanisms can be applied to the management of the Rumah Gizi (Nutrition House) program in Cigugur (Ostrom, 1990).

Furthermore, Nabatchi and Leighninger (2015) developed the spectrum of public participation, placing collaboration as the highest form of engagement. They highlight the need for citizen involvement in the co-design of public programs, two-way dialogue, and joint decision-making. This approach aligns with the involvement of community leaders and Posyandu cadres in Cigugur, who act not merely as recipients of information, but also as co-designers and implementers of stunting reduction programs (Nabatchi & Leighninger, 2015).

Chrislip and Larson (1994) emphasize that collaborative leadership plays a crucial role in connecting actors from diverse backgrounds. Effective leadership in collaboration is characterized by the ability to facilitate dialogue, build trust, and foster long-term commitment. In the context of Cigugur, the subdistrict head (Camat) and village heads act as facilitators and connectors between technocratic actors and the community (Chrislip & Larson, 1994).

Frederickson (1999), through his theory of Social Equity, adds that sound collaborative governance must ensure social justice. This means that community participation in stunting prevention should prioritize the most affected groups, such as stunted children and pregnant women suffering from chronic energy deficiency (CED), in order to promote equity in basic services and human development (Frederickson, 1999).

Moreover, inclusive governance must be adaptive and culturally responsive, especially in diverse settings like Indonesia. Integrating local wisdom and traditional leadership structures can enhance the legitimacy and effectiveness of public health interventions (Svara & Brunet, 2005). In Cigugur, this principle is reflected in the active engagement of traditional elders and religious figures who serve as trusted communicators and cultural gatekeepers in stunting prevention programs.

Thus, collaborative governance provides an integrative framework to address multidimensional challenges such as stunting. This approach emphasizes not only technical coordination across sectors, but also community participation, equity, and capacity building. In

Cigugur Subdistrict, synergy among local government, the health sector, DPPKBP3A, Posyandu cadres, and community leaders can be strengthened through institutional development of the Stunting Reduction Acceleration Team (TPPS), the Rumah Gizi (Nutrition House), and an integrated information and monitoring system. Collaborative governance is not merely a technocratic strategy, but also an empowering approach that fosters social solidarity and community resilience in pursuit of the Golden Indonesia 2045 vision.

In the context of stunting reduction in Cigugur Subdistrict, the five core dimensions of Ansell and Gash's (2008) theory are used as a framework to analyze the strengths and challenges of intersectoral collaborative governance in practice, namely:

1. Starting Conditions

The initial conditions of stunting mitigation in Cigugur Subdistrict reveal several structural and social barriers that served as the starting point for the emergence of intersectoral collaboration. In the early stages, there was a noticeable disparity in capacity among sectoral actors. The Health Office possessed stronger technical expertise and access to data compared to village administrations and the women's empowerment sector, which remained limited in terms of resources, training, and nutrition-based planning.

Table 1. Stunting Prevalence in Cigugur Subdistrict as of July 31, 2024

No	Village/Urban Village	Total Weighed Under-Five Children (D)	Stunted Children	Stunting Prevalence (%)
1	Cigadung	329	38	7.9
2	Sukamulya	201	30	13.8
3	Cileuleuy	319	46	9.0
4	Puncak	266	51	20.8
5	Babakanmulya	209	40	22.8
6	Cisantana	417	101	20.6
7	Cigugur	339	64	13.1
8	Winduherang	190	50	14.2
9	Gunungkeling	127	19	7.3
10	Cipari	242	68	15.8
Total		2,639	527	19.3

Source: e-PPGM, Kuningan District Health Office

Another issue that emerged was the lack of communication and coordination among sectors, resulting in programs being implemented in a siloed manner without effective integration. For instance, DPPKBP3A ran family planning programs without synergy with Posyandu or community health centers (Puskesmas), leading to overlapping target groups or even missing intended beneficiaries altogether.

Additionally, there were differing perceptions regarding the urgency of stunting. Several non-health sectors perceived stunting

merely as a medical issue under the purview of the Health Office, rather than as a cross-sectoral concern requiring support from the education, social, and community empowerment sectors. These differences led to weak initial commitment and a gap in understanding when establishing shared priorities.

The situation was further complicated by the lack of an integrated data system. Each sector utilized its own platforms and indicators, resulting in disconnected data on stunted children across Posyandu, Puskesmas, and village governments. This made it difficult to conduct accurate mapping and coordinated interventions

This situation was exacerbated by the lack of trust and limited prior collaborative experience. The absence of a history of intensive intersectoral cooperation led sectoral actors to feel more comfortable working independently, often reluctant to share information or responsibilities. Collaborative forums had not become part of the organizational culture and therefore needed to be established from the ground up through institutional interventions and facilitative leadership.

To address these challenges, a collaborative process was gradually initiated through the formation of the Stunting Reduction Acceleration Team (Tim Percepatan Penurunan Stunting, TPPS), the implementation of Rembuk Stunting forums, and sectoral dialogue facilitated by the subdistrict head (Camat) and village heads. These processes served as initial platforms to harmonize understanding, build trust, and jointly formulate intersectoral strategies in a participatory manner. As a result:

- a. A shared awareness emerged regarding the importance of collaboration in addressing stunting as a cross-sectoral issue, not solely a health concern;
- b. Coordination structures such as the TPPS were established at both the subdistrict and village levels as joint working forums;
- c. Communication channels were opened among government agencies, village officials, and the community through regular forums such as FGDs and Rembuk Stunting;
- d. Initial manual data integration between sectors began, marking the first step toward an integrated information system;
- e. Early trust was built among actors, particularly following the success of joint programs such as the Rumah Gizi and the engagement of Posyandu cadres in multisectoral activities;
- f. Local initiatives, such as the MASAGI MANTING program, emerged as a symbol of successful collaborative leadership responsive to early-stage challenges.

2. Institutional Design

The presence of a clear institutional framework serves as a crucial foundation for building intersectoral collaboration in accelerating stunting reduction in Cigugur Subdistrict. This process began with the enactment of supporting regulations, notably Kuningan Regent

Regulation No. 36 of 2019, which provides the legal basis for the establishment of the Stunting Reduction Acceleration Team (Tim Percepatan Penurunan Stunting, TPPS). This regulation grants legitimacy to each sector to synergize and carry out their respective responsibilities in a coordinated manner.

As a follow-up to this regulation, TPPS was formed at both the subdistrict and village levels, functioning as the primary implementation node and connector among technical and socio-community actors. TPPS plays an active role in designing work agendas, organizing Rembuk Stunting forums, facilitating training, and monitoring the implementation of both specific and sensitive interventions. This active involvement symbolizes the initial functionality of collaborative structures at the grassroots level.

A well-defined coordination structure also facilitates smooth communication across sectors. Intersectoral coordination forums are held regularly, involving the Health Office, DPPKBP3A, community health centers (Puskesmas), village governments, and community leaders. Each forum provides a deliberative space to align perceptions, manage differences, and ensure that planning and evaluation are conducted in a participatory manner.

This process has been further strengthened by collaborative mechanisms for reporting, monitoring, and evaluation. Each sector has begun adopting inter-agency data-based reporting systems, although much of the process is still conducted manually. Posyandu cadres, community health centers (Puskesmas), and village governments are actively involved in monitoring the progress of stunted children and documenting program outcomes.

As a form of local adaptation to community needs, institutional innovations have emerged, such as the community-based Rumah Gizi (Nutrition House), which serves not only as a nutrition recovery center but also as a platform for education and behavior change involving families, cadres, and traditional and religious leaders.

This collaborative process is framed by a shared technical guideline jointly developed by the involved agencies, which serves as a reference for implementing stunting-related activities in an integrated manner. The guideline outlines the roles of each sector, success indicators, and workflow procedures across actors to prevent program overlaps and ensure effective coordination.

3. Facilitative Leadership

The collaborative process in addressing stunting in Cigugur Subdistrict has been strongly supported by the role of facilitative leadership, particularly as exercised by the Camat (subdistrict head), who acts as the primary champion of intersectoral collaboration. The Camat plays a strategic role in building commitment among actors, unifying the vision across agencies, and mobilizing all elements of village governance, the community, and cadres toward a shared goal: a Stunting-Free Cigugur by 2045.

The leadership of the Camat is evident in the ability to facilitate cross-sectoral dialogue through both formal platforms—such as Rembuk Stunting forums and TPPS meetings—and informal approaches that bridge the interests of technical and social sectors. This open leadership style creates a safe space for all actors to express their perspectives, discuss challenges, and agree on collective solutions.

Moreover, the leadership approach is inclusive, involving traditional leaders, religious figures, and youth in the processes of public outreach, education, and decision-making at the community level. The active involvement of community leaders provides strong legitimacy for government programs and accelerates behavioral change among the population.

One of the key innovations that emerged from this facilitative leadership style was the establishment of the local program “MASAGI MANTING” (Masyarakat Sadar Gizi, Aman Tina Stunting). This program was designed as a form of collaboration based on local wisdom, combining nutrition services, community education, and the active roles of cadres and traditional leaders into an integrated set of activities.

The subdistrict head (Camat) also encouraged learning among actors and collaborative innovation through the facilitation of inter-village Posyandu cadre training, sharing sessions between TPPS, and the replication of best practices such as the Rumah Gizi and community-based maternal classes. This model strengthened synergy and accelerated the spread of contextual local solutions.

In facing differing interests between sectors or villages, leadership also played a key role in conflict resolution and consensus building. Open deliberation became the main mechanism to defuse potential tensions, enabling continued collaboration with a spirit of unity and shared responsibility.

As a result, this process led to the following:

- a. Increased cohesion among sectors, with regular and productive meetings between agencies and villages;
- b. Growing trust among actors, both technical and social, thanks to the open and participatory leadership style;
- c. Implementation of the MASAGI MANTING program as a collaborative innovation rooted in local culture;
- d. Enhanced involvement of community leaders in family nutrition education and advocacy;
- e. Emergence of local innovations such as Rumah Gizi, integration between Posyandu and PKK, and inter-village cadre forums;
- f. Functioning of dialogue-based conflict resolution mechanisms that support the continuity of stunting programs;
- g. The establishment of a collaborative leadership model at the subdistrict level, which can be replicated in other areas.

4. Collaborative Process

The collaborative process in addressing stunting in Cigugur Subdistrict has evolved through the active involvement of various actors within multiple spaces for interaction and decision-making. One concrete form of this process is the involvement of both technical and social actors in activities such as Rembuk Stunting, focus group discussions (FGDs), and meetings of the Stunting Reduction Acceleration Team (TPPS). Technical actors such as the Health Office and DPPKBP3A work together with social actors such as Posyandu cadres, religious leaders, traditional leaders, and PKK mothers to formulate solutions based on local needs.

This process is carried out by prioritizing participatory and deliberative decision-making, in which every actor has equal opportunity to express opinions, share experiences, and negotiate differences in perspective. Through deliberative dialogue (*musyawarah*) in intersectoral forums, a mutually accepted consensus is built to design and implement intervention programs.

One of the key outcomes of this collaborative dynamic is the integration of activities among Posyandu, Puskesmas, and PKK, which were previously implemented separately. This integration is evident in the joint execution of antenatal classes, family nutrition education, child monitoring, and health campaigns, all of which are now carried out in a complementary and coordinated manner. Such integration enhances the effectiveness of interventions and improves resource efficiency.

Transparent communication serves as a critical foundation for this collaboration. Through intersectoral information-sharing mechanisms, each agency and village apparatus openly shares data on child development, nutritional surveillance results, and field findings. This transparency supports evidence-based planning and fosters trust among actors.

To ensure the sustainability of collaboration, regular communication forums are conducted, both formal—such as TPPS meetings and cadre gatherings—and informal, through WhatsApp groups among field implementers. These forums function as spaces to provide reminders, update information, and resolve field-level issues quickly and collaboratively.

Beyond that, this collaborative process positions cadres, community leaders, and families as integral components in program implementation. They are not merely target beneficiaries but serve as key actors in education, advocacy, and monitoring. Posyandu cadres accompany families, religious leaders deliver nutrition messages in sermons, and mothers are involved in educational classes and community-based Rumah Gizi posts.

As a result, the following outcomes have been achieved:

- a. A growing sense of shared ownership of the stunting program between technical and social actors;
- b. Decision-making has become more democratic and context-based, as it involves all relevant stakeholders;
- c. Program efficiency has improved through the integration of Posyandu, Puskesmas, and PKK, minimizing duplication of activities;
- d. A culture of open communication between sectors has been established, enhancing responsiveness to field dynamics;
- e. Coordination and communication forums have become routine, ensuring continuity of collaboration and expediting problem-solving;
- f. Community involvement has increased, with cadres, community leaders, and families actively participating in all stages of the program;
- g. Program achievements have become more visible, as interventions are implemented in an integrated manner and adapted to the community's sociocultural context.

5. Trust Building

The success of intersectoral collaboration in stunting reduction in Cigugur Subdistrict is highly influenced by the process of trust building among stakeholders. Trust serves as a key form of social capital that enables openness, active participation, and sustained coordination across sectors.

One of the main strategies for building trust is the involvement of community figures—such as religious leaders, traditional leaders, and youth—as communication bridges between the government and the public. These figures deliver health and nutrition messages in language that is more culturally resonant and easier for the community to understand, thereby increasing public comprehension and acceptance of the program.

The active participation of Posyandu cadres also plays a major role in enhancing the program's legitimacy in the eyes of the community. As actors embedded in the community, cadres possess strong emotional and social ties with the target families, which facilitates education and accompaniment efforts. Their involvement reinforces the perception of the program as a response to community needs and aspirations, rather than merely a government initiative.

The process of building trust is reinforced by small but tangible success stories that are visible and directly experienced by the community. One example is the success of the Rumah Gizi program in increasing children's weight and improving family dietary patterns. Such local achievements foster confidence that the program generates real positive impact, rather than empty promises.

The sustainability of collaboration is also strengthened through the continuity of intersectoral meetings, whether through TPPS forums, Rembuk Stunting sessions, or informal gatherings among cadres and

village officials. Consistent meetings foster a culture of cooperation and gradually build mutual trust among collaborative actors.

Community participation in educational activities and maternal classes serves as a concrete indicator of growing public trust in the program. The more residents who actively engage, the stronger the community support for stunting prevention efforts. Such participation also signals that the program is accepted and trusted by the people.

Equally important is the practice of transparency in reporting program achievements, whether through evaluation forums, written reports, or the public dissemination of results to the community. Transparency fosters accountability, which strengthens the program's credibility in the eyes of the public and accelerates evidence-based policy improvements.

Within the framework of Collaborative Governance theory by Ansell and Gash (2008), outcomes refer to the tangible results generated from intersectoral collaborative processes, including:

1. Substantive Outcomes

The most tangible result of intersectoral collaboration is the gradual decline in stunting prevalence in Cigugur Subdistrict.

Table 2. Stunting Prevalence in Cigugur Subdistrict as of December 2024

No	Village/Urban Village	Total Weighed Under-Five Children (D)	Stunting	Stunting Prevalence (%)
1	Cigadung	328	26	7.9
2	Sukamulya	181	25	13.8
3	Cileuleuy	310	28	9.0
4	Puncak	289	60	20.8
5	Babakanmulya	206	47	22.8
6	Cisantana	437	90	20.6
7	Cigugur	343	45	13.1
8	Winduherang	183	26	14.2
9	Gunungkeling	109	8	7.3
10	Cipari	222	35	15.8
Total		2,608	390	15.0

Source: e-PPGM, Kuningan District Health Office

Based on the prevalence table, there was a decrease in stunting from 19.3% in July 2024 to 15.0% as of December 31, 2024. This reduction was achieved through specific interventions by the health sector and sensitive interventions by DPPKBP3A, the subdistrict government, Posyandu cadres, and community leaders, all of which contributed to a comprehensive prevention effort. Programs such as the Rumah Gizi (Nutrition House), community-based antenatal classes, and nutrition education delivered by community figures have shown a direct impact on improving children's nutritional status.

2. Strengthening of Local Institutions

Collaboration has led to the establishment of functional institutional structures, such as the Stunting Reduction Acceleration Team (TPPS), which is active at both the subdistrict and village levels. This forum serves not only as a symbol of coordination but also as a driving force for the implementation of joint programs. In addition, institutional innovations such as the MASAGI MANTING program reflect the emergence of locally rooted, culturally-based approaches that enhance community engagement.

3. Changes in Interaction Patterns and Work Culture

Prior to the establishment of collaboration, sectoral work and program fragmentation were major obstacles. Through face-to-face dialogues facilitated by the Camat and Rembuk Stunting forums, a new culture of open communication, consensus-based decision-making, and equal participation from both technical and social sectors has emerged. Posyandu cadres, religious leaders, youth, and women are no longer merely technical implementers, but are now actively involved in planning and evaluation processes.

4. Increased Trust and Program Ownership

Through a deliberative approach and direct community involvement in various stages of the program, there has been a significant increase in the sense of ownership over the stunting issue. Public trust in government programs has grown, particularly due to the involvement of local figures who serve as trusted communicators and educators within the community.

5. Challenges and Evaluation

Despite the significant progress achieved through collaboration, several challenges remain, including limited resources, weak monitoring systems, and the lack of integrated data across sectors. Therefore, the outcomes dimension in this context is dynamic—a continuous process that must be regularly evaluated and strengthened through supportive policies, adequate budgeting, and cross-sectoral capacity building.

The collaborative governance model implemented in Cigugur Subdistrict demonstrates that intersectoral synergy can lead to more effective and sustainable outcomes in addressing stunting. The outcomes are not only reflected in the reduction of stunting prevalence but also in the development of a participatory, adaptive, and community-based collaborative ecosystem—an essential foundation for achieving the Golden Indonesia 2045 vision

CONCLUSION

Stunting prevention initiatives in Indonesia are not solely the responsibility of the government; they also require active collaboration from communities across various sectors of society. To address the issue of stunting, the Cigugur Subdistrict Government has synergized

efforts between the health sector and the community. This collaboration involves the Health Office, DPPKBP3A, Posyandu cadres, and community leaders (including traditional, religious, and youth figures). This demonstrates the importance of inclusive engagement and a shared commitment from all stakeholders in reducing stunting prevalence in Indonesia.

The application of collaborative governance as an innovative strategy to combat stunting in Cigugur Subdistrict provides a comprehensive picture of prevention and mitigation efforts through the locally developed program "Cigugur MASAGI MANTING (Nutrition-Conscious Community, Free from Stunting)." Consensus-building and deliberation have been key to the success of stunting interventions. Thus, intersectoral collaboration in achieving a Stunting-Free Cigugur 2045 serves as an innovative solution that can be broadly applied to address complex public policy issues such as stunting.

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