

HANDLING STUNTING IN TIDORE ISLANDS CITY: ANALYSIS OF SUCCESS FACTORS AND OBSTACLES IN COLLABORATIVE GOVERNANCE

Saiful Salim^{1a}, Umanto^{2b}

^{1,2} University of Indonesia

^a saifulsalim499@gmail.com

^b umanto@ui.ac.id

(*) Corresponding Author

saifulsalim499@gmail.com

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ABSTRACT

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The issue of stunting has received special attention from the government because it has long-term impacts on the productivity and quality of children's human resources. Furthermore, stunting is also a multidimensional health problem encompassing economic, social, cultural, and political dimensions, thus requiring a holistic approach. Tidore Islands City is one of the areas designated as a priority for stunting prevention (2018-2022). Based on socio-economic and geographical factors, Tidore Islands City faces its own challenges; economically it is closely linked to marginalized class groups while geographically it has limited accessibility to the health ecosystem. However, these challenges can be overcome by the government through a collaborative policy strategy, thus successfully reducing stunting cases from 21.3% in 2023 to 16.6% in 2024. Based on this, researchers are interested in understanding more critically the factors that determine success and hinder the handling of stunting through a collaborative governance strategy. Based on this context, this thesis is a descriptive qualitative research or field study. This qualitative research attempts to describe data obtained from the field, literature, and other relevant sources. The results of this study demonstrate various aspects related to stunting cases in Tidore Islands City, including socio-cultural, institutional, and political aspects. Success is largely determined by various factors, including active participation from various elements, data integration and accuracy, routine evaluation and monitoring, training and supervision, transparency and open communication, trust between regional government agencies (OPD), and a single-stop reporting mechanism. Meanwhile, obstacles include limited human resources, access and facilities, duplicate data, asynchronous

data, and inaccuracy



INTRODUCTIONS

The problem of stunting has received special attention from the central and regional governments because it impacts the quality of the generation due to chronic malnutrition. In 2023, the government has demonstrated its seriousness in providing its political preferences to map priority target areas for handling stunting, especially areas with limited access and the highest poverty rates. Tidore Islands City is one of the areas in the red zone due to its geographical contour with low accessibility and marginalized economic groups, but in 2024 the Tidore City government actually succeeded in increasing the stunting prevalence value from 21.3% in 2023 to 16.6% (2024). Stunting handling is also related to the results of the analysis of the nutritional status of toddlers (0-59) months based

on body length for age in several community health centers in Tidore Islands. Of the ten community health centers in Tidore Islands, only two have a high stunting problem category, one has a medium status, and the rest are low (Yati & Abubakar, 2023). Despite geographical challenges in Tidore Island City, the government is conducting training for integrated health post (Posyandu) cadres and local health workers to improve mothers' understanding of stunting prevention and promote healthy eating behaviors, which have significant impacts (Hasan et al., 2024). Awareness and collective action are key to addressing stunting (Aboagye et al., 2021; Mkhize & Sibanda, 2020; Umasugi et al., 2024; Wrottesley et al., 2023). Stunting can hinder children's physical and cognitive growth, which has long-term impacts on productivity and human resource quality. Therefore, stunting is a multidimensional health problem that requires a holistic approach.

Existing studies on the success of stunting management in Indonesia so far have tended to focus on three aspects. First, studies focused on the Family Hope program in Tidore Island City. (Badar et al., 2021; Sa'ban & Ismail, 2024). As stated by Sa'ban (2024) that one of the causes of the decline in stunting prevalence rates in Tidore Island City is by maximizing the social network of the Family Hope Program (PKH) (Sa'ban & Ismail, 2024). Second, studies that focus on collaborative governance strategies as a system that can increase shared awareness in reducing stunting prevalence rates (Katoch, 2022; Masuke et al., 2021; Suhardi et al., 2025). According to Suhardi et al., (2025) the problem of stunting is a complex problem involving health, social, and educational aspects, collaborative governance is a holistic strategy and covers all of these aspects (Suhardi et al., 2025). Third, studies that focus on sensitive and specific policy interventions to improve the quality of child nutrition (Modjadji et al., 2020; Salsabila & Santoso, 2023; Suryawan et al., 2022). According to Salsabila and Santoso (2023) specific and sensitive interventions must start from improving the quality of nutrition for pregnant women and health facilities at the nearest community health center. Based on these studies, no studies have been found that focus on critically discussing what causes success and obstacles in collaborative governance in dealing with stunting (Salsabila & Santoso, 2023).

The purpose of this study is to address the shortcomings of previous research that did not address the success and obstacles of collaborative governance policies in addressing stunting in Tidore Islands City. This article will demonstrate that behind the success of the Tidore Islands City government policy lies collective action between government, private sector, and community elements in addressing stunting along with its obstacles and challenges that can serve as a reference for other governments at the city and district levels. The concept of collaborative governance according to Ansell and Gash (2018) is "A government arrangement in which state and non-state actors participate collectively in a deliberative and policy-oriented decision-making process." Where *Collaborative governance* provides a framework for understanding how multi-stakeholder forums such as the Stunting Reduction Acceleration Team (TPPS) can function as a forum for building trust and shared commitment. In line with that, there are two academic concerns that will be answered, namely, first, what are the factors that influence the success of collaborative governance. The final problem is what obstacles are experienced by the Tidore Islands City government in reducing the prevalence of stunting.

A study on collaborative governance in addressing stunting in Tidore Islands City is important because it can shed light on various collaborative policy innovations that can be used as models. Furthermore, this study also raises optimism for other regions categorized as red zones, as geographical, economic, and cultural challenges can be overcome through collective action across actors. Therefore, children's physical and cognitive growth will no longer pose a significant threat to productivity and the quality of human resources if this health issue is addressed with a holistic and collaborative approach.

METHOD

This study adopts a qualitative approach with a post-positivist paradigm to explore reality in more depth and consider the social and cultural contexts that influence the research results. The data collection method in this study uses qualitative with in-depth interviews and document studies. In this study, 13 (thirteen) informants will be interviewed consisting of the City Government, DPRD Commission III, PUPR Office, Social Service, Education Office, Health Office, Food Security Office, Bapperida, Dukcapil Office, Kominfo Office, PPKBP3A Office, Ministry

of Religious Affairs of Tidore Islands City, Health Cadres at the village, sub-district and city levels. The analysis in this study uses several stages including:

First, the primary and secondary data that have been obtained will be grouped and reduced according to the needs assisted by tools in the Nvivo 12 Pro application to facilitate the coding process as dimensions in the concept of financial governance. Second, Data Reduction, The process of categorization and data reduction involves collecting important information relevant to the research problem, then the data is grouped based on the problem topic. Third, Data Collection, The grouped data in the form of interviews from informants and related document studies are then arranged in narrative form, thus forming a series of information that has meaning that is in accordance with the research problem.

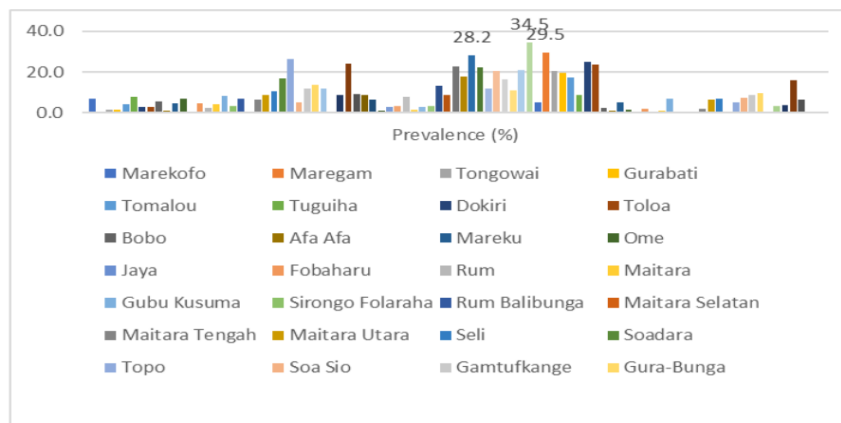
Fourth, Data Display, The data interpretation stage involves understanding the information that has been interpreted by respondents regarding the problem being researched. Fifth, Conclusion Drawing/verification, The process of drawing conclusions is based on the narrative that has been compiled in the previous stage, thus providing answers to the research problem. Sixth, Data Triangulation: Researchers will explore the truth of data sources obtained from in-depth interviews and document studies through triangulation of data sources in order to gain objective insights related to the research object which can then produce broad knowledge to obtain valid truth.

RESULT AND DISCUSSIONS

Stunting Case in Tidore Islands City

Stunting is a manifestation of chronic malnutrition, defined as a condition where a child's height is below minus two standard deviations from the median height of children of the same age according to the WHO child growth standards. The problem of stunting not only impacts anthropometric aspects, but also has implications for cognitive development, motor skills, and long-term economic productivity (Dewey & Begum, 2011). In a global context, stunting has become a major indicator of chronic malnutrition, affecting approximately 149.2 million children under five worldwide (WHO, 2021). Indonesia, as a country with a still relatively high prevalence of stunting, faces complex challenges in addressing this problem. Based on data from the 2022 Indonesian Nutritional Status Survey (SSGI), the national stunting prevalence reached 21.6%, which, although showing a downward trend from previous years, remains above the WHO tolerance limit of 20% (Kementerian Kesehatan RI, 2022). This condition demonstrates the urgency of addressing stunting through a comprehensive and sustainable approach.

The stunting phenomenon is not only related to the health dimension, but is also intertwined with issues of structural poverty, environmental sanitation, and low access to education and basic services. Based on the 2023 Indonesian Health Survey (SKI), the prevalence of stunting in Tidore Islands City was recorded at 21.3%, a slight increase from 19.1% the previous year. However, there was a significant decline in mid-2025, when the stunting rate dropped to 16.6% (Jaya, 2023). Data from the electronic Community-Based Nutrition Recording and Reporting

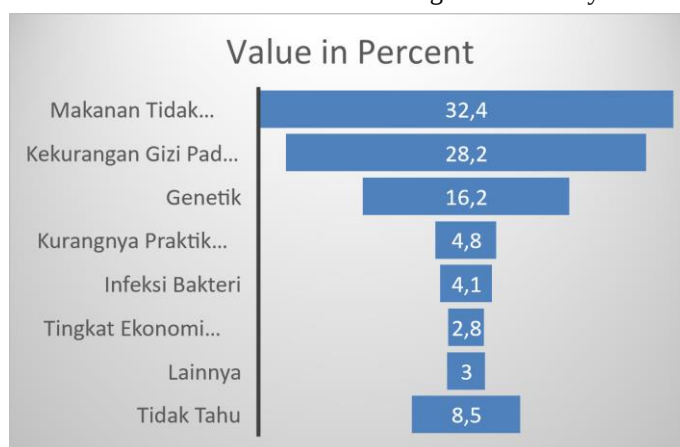


System (e-PPGBM) reported an even lower figure, at 5.3%, although SKI data remains the national benchmark. This decline indicates the success of intervention efforts in the region.

Stunting Prevalence in Tidore Islands City 2023

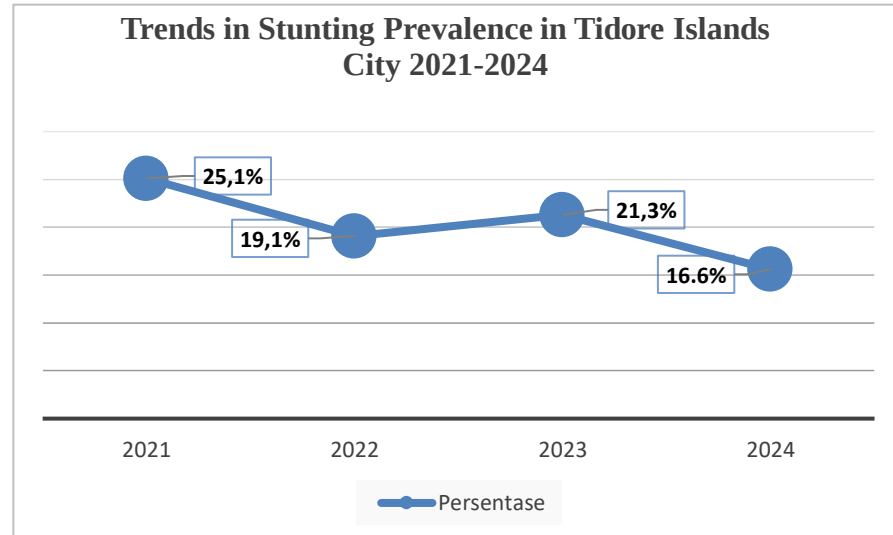
Based on 2023 stunting prevalence data in Tidore Islands City, significant variation between sub-districts and villages in terms of stunting rates is evident. Some villages recorded very low prevalence rates, even zero percent, such as Maregam Village (0.0%), Jaya (0.0%), and Topo Tiga (0.0%). Conversely, there are villages with very high prevalence rates, such as Talasi Village (34.5%), Woda (28.2%), Sela Malofo (29.5%), Nuku (25.0%), and Topo (26.5%). Furthermore, villages such as Seli (10.3%), Gamtufkange (11.9%), and Gura-Bunga (13.8%) also fall into the high prevalence category. These findings indicate a striking disparity in the distribution of stunting in Tidore Islands City. This disparity indicates that determinants of stunting, such as access to health services, sanitation quality, nutritious food availability, and family nutrition education levels, may differ substantially across regions. Villages with high stunting rates are potentially facing a double burden in human resource development, given the long-term impact of stunting on children's physical, cognitive, and future productivity.

The Main Causes of Stunting in Tidore City



Based on the results of descriptive statistical analysis, the problem of stunting in Tidore Islands City is caused by various main interrelated factors. Malnutrition emerged as the dominant factor with a contribution of 32.4%, indicating that inadequate nutritional intake is the largest contributor to the high prevalence of stunting in this region. In addition, malnutrition during pregnancy was also a significant factor with a percentage of 28.2%, which emphasizes the importance of paying attention to nutritional intake of pregnant women to prevent fetal growth disorders that impact toddlerhood. Genetic factors also contributed around 16.2%, indicating that family biological predisposition can also influence the risk of stunting in children. On the other hand, environmental aspects such as poor hygiene (4.8%) and viral or bacterial infections (4.1%) demonstrate the importance of sanitation and clean and healthy living behaviors in preventing stunting. Socioeconomic factors also contributed, although in a smaller proportion, with low economic levels contributing 2.8%, and other factors (including education, parenting patterns, and access to health services) 3.0%. Interestingly, 8.5% of respondents stated they did not know the causes of stunting, reflecting a knowledge gap in society regarding this issue.

The Tidore Islands City Government's commitment to addressing stunting has yielded results after all elements and stakeholders aligned their vision to work together to address stunting. In 2024, the Tidore Islands City Government received recognition from the Provincial Government for successfully reducing the stunting rate by 5.7%, from 21.3% to 16.6%. The Deputy for Family Welfare and Family Empowerment of the Ministry of Population and Family Planning (BKKBN RI) expressed their pride in the City Government and all parties involved in contributing and collaborating in addressing stunting (Yati & Abubakar, 2023).



The Main Causes of Stunting in Tidore City

Based on these data, if viewed geographically, North Maluku Province is still a region with a high stunting rate. However, Tidore Islands City in 2024 achieved extraordinary results with a stunting prevalence value of 16.6%. Stunting management is also related to the results of the analysis of the nutritional status of toddlers (0-59) months based on body length for age in several community health centers in Tidore Islands. That, of the ten community health centers in Tidore Islands, only two community health centers have a high stunting problem category, one community health center has a medium status and the rest are low, as shown in the following data:

Trends in Prevalence Rates per Community Health Center in Tidore Islands City

No.	Community Health Center	TB/U							Problem Category
		Very Short	Short	Normal	Tall	Amount	Stunting	%	
1	Soasio	12	43	698	2	755	55	7.2	Low
2	Tosa	0	18	434	0	452	18	3.9	Low
3	Tomalou	3	16	848	0	867	19	2.1	Low
4	Ome	6	14	498	0	518	20	3.8	Low
5	Rumbalibunga	2	30	403	0	453	32	7.3	Low
6	Galala	6	7	1092	0	1105	13	1.1	Low
7	Akelamo	5	36	611	0	652	41	6.2	Low
8	Talagamori	15	63	395	0	531	78	16.4	Tall
9	Payahe	5	23	143	0	171	28	16.3	Tall
10	Lifofa	4	34	342	0	380	38	10	Currently
Total		58	284	5464	2	5808	342	5.8	Low

Note: 1 - < 7% = **Low**
 B - < 14% = **Moderate**
 15% = **High**

Based on the table above, it is clear that it is important to understand the nutritional status of toddlers as part of efforts to address stunting, starting with the provision of infant health facilities at the village level and at the local community health center (Puskesmas). The phenomenon of stunting arises from chronic malnutrition or accumulated nutritional deficiencies. Over a long period of time, particularly during the First 1,000 Days of Life, this issue has

attracted public attention in recent years. Nutritional problems in early childhood, including stunted growth, underweight, and overweight, remain a major challenge in population dynamics (Kidman et al., 2020). In developing countries like Indonesia, stunting caused by persistent nutritional deficiencies is identified based on a child's height falling below -2 standard deviations according to WHO global guidelines (Nahar et al., 2020). The government, as a stakeholder in decision-making, is expected to collaborate with various elements, both intergovernmental from the local to national levels, and external parties, given that stunting management is a complex issue.

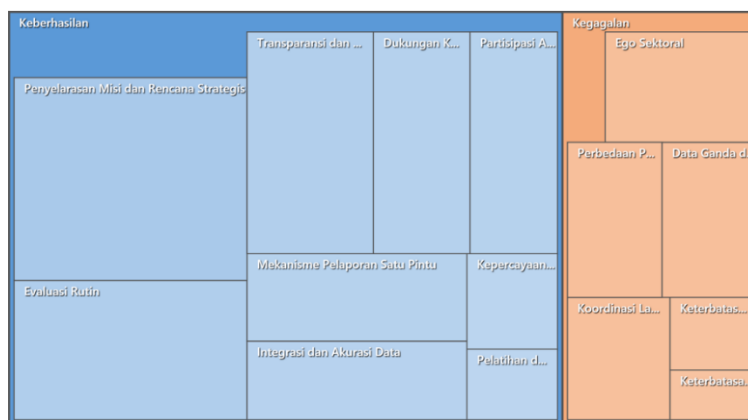
In the case of Tidore Islands City, the government implemented a collaborative governance system involving various elements, particularly Regional Government Organizations (OPDs) and the TPPS (Supporting Personnel and Community Empowerment Centers). Field findings demonstrate positive impacts, starting with a robust collaborative governance system and its impact on the continued decline in stunting prevalence. The following summarizes the main tasks and functions of collaborative actions between OPDs in Tidore City, as identified by researchers during field interviews.

List of OPDs in Tidore Islands City in handling stunting

No	OPD Name	Interview Results on Duties and Functions
1	Civil Registration Service	We at Dukcapil are usually more focused on our data section, which prepares family data, number of children, and other required administrative data.
2	Ministry of Religion of Tidore Islands City	At the Ministry of Religious Affairs, we're not a leading sector, but we're particularly involved in community outreach. Through religious instructors and religious leaders, we help educate the public about the importance of child nutrition, early marriage, and parenting.
3	Communication and Information Service	At the Ministry of Communication and Information, we're typically involved in public communications, delivering information to the public through various channels. While we're not the leading sector, we do support dissemination and public education.
4	education authorities	We at the Department of Education are more involved in discussions about nutrition education in schools and the role of teachers and students in stunting prevention campaigns.
5	Social Services	The Social Services Department itself is involved, especially when it touches on poor families, social assistance, or vulnerable communities. So, we have a role to play, even if we don't lead the forum.
6	Village Health Cadres	We were invited to discuss children's development, weight data, and who to visit.
7	public health Office	Technical matters, such as activity evaluation or intervention determination, are usually led by us, particularly in the public health sector. Because we are the ones most directly involved in implementation on the ground.
8	Public Works and Public Housing Agency	But we at the Ministry of Public Works and Public Housing (PUPR) are often involved, especially when it comes to basic infrastructure such as sanitation, clean water, or drainage improvements in stunting-prone areas.
9	PPKBP3A Service	But we at PPKBP3A are also often involved, especially because the issue of stunting is closely related to family, early marriage, family planning, and child protection.
10	Bapperida	In general, acting as the brain of planning, integration, coordination, and monitoring, including document preparation, team formation, and facilitating synergy between agencies.
11	Food Security Agency	We at the Food Security Agency are often involved, especially when discussions concern the availability and distribution of nutritious food in stunting-prone areas.

Factors that Influence Success and Hinder Stunting Management

Understanding these factors requires critical awareness from each actor involved in addressing stunting. Criticism is a modality in evaluating the extent to which collaborative governance practices are successful or understanding the causes that become obstacles in the process of implementing collaborative governance. Based on data found in the field from key informants during interviews, there are various issues that affect the collaborative process, in this case the researcher classifies them into two factors: success and failure, both related to political, socio-cultural, and institutional elements. The results of data processing based on the Hierarchy chart in Nvivo 12 Pro related to these factors as stated by informants can be visualized in the following figure:



Hierarchy chart of factors influencing collaborative governance in handling stunting in Tidore Islands city

Based on the data analysis in the figure above, it can be seen that various influencing factors influence the collaborative governance practices implemented by the Tidore Islands City Government in addressing stunting cases. Informants in the figure have a greater understanding of the factors considered to influence the success of collaborative governance than the factors that contribute to its failure. Some of the factors frequently cited as influencing success include alignment of objectives and strategic plans, regular evaluation, transparency, and openness of information. Meanwhile, factors considered to hinder or potentially derail the implementation include sectoral egos and differences in program priorities.

The Tidore Islands City Government has demonstrated commitment and proven experience in forging cross-sector collaboration to address stunting, as evidenced by the integrated involvement of regional government agencies and community partners in nutrition intervention programs, parenting, and basic services. This experience is reflected in the practice of program coordination between the Health Office, the Education Office, the Social Service Office, and local partners such as the Family Welfare Movement (PKK), community organizations, and health care facilities. The approach taken focuses not only on providing medical services but also on promotive and preventive efforts, such as parent education, nutrition interventions in early childhood education (PAUD) or schools, and mentoring at-risk families, demonstrating Tidore's ability to respond to stunting in a multisectoral and contextual manner.

However, it's important to acknowledge that in practice, such collaboration still faces structural and process barriers that need to be addressed to make interventions more effective. According to the city government, which also serves as a representative for the TPPS, the team's formation initially faced obstacles in the form of sectoral egos and differing program priorities among partner organizations (OPD). This is in line with the following quote from an informant:

"Speaking of Mr. Saiful's experience in building collaboration across regional government agencies (OPD) and external partners to address stunting, we truly experienced a dynamic and challenging process. Initially, each OPD had its own work patterns, so it took time to unify perceptions and form an integrated team. I remember this clearly, especially since the initial formation of the TPPS in 2021. It was not uncommon for us to encounter sectoral egos or differing program priorities that slowed coordination, especially when we had to divide roles between the health, education, and social services departments, as well as partners like the Family Welfare Movement (PKK) and other organizations." (Interview with Mr. Muhammad Sinen, Head of TPPS, June 16, 2025)

The challenges and obstacles faced in building trust across regional government agencies (OPD) and external partners extend beyond differences in understanding. The government also recognizes the need for a specific strategy to create a unified, synchronized data set. Lack of real-time data validation in the field also has the potential to hinder the success of specific and sensitive interventions that require accurate and up-to-date data to expedite priority target management. This is in line with information provided by the Communications and Information Department (Diskominfo):

"The biggest challenge is often the lack of synchronized data, sir. Then there's the lack of real-time reporting from the field. Furthermore, on several occasions, external parties have assessed our collaboration process as lacking transparency or inclusiveness. In response, the city government is working to improve by developing a joint information system, which is realized through the One Data and Statistical Information (SANTIK) application." (Interview with Hasan Tomaidi, Secretary of the Communications and Information Office, June 4, 2025)

As explained above, data accuracy in addressing stunting cases in Tidore Islands City significantly hampers the implementation of specific and sensitive interventions. The Health Office also confirmed this obstacle when their agency attempted to intervene with at-risk families. This was conveyed by informant Yakub Maradjabessy in the following interview excerpt:

"In the field, we frequently encounter several major obstacles. One is the ongoing difficulty in synchronizing data on targets for stunted children, at-risk families, and program achievements, as information is scattered across sectors such as the Population and Child Protection Agency (Capilduk), Education, and community partners. This can sometimes be quite challenging when data updates are not uniform, making interventions difficult. We also discussed challenges in field implementation, such as limited human resources, high cadre workloads, and coordination that sometimes remains sector-based. Often, differences in perception or priorities between regional government agencies (OPDs) prevent optimal distribution of aid or education to the community. Furthermore, geographic factors, particularly in coastal areas and small islands, add to the challenges faced by the nutrition intervention mobilization and distribution team." (Interview with Mr. Yakub Maradjabessy, Kadin Kesehatan 2025)

The statement from the Health Office above also points to other obstacles, such as limited human resources, which results in a heavy workload. Furthermore, accessibility to the small island regions of Tidore, which require increased attention and special strategies for innovative stunting interventions, also poses a challenge for the government. The legislature, through Commission III of the Regional People's Representative Council (DPRD), also confirmed that during the evaluation, a frequently encountered issue was determining specific interventions in the island regions to achieve success similar to that achieved in Oba District as a pilot project, including political support in the form of funding and policies, as quoted in the following interview excerpt:

"Yes, sir, that's right. The case in this small island region is quite unique, due to limited access and cultural factors. I would say that cultural factors also need to be considered because they are related to the public's perspective on the medical world. Therefore, the government must be present to educate them so they understand the meaning of the threat of stunting. Yes, they sometimes believe they still rely more on advice and ancestors in assessing disease and nutrition than medical advice. Furthermore, the case, sir, must also be addressed immediately." (Interview with Member of Commission III of the Tidore City DPRD, June 21, 2025)

The complexity of stunting cases in Tidore City requires a holistic understanding and collaborative management. All of the above obstacles necessitate the involvement of various parties in addressing stunting. Collaborative action is an ideal strategy and policy development approach to achieve mutual benefits. It positions stunting as a common threat, making it easier for all parties to commit to the collaborative process (Ansell and Gash, 2008).

Obstacles encountered during the collaboration process began early in the determination of priority areas for Tidore Islands City. This significantly impacted the success of reducing stunting prevalence. Therefore, in addition to failure factors, there are also several success factors in implementing stunting policies. Over the past four years (2021-2024), stunting in Tidore Islands has been considered one of the city's most successful areas, reaching its peak in 2024, when it successfully approached the national target (14%).

This success is undoubtedly due to the role of collaborative governance in addressing stunting. Although the Regional Apparatus Organization (OPD) as the executive body plays an active role, the Tidore City Regional People's Representative Council (DPRD) also plays a significant role, particularly in two areas: regulation and budgeting. Factors influencing success are that without regulatory and budgetary support, the goal will not be achieved. The DPRD believes that appropriate policies and funding interventions are fundamental to achieving "Zero Stunting," as quoted below:

"From the perspective of Commission III of the Regional People's Representative Council (DPRD), legislative policy support is vital as the initial foundation for cross-sector collaboration. We are fighting for regional regulations, strategic action plans, and cross-sector budgeting provisions, so that it's not just the Health Office that's involved, but all regional government agencies (OPDs) and partners, including the community. The stronger the policy commitment, the clearer the direction of collaboration, and the less likely it is to be divided when facing challenges on the ground. In terms of oversight mechanisms, Commission III consistently oversees the implementation of the stunting program, from council discussions through implementation to evaluation. We frequently conduct field visits, listen to opinions, and invite all relevant OPDs to report. If there are reports of obstacles, such as slow aid distribution or overlapping programs, we can immediately facilitate resolution through a joint forum. This open oversight mechanism truly bridges the gap between the executive branch and the community, ensuring that each sector is accountable and transparent...Regarding budget advocacy, we, the DPRD, ensure that the stunting reduction program receives proportional funding allocation support each year. In budget discussions, we prioritize needs in areas with high stunting cases and ensure that all OPDs across sectors have access to appropriate funding, from health, education, food, and child protection." (Interview with Member of Commission III of the Tidore City DPRD, June 21, 2025)

Based on the statement above, the government has maximized collaborative action in addressing stunting cases. The Tidore Islands City Government received recognition from the central government for its handling of stunting cases in 2024. This success is inseparable from the principle of collaboration, as explained by Ansell and Gash (2008), which requires trust, openness, and a shared commitment to the process between parties. This was also conveyed by the City Government during an interview regarding the effectiveness of coordination and implementation of collaborative stunting cases:

"When we talk about the effectiveness of cross-sector collaboration in addressing stunting in Tidore Islands City, there are several key factors that significantly determine its success and obstacles in the field. First, trust between regional government agencies (OPD) and external partners is crucial. The greater the trust and mutual respect, the easier communication becomes, and the more integrated programs can be realized. In our experience, open communication and the involvement of all parties from the outset are the main foundations of solid communication. Second, transparency of data and reporting. All parties must have equal access to developments and issues in the field. We have seen that when data is clearly published and reporting is collaborative, decisions can be made more quickly and accurately. This also minimizes misunderstandings or overlapping programs between sectors, as has been frequently reported in evaluations of stunting monitoring in other regions in Indonesia." Third, commitment and consistency of implementation. Often, program collaboration stalls not because it is irrelevant, but because of personnel changes, policy changes, or a decline in enthusiasm when facing major challenges. Therefore, we at the City Government strive to maintain the rhythm of collaboration with regular forums and periodic evaluations, so that all parties continue to feel a sense of shared responsibility." (Interview with Mr. Muhammad Sinen, Chairman of TPPS, June 16, 2025)

A shared commitment to the process can facilitate goal alignment. Synergy is crucial for the success of stunting management. One strategy implemented by the Health Office, along with regional government agencies (OPD) and community-based health service providers (TPPS), to unify perceptions is a commitment to promoting the tagline "The Stunting Agent" in efforts to reduce stunting rates. As stated by an informant.

"In our experience at the Health Office, we believe there are several key factors that we believe are crucial to the smooth integration of programs and the achievement of stunting reduction targets in Tidore Islands. The most important is cross-sectoral commitment and synergy. Without strong collaboration between the Health Office, Education Office, P2KBPP3A Office, Food Security Office, village officials, and community cadres, stunting management efforts will be difficult to achieve effectively. This synergy allows for specific and sensitive interventions to truly reach target families, avoid overlapping, and complement each other. One way to foster this synergy is by launching the tagline "The Stunting Agent" in 2023. This tagline symbolizes all commitments. We also believe that data transparency plays a crucial role. With a transparent reporting system, all parties can monitor progress and make immediate adjustments if any obstacles arise. If data on target children or program implementation is not synchronized, strategies on the ground will automatically be off-target, and this can slow down target achievement. Therefore, data integration between the Health Office, Civil Registration Agency (Capilduk), and other sectors, both digitally and manually, is a key factor." (Interview with Mr. Yakub Maradjabessy, Health Chamber of Commerce 2025)



Launching of the Stunting Agent for Tidore Islands City

Addressing stunting is a top priority in efforts to improve human resource quality and public health in Indonesia, including in Tidore Islands City. Stunting caused by chronic malnutrition in early life can have long-term impacts on an individual's physical, cognitive, and productivity development. Therefore, understanding the factors influencing the success or failure of stunting management programs is crucial for designing effective and sustainable interventions.

It is important to identify various indicators of success and failure in handling stunting cases, encompassing various aspects within the context of Tidore Islands City. The following table presents a classification of these factors into socio-cultural, political, and institutional aspects, complete with detailed explanations and supporting references. With this multidimensional approach, readers are expected to gain a comprehensive picture of the dynamics occurring in the implementation of the stunting management program in Tidore Islands City. A thorough understanding of these factors is key to optimizing policies, enhancing collaboration between stakeholders, and increasing the effectiveness and scope of interventions.

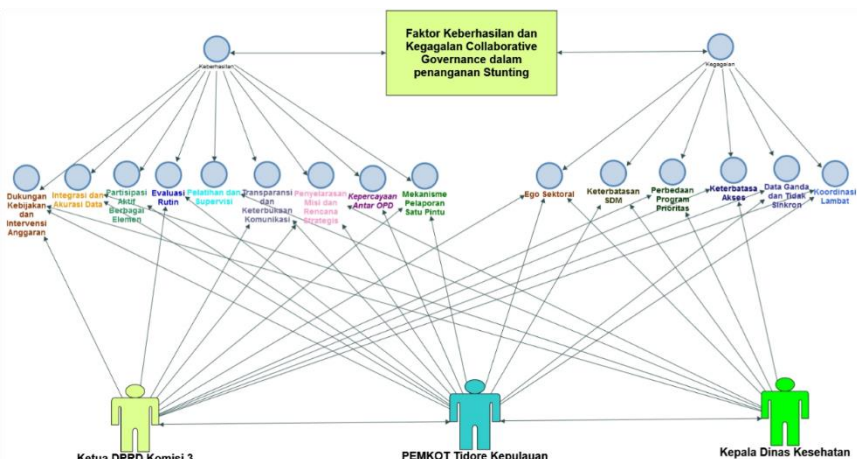
Classification of Failure and Success Factors that Influence the Handling of Stunting in Tidore Islands City

Factor	Aspect Classification	Detailed Explanation
Policy support and budget intervention	Political	Strong policies and adequate budget allocation are crucial to support stunting reduction programs. This support ensures the sustainability and coverage of interventions.
Data integration and accuracy	Institutional	Accurate and integrated data allows for monitoring of children's nutritional status and evaluation of program effectiveness, so that interventions can be targeted appropriately.
Active participation of various elements of society	Socio-cultural	The involvement of families, integrated health post (posyandu) cadres, community leaders, and the private sector strengthens social support and the success of nutrition interventions.
Routine evaluation and monitoring	Institutional	Regular monitoring and evaluation of the program allows for adjustments to strategies and identification of barriers in addressing stunting.
Training and supervision of	Institutional	Training of health workers and cadres ensures

Factor	Aspect Classification	Detailed Explanation
related personnel		adequate understanding and skills in early detection and intervention of stunting.
Transparency and openness of communication	Institutional	Open communication between the government, the community, and related institutions increases trust and participation in stunting management programs.
Alignment of vision and strategic plan	Political	Synchronization of visions and plans between OPDs and stakeholders is important to avoid overlap and increase program effectiveness.
Trust between OPDs and stakeholders	Institutional	Trust strengthens cooperation, coordination, and the smooth implementation of stunting management programs.
One-stop reporting mechanism	Institutional	A centralized reporting system facilitates monitoring of stunting cases and prompt response from relevant parties.
Sectoral ego and lack of collaboration between institutions	Political	Sectoral egos cause a lack of synergy between institutions that play a role in handling child nutrition and health, hampering the effectiveness of the program.
Limited human resources (HR)	Institutional	The shortage of competent nutritionists, health workers, and cadres reduces the scope and quality of stunting interventions.
Differences in priority programs between agencies and community elements	Political	Disagreements over program priorities lead to fragmentation and a lack of shared support in addressing stunting.
Limited access and facilities	Institutional	Limited access to health services, clean water, sanitation, and nutritious food are major obstacles to reducing stunting.
Duplicate, unsynchronized, and less accurate data	Institutional	Invalid and unintegrated data makes program planning and evaluation difficult, resulting in ineffective interventions.

Sociocultural Aspects: These factors include norms, values, and community participation, which significantly influence the success of stunting programs, as parenting patterns and eating habits are influenced by local culture. **Political Aspects:** Policies, government commitment, and inter-agency coordination are crucial for the success of stunting interventions. **Sectoral egos and differing priorities** can hinder synergy. **Institutional Aspects:** These factors include organizational capacity, human resources, data, and work mechanisms that support the effective and sustainable implementation of stunting programs.

Data related to indicators of success and failure in stunting management in Tidore Islands City were collected in-depth through interviews with various stakeholders directly involved in the program. This data collection process was designed to explore experiences, perspectives, and challenges faced directly in the field. The interview data was then systematically analyzed using NVivo 12 Pro software using the Project Map method. This method enables structured thematic mapping of qualitative data, allowing for clear and objective identification of patterns and relationships between factors. More details regarding the results of the NVivo Project Map analysis can be seen in the following figure:



Results of the NVivo Project Maps Analysis on the Success and Failure Factors of Collaborative Governance in Handling Stunting Cases in Tidore Islands City

Analysis shows that successful stunting management relies heavily on the synergy and active participation of various stakeholders. From the city government's perspective, strong policy support and budget commitment are key foundations, while the Health Office emphasizes the importance of regular training and supervision of health workers and a single-stop reporting mechanism that facilitates coordination between regional government agencies (OPD). Commission III of the Regional People's Representative Council (DPRD) highlighted the need for data integration and accuracy, as well as transparent communication, as key factors for the program's effectiveness and responsiveness to needs on the ground. All of these factors are interconnected and strengthen cross-institutional collaboration, which is key to the program's success.

On the other hand, the factors behind the failure were also explained by each agency. The city government acknowledged slow coordination and differing program priorities between regional government agencies (OPDs), which hampered effective implementation. The Health Office revealed that limited human resources and limited access were serious issues that limited the reach of interventions. Commission III of the Regional People's Representative Council (DPRD) added that sectoral egos and inconsistent data created confusion in decision-making and reporting. These findings confirm that despite strong supporting factors, structural and institutional barriers remain key challenges that must be overcome to achieve optimal success in stunting management.

CONCLUSION

Factors influencing collaborative governance in addressing stunting in Tidore Islands City indicate that it is influenced by a number of interrelated factors. First, commitment is a crucial determinant, due to the shared awareness among the government, religious institutions, community organizations, and health workers that stunting is a multidimensional issue that must be addressed collectively. Second, open and participatory leadership has encouraged cross-sectoral involvement, ensuring that each actor feels they have a balanced role and responsibility in the collaboration. Furthermore, institutional design plays a significant role, with national policies on accelerating stunting reduction serving as a foundation for regional implementation. The existence of regulations and formal coordination mechanisms strengthens the clarity of roles between actors, although challenges such as budget constraints, geographic access, and gaps in human resource capacity remain obstacles that need to be addressed. Resource support, whether in the form of funds, knowledge, or technology, is a key factor in determining the effectiveness of collaborative programs.

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