

Collaborative Governance in Addressing Stunting in Tidore Kepulauan City

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Abstract. *Stunting is not only a health issue, but is also closely related to economic, educational, political, and cultural aspects, thus requiring a specific and sensitive cross-sectoral intervention approach. Based on data from the World Health Organization (WHO), Indonesia is one of 17 countries with a double burden of malnutrition and ranks third with the highest prevalence in Southeast Asia, at 36.4%, after Timor Leste (50.5%) and India (38.4%). The distribution of stunting cases tends to be high in areas with high poverty rates and limited access, such as Tidore Kepulauan City, which has been designated as a priority for stunting prevention for the 2018–2022 period. However, through collaborative efforts, the Tidore Kepulauan City Government has succeeded in reducing the stunting rate from 21.3% (2023) to 16.6% in 2024. This study uses a post-positivist approach with qualitative methods to analyze collaborative governance that can reduce stunting amid geographical and economic challenges. The results of this study show: 1) The initial conditions were influenced by human resource inequality, limited access, and sectoral egoism that hampered handling. This evaluation encourages collective action through face-to-face dialogue, data sharing, participatory planning, and joint decision-making; 2) Factors supporting the collaboration process lie in the establishment of clear regulations and information transparency mechanisms, while facilitative leadership plays a role in driving participation, maintaining group dynamics, expanding networks, and empowering communities. Efforts such as the Stunting Forum, family assistance, and Foster Family socialization are key components. These results prove that structured, collaboration-based cross-sector cooperation can be an effective way to overcome stunting in remote and island areas.*

Keywords: *Stunting, Collaborative Governance, Development Policy*

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INTRODUCTION

Stunting is a chronic nutritional problem that has a serious impact on the quality of human resources, both in terms of cognitive aspects and productivity (Lestari et al., 2024; Ekholuenetale et al., 2020; Suryawan et al., 2022). The problem of stunting is not merely a health issue, but has developed into a critical indicator that reflects the failure of multidimensional development in Indonesia (Siramaneerat et al., 2024; Utomo, 2024). The distribution of stunting cases tends to be high in areas with high poverty rates and limited access, such as Tidore Kepulauan City, which has been designated as a priority area for stunting prevention for the 2018–2022 period.

However, through collaborative efforts, the Tidore Kepulauan City Government has succeeded in reducing the stunting rate from 21.3% (2023) to 16.6% in 2024. Over the past five years, Bappenas has designated Tidore Kepulauan City as a priority area for stunting prevention (Bappenas, 2025). The prevalence of stunting in Tidore Kepulauan City continued to increase significantly until 2024 (Rahma et al., 2023; Rustam et al., 2023; Yati & Abubakar, 2023). The

success of sensitive interventions reflects good governance policies in reducing stunting rates in Tidore Islands City to near the national target. Good governance policies are crucial in achieving the Indonesian government's target of zero percent (0%) stunting cases by 2030.

Studies on government policies in addressing stunting highlight the role of health programs and nutritional interventions (Hasan & Rahman, 2024; Aminah et al., 2024; Erlyn et al., 2021; Arieffiani & Ekowanti, 2024). For example, the success of stunting prevention programs is highly dependent on the effectiveness of interventions and the coverage of comprehensive nutritional services. Second, studies focusing on the role of multi-stakeholders and cross-sectoral collaboration in addressing stunting (Rustam et al., 2023; Rahma et al., 2023; Yogopriyatno & Sartika, 2024).

Collaboration between the health, education, and government sectors has significantly reduced stunting rates (Setiarsih et al., 2023; Afandi et al., 2023; Kohli et al., 2020). Third, research examining socio-cultural factors and barriers at the community level in the implementation of stunting programs. However, these studies still lack in-depth analysis of collaborative governance as an approach that bridges various stakeholders in tackling stunting (Saputra, 2025).

This paper aims to fill this gap by examining how collaborative governance plays a role in addressing stunting in Tidore Kepulauan City. The focus of this paper is to explain the mechanisms of collaboration between sectors and actors involved, as well as its impact on the effectiveness of stunting prevention in the region. There are three main questions to be answered, namely: What are the forms and mechanisms of collaborative governance in tackling stunting in Tidore Kepulauan City? What are the factors that support and hinder the implementation of collaborative governance? What are the implications of implementing collaborative governance on the results and sustainability of stunting prevention programs?

The study of collaborative governance in addressing stunting is important because it can explain how the synergy of various stakeholders can strengthen public health intervention capacity. Cooperation between government agencies, community organizations, and the private sector enables a more integrated and responsive approach to stunting that takes into account local social and cultural issues. Collaborative governance also has the potential to overcome coordination and resource constraints, which have been major obstacles, thereby increasing the effectiveness and sustainability of programs. This approach provides a basis for inclusive and participatory policy development and strengthens the role of the community in efforts to reduce stunting rates (to be discussed in more detail in the discussion).

THEORETICAL FRAMEWORK

A collaborative process involving various actors and institutions from the public, private, and civil society sectors in joint decision-making to address complex problems that cannot be solved by one party alone. Within this framework, important aspects analyzed include initial positions of mutual suspicion, triggers for collaboration, inclusive dialogue structures and processes, resource sharing, and commitment to building trust and achieving common goals. This theory highlights the need for open and adaptive participation mechanisms to create effective synergies between various stakeholders, so that the results of collaboration can strengthen the capacity to address public issues. This perspective is used as the basis for analysis in research to understand how collaboration mechanisms in Tidore Kepulauan City shape the dynamics, challenges, and achievements in integrated stunting management (Ansell & Gash, 2008). The six main parameters in Collaborative Governance theory, according to Ansell & Gash (2008), are: (1) The establishment of collaborative forums, some of whose powers are under public institutions; (2) The involvement of non-governmental actors in the policy process; (3) Active participation of non-governmental actors in the policy process, not merely as a formality or consultation, but through concrete communicative actions in collaboration; (4) Establishment of a clear timetable during the collaboration process; (5) Policy-making based on mutual consensus; (6) Focusing

collaboration on public policies or programs so that the results achieved are on target and in line with community expectations.

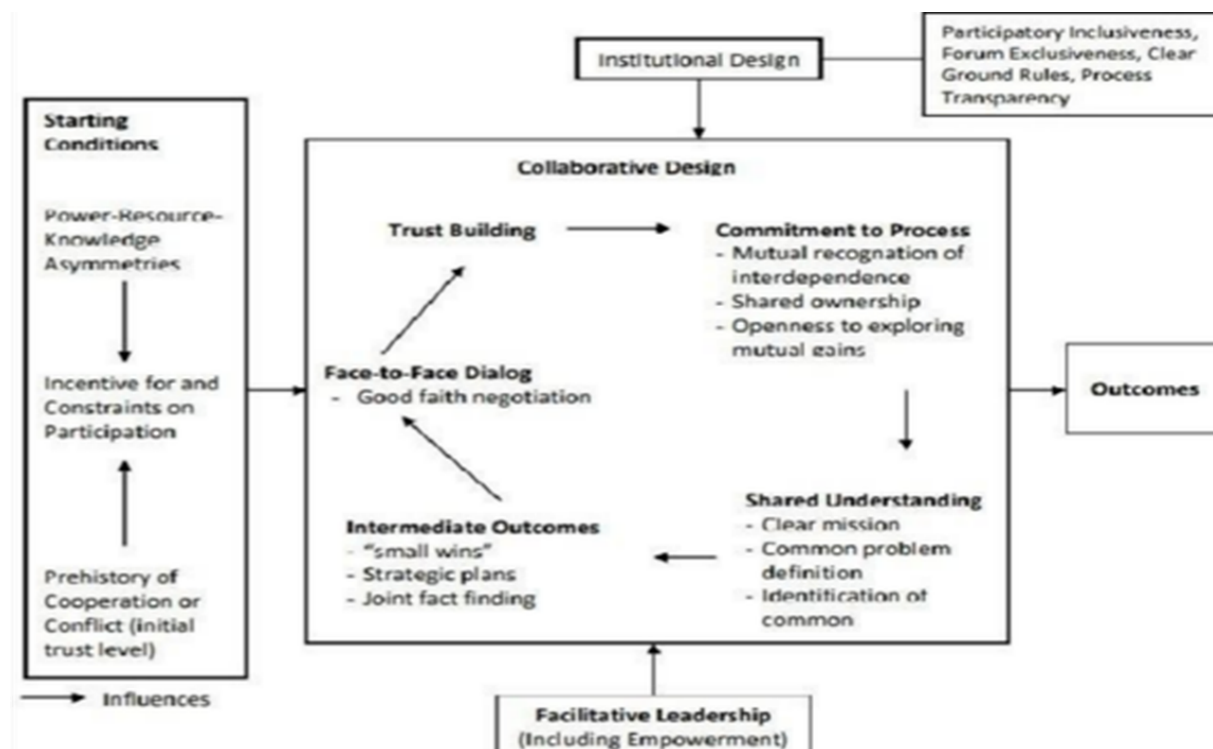


Figure 1. is written with Cambria Bold 11 Font Size
 Source: (Ansell & Gash, 2008)

Four key factors in collaborative governance include: (1) initial situation, (2) institutional design, (3) leadership role, and (4) collaboration process. Of these four elements, collaboration is the central element of this model, while the other three elements serve as supporting factors that contribute significantly to the course of cooperation (Ansell & Gash, 2008); (1) Initial Situation: Where the initial context influences the implementation of collaboration, including factors that hinder and encourage cooperation between stakeholders. Several studies show that collaboration failures often stem from a misalignment of perspectives between the various parties involved; (2) Institutional Design: This aspect focuses on the regulatory framework for collaboration that serves as an operational guideline. As a basis for work, this aspect includes: (1) participation mechanisms, (2) collaboration forum structures, (3) clearly defined implementation procedures, and (4) principles of openness in implementation (Astuti et al., 2020); (3) Facilitative Leadership: According to Lasker and Weiss (in Ansell & Gash, 2008), collaborative leaders need to have the competence to: (1) encourage full participation, (2) ensure balanced influence and control, (3) facilitate group dynamics, and (4) expand the scope of the process. In addition to being able to manage conflict, leaders must be able to mobilize the active involvement of all stakeholders. Stages of Collaboration: Ansell & Gash. (2008) detail five phases of the collaboration process: (1) face-to-face dialogue, (2) trust establishment, (3) process commitment, (4) mutual understanding, and (5) intermediate achievements.

METHODS

This study adopts a qualitative approach with a post-positivist paradigm to explore reality in greater depth and consider the social and cultural contexts that influence the research results. The data collection method in this study uses qualitative methods with in-depth interviews and document studies. In this study, there were 13 (thirteen) informants who were interviewed, consisting of the City Government, DPRD Commission III, PUPR Office, Social Office, Education Office, Health Office, Food Security Office, Bapperida, Dukcapil Office, Kominfo Office, PPKBP3A Office, Ministry of Religious Affairs of Tidore Kepulauan City, and village, sub-district, and city

governance proposed by Ansell & Gash (2008) based on the results of in-depth interviews with all informants who had statements related to known and experienced facts.

Collaborative Governance of the Tidore Islands Government in Addressing Stunting

Initial Conditions

Collaborative governance is a new paradigm in government administration that emphasizes the active involvement of various stakeholders in the public decision-making process. Ansell & Gash (2008) developed a comprehensive theoretical model to understand the dynamics of collaborative governance through their research analyzing 137 cases of collaboration in various sectors. The Ansell and Gash model describes collaborative governance as an interconnected system, where the success of collaboration is determined by complex interactions between starting conditions, institutional design, collaborative process, and facilitative leadership, which ultimately produce various outcomes (Ansell & Gash, 2008). Within the framework of Ansell and Gash, starting conditions are a very important dimension because they form the initial foundation that influences the likelihood of success or failure of a collaborative initiative. This dimension refers to the social and political capital that exists before the collaboration process begins. The three main sub-dimensions included in starting conditions are imbalances in resources and power, modalities for collaboration, and a history of conflict or cooperation.

The handling of stunting in Tidore Kepulauan City is a concrete example of the effective implementation of collaborative governance, particularly in overcoming imbalances in resources and power among stakeholders. Through interviews with representatives from the PPKBP3A Office and the Health Office, it is evident that cross-sector collaboration is built on the principles of equal partnership, clear division of roles, and structured coordination so that no agency dominates or works in isolation. First, specific task distribution ensures that each agency contributes according to its capacity. The health Office focuses on medical interventions such as nutrition monitoring and immunization, while the Public Works and Public Housing Office provides sanitation, the Food Security Office ensures access to nutritious food, and the Education Office strengthens early childhood education.

This division prevents overlapping of authority and minimizes resource gaps, as each agency only handles areas within its competence. Second, the existence of the Stunting Reduction Acceleration Team (TPPS), chaired by the Population, Family Planning, Women's Empowerment, and Child Protection Agency (Dinas PPKBP3A), is the backbone of the collaboration. The role of this coordinator is not hierarchical, but rather ensures program convergence through case audits and family assistance. The existence of the legal umbrella of Presidential Regulation No. 72/2021 also strengthens the legitimacy of collaboration, so that no agency can ignore its responsibilities. Third, interdependence between sectors creates a mechanism of checks and balances. For example, intervention by the health Office at integrated health service posts will not be optimal without clean water support from the Public Works and Public Housing Office or social assistance from the Social Welfare Office. This forces all parties to share resources and power fairly, because the success of the program depends on joint contributions.

Table 2. Roles and Duties of Specific and Sensitive Interventions of the TPPS in Tidore Kepulauan City

No	OPD	Role & Duties
	BAPELITBANG	Coordinating convergence/integration actions Coordinating with OPDs in improving the stunting data management system Coordinating with OPDs in monitoring

2	Health Office	<p>Increasing the dissemination of stunting prevention policies to the community and other stakeholders</p> <p>Guidance for Technical Implementation Units (UPT) in improving the status and nutrition of the community</p> <p>Implementing health promotion strategies</p> <p>Promoting strategic policies for behavioral change communication and interpersonal communication</p> <p>Developing local nutrition surveillance systems</p> <p>Providing nutritional supplementation to pregnant women and toddlers</p> <p>Providing PMT for pregnant women with KEK and malnourished toddlers</p> <p>Providing and distributing micronutrient supplementation to adolescent girls, women of reproductive age, pregnant women, and toddlers</p> <p>Improving delivery services in health facilities</p> <p>Coordinating with PUPR in the STBM program</p> <p>Filariasis prevention services</p>
3	PUPR	<p>Encouraging community participation in:</p> <p>Clean water infrastructure development (PAMSIMAS/rural SPAM)</p> <p>Rural sanitation (labor-intensive rural sanitation)</p>
4	Education Office	<p>Coordinate with PMD in training to improve nutrition-oriented early childhood education competencies</p> <p>Collaborate with the Health Office in organizing PARENTING classes and posyandu childcare activities</p> <p>Collaborate with the Health Office in organizing reproductive health counseling for adolescents at the junior high school level</p> <p>Collaborate with the Health Office to strengthen the role of the School Health Unit (UKS) at every level of education to ensure optimal performance</p> <p>School sanitation assistance</p>
5	Food Security Agency	<p>Ensuring the availability and supply chain of resources needed by the community</p> <p>Conducting guidance, capacity building, and community participation in program implementation</p>
No	OPD	Role & Responsibilities
		<p>Sustainable food security zones (KRPL)</p> <p>Encouraging community participation in the implementation of sustainable food self-sufficient areas</p> <p>Collaborating with the health office in PMT counseling activities based on local food</p>
6	PMD	<p>Development and empowerment of rural communities, in coordination with other regional government agencies</p> <p>Strengthening village governments and village community institutions</p> <p>Monitoring the implementation of village programs/activities and reviewing village semester reports</p> <p>Providing guidance to Village Development Cadres (KPM)</p>
7	P2KBP3A	<p>Providing KESPRO education to adolescents</p> <p>Conducting BKB activities</p> <p>Conducting data collection, assistance, and counseling on stunting</p>

8	Ministry of Religious Affairs	Providing courses for Catin (Suscatin) Health and nutrition education for santri Encouraging the role of religious scholars and other community leaders
9	TP.PKK	Providing assistance Serving as a role model and motivator Actively involved in stunting reduction activities
10	Community organizations, media academics, etc.	Providing scientific input and ideas Providing assistance Actively involved in stunting reduction activities Overseeing stunting programs
11	Industry and trade	Mandatory SNI supervision of industrial products derived from food crops Supervision of goods in circulation and services in accordance with regulations Encouraging community participation in the implementation of sustainable food self-sufficient area programs Collaborating with the health office in PMT counseling activities based on local food
12	KOMINFO	National campaign related to stunting
13	Civil Registry	Civil registration (birth certificate / NIK)
14	BPOM	Supervision of fortified food products Food-secure villages

Source: TPPS Tidore Islands City data processed by researchers, (2025)

Although this collaboration model is working well, potential inequalities such as budget disparities or human resource capacity between agencies still need to be watched out for. This was conveyed by the Head of Public Health at the Tidore Kepulauan City Health Agency, Asma Sulaiman, in the following interview excerpt:

"When asked about the main challenges in this coordination, I think it is the synchronization of budgets and activity timelines. Each OPD has its own budget cycle and program priorities. Sometimes stunting programs are not a top priority in some sectors, even though their contribution is greatly needed. That is why the stunting discussions that we hold regularly at are very important. There, all stakeholders sit together, align their perspectives, and create a clear action plan with a clear division of roles." (Interview with Mrs. Asma Sulaiman, Head of the Public Health Division of the Tidore Islands City Health Office, June 2, 2025).

Based on statements from sources, the main challenge in efforts to reduce stunting is the synchronization of budgets and activity schedules between Regional Apparatus Organizations (OPD). This occurs because each OPD has different budget cycles and program priorities. As a result, stunting reduction programs, although crucial, are not always a top priority in all sectors. This has led to a lack of support and optimal contribution from the LGAs, which are greatly needed. A similar situation was also expressed by the Head of the PPKBP3A Office of Tidore Kepulauan City, Mr. Hasbi Marsaoly.

Dimension of Collaboration Process

Within the framework of Collaborative Governance according to Ansell & Gash (2018), the collaboration process is not an instant interaction, but rather relies on structured and sustainable relationship dynamics among stakeholders. Their model emphasizes five important dimensions in the collaboration process: face-to-face dialogue, trust building, commitment to the process, shared understanding, and intermediate outcomes. Each of these dimensions is interrelated in shaping effective collaborative governance. Face-to-face dialogue is the main foundation because it enables direct communication that strengthens the exchange of ideas, understanding of context,

and constructive conflict resolution. The face-to-face dialogue process plays a key role in building mutual understanding, especially on complex issues involving many actors (Bodin et al., 2016). The next stage, trust building, is a systematic effort to overcome skepticism and build confidence that each party will act in accordance with mutual commitments, as confirmed in previous studies that trust levels are the main catalyst for successful collaboration (Sellberg et al., 2018).

The dimension of commitment to the process reflects the dedication and consistency of the actors involved in building joint governance, not merely achieving short-term goals. Shared understanding refers to the importance of context regarding issues, objectives, and strategies, so that each step of collaboration has a clear and mutually accepted contextual basis (Vaivada et al., 2020). Meanwhile, intermediate results provide feedback and ongoing motivation for parties to continue to be actively involved in the collaborative process, even before the final results are achieved. In the context of tackling stunting in Tidore Kepulauan City, these five dimensions are operationalized with an emphasis on the importance of cross-sector dialogue, regular meetings, and the establishment of interim results (such as improvements in health services and nutrition education), involving the government, the private sector, and civil society. Thus, the aspect of mutual trust becomes the connecting thread that enables effective collaboration, balancing interests and strengthening joint involvement between the government, the private sector, and the community. As quoted from an interview with informant Asma Sulaiman, Head of Public Health at the Tidore Kepulauan City Health Office, the following excerpt from the interview states:

"That's right, sir, so the issue of stunting has indeed received attention from the city government. Therefore, we believe that trust between agencies and partners in handling stunting in Tidore Kepulauan City is very important, and can even be said to be the key to the success of the specific and sensitive interventions that we carry out as the Health Office. We cannot work alone. Every preventive measure requires collaboration from various government agencies. This includes the Social Affairs Department, the Education Department, district heads, community health centers, as well as community organizations and development partners. In practice, this trust has been built through regular communication, such as coordination meetings, and we have also conducted several workshops and cross-sector forums. These forums serve as open spaces for exchanging information, discussing technical challenges, and formulating joint solutions. For example, we held several meetings with the Education Department to discuss nutrition education for schools here. Recently, we also invited the TPPS team to participate in a convergence forum on stunting prevention, and almost all invited parties attended, sir." (Interview: Asma Sulaiman, Head of Public Health Division, June 4, 2025).

Discussing the issue of stunting openly is an approach developed by the government to build trust between parties, which Ansell and Gash refer to as trust building (Ansell & Gash, 2008). Communication has become a problem-solving tool for overcoming the sectoral egos that have long hampered stunting prevention efforts in Tidore Kepulauan City, especially in building trust between TPPS teams. Trust is the key to implementing sensitive and specific interventions in stunting prevention. One effort to build trust is to involve all parties in every meeting. Each party in the forum can provide their respective perspectives on the facts, data, policies, or programs that have been implemented so far.

In Tidore Kepulauan City, stunting is addressed through various forms of face-to-face dialogue forums involving various parties, ranging from government agencies, regional government agencies, the legislature, the private sector, to the community. These forums are held as a platform for collaboration and direct communication between stakeholders to harmonize programs, disseminate achievements, and jointly identify and overcome stunting risk factors. Based on research results and accurate data, the following is a summary of the types of forums, the parties involved, and the main objectives of the face-to-face dialogues conducted in Tidore Kepulauan City in addressing stunting, which will be explained further in the table below:

Table 3. Summary of various face-to-face dialogues on stunting prevention in Tidore Kepulauan City

Type of Forum	Parties Involved	Purpose of Forum
Coordination Meeting of the Stunting Reduction Acceleration Team (TPPS)	City Government, relevant government agencies (Health Department, Education Department, P2KBP3A, etc.), PKK, legislative bodies, private sector, community	To align cross-sectoral interventions, develop joint plans and agreements, and evaluate achievements
Panel Discussion on Stunting Case Audit	Municipal Government, TPPS, doctors, nutritionists, families at risk of stunting, community leaders	Identify problems/risk factors, disseminate audit results, and improve interventions based on facts
Stunting Forum and convergence of stunting management	Government, OPD, legislature, private sector, community organizations, media, general public	Regulations regarding roles, responsibilities, and joint strategic actions to reduce stunting
Socialization and Educational Innovation Forum	Municipal Government, art/media communities, general public	Raising awareness, mass education, and community participation through creative and collaborative methods

Source: Compiled by researchers

The table illustrates the various forms of face-to-face dialogue forums conducted by the Tidore Kepulauan Municipal Government in its efforts to address stunting, involving various parties ranging from government agencies, regional government agencies, the legislature, the private sector, to the wider community. Each forum's not only has specific objectives such as program coordination, case audits, or public education, but also reflects the principles of collaborative governance as described by Ansell and Gash, particularly in the dimension of face-to-face dialogue. Through these direct meetings, constructive, open, and inclusive dialogue is formed as the basis for building trust and shared commitment. This process enables data- and evidence-based decision-making, resulting in coordinated and sustainable action to reduce stunting rates. Therefore, this table not only provides a technical overview of the forum but also emphasizes the importance of face-to-face dialogue as the foundation for effective collaborative governance on complex issues such as stunting.

In addition to face-to-face dialogue, there is another important element in the idealized collaboration process described by Ansell and Gash, namely that all parties must be committed to the jointly selected process. This commitment can be seen based on an awareness of mutual dependence. All parties must believe that without the involvement of other parties, the target of reducing the prevalence of stunting in Tidore City will not be achieved. Ansell refers to this as mutual recognition of interdependence. This recognition will foster a sense of shared ownership of the stunting management process, and ultimately all parties will be open to exploring mutual goals and benefits (openness to exploring mutual gains) (Ansell & Gash, 2008).

In the context of Tidore Kepulauan City, commitment to the process of tackling stunting is evident in the awareness among the various parties involved. The mission to tackle stunting is not solely the responsibility of the city government, but rather a collective social responsibility that is interconnected and interdependent. It is not enough to have only the executive branch without the support of the legislative branch and the community. Even among local government organizations (OPD), each has its own role to play in tackling stunting (Hamka & Ibrahim, 2025; Agung & Majid, 2024; Syahrinullah, 2024).

The tangible results of this collaborative effort can be seen in the significant decline in stunting prevalence despite challenges in the field, demonstrating the importance of joint action based on data and regular evaluation (Khuzaimah et al., 2024; Suyanti et al., 2025; Jasman et al., 2025). Strengthened cross-sector coordination, the involvement of health cadres, and adaptive adjustment strategies demonstrate a dynamic and responsive collaboration process, in line with the principles of Collaborative Governance, which emphasizes shared commitment and collective results for the successful handling of complex issues such as stunting (Cisneros-Montemayor et al., 2021).

Factors Influencing Collaborative Governance in Addressing Stunting in Tidore Kepulauan City

Facilitative Leadership Dimension

The results of thematic analysis through NVivo coding show that the dimension of facilitative leadership in the implementation of collaborative governance in addressing stunting in Tidore Kepulauan City can be broken down into five main themes. These themes show how the main actors in the collaboration practice leadership that is supportive, directive, and empowering in cross-sectoral work dynamics. First, having broad control influence, this category describes the role of key actors. In particular, the Health Office and the Regional Development Planning Agency (Bappelitbangda) have legitimacy, regulatory authority, and the trust of various stakeholders. This influence is important as an entry point to encourage collaboration between OPDs, community organizations, and village governments. Informants from various agencies emphasized that the success of the stunting forum is largely determined by respected leaders who are considered neutral in coordinating joint actions.

Second, empowering several collaborative actors, particularly from the PPKBP3A Office, Social Services Office, and health cadres, emphasizes the importance of an empowerment approach in addressing stunting. Empowerment is carried out through training for families at risk of stunting, nutrition education, cadre strengthening, and maternal and child health campaigns (Anita et al., 2025; Ramadhan, R., & Putri, 2026; Friska et al., 2022; Siregar et al., 2022). This empowering leadership serves as an effort to reduce dependency and encourage household independence in improving children's nutritional status.

Third, expanding networking, and other findings emphasize the role of leadership in building and expanding networks, both horizontally between agencies and vertically with ministries, NGOs, and academics. The Communication and Information Agency, for example, plays an important role in bridging information collaboration between agencies, while the Education Agency and the Ministry of Religious Affairs help strengthen stunting education networks in schools and madrasas. These networking efforts expand the reach of interventions and strengthen the consistency of stunting messages across institutions (Darmastuti et al., 2025).

Fourth, encouraging broad and active participation. Facilitative leadership is also reflected in the success of actively encouraging public and cross-sector participation. Several stunting discussion forums at the village and sub-district levels were reportedly open to the community, religious leaders, and village institutions (Giyanto et al., 2025; Afad et al., 2025). Information from interviews shows that inclusive forum leaders were more successful in gathering aspirations and input from grassroots groups, which ultimately enriched the decision-making process.

Fifth, facilitating productive groups. Collaboration leaders also act as facilitators for productive groups such as housewives, local MSMEs, and farmer groups in promoting family food security. The Food Security and Public Works and Public Housing Agency, for example, is actively involved in facilitating basic infrastructure and local food assistance to support families at risk of stunting. This approach proves that tackling stunting is not only based on health services, but must also address the economic and productivity aspects of families.

The five thematic categories above show that facilitative leadership practices in Tidore Kepulauan City have generally supported the principle of collaborative governance, which

emphasizes the importance of trust building, shared commitment, and joint ownership of public issues. However, several challenges remain, particularly in terms of equitable participation and the sustainability of cross-sector networks. Leadership that is able to bridge the gap between actors is key to promoting successful cross-sectoral collaboration in tackling stunting (Sapri et al., 2026; Handoko & Rahayu, 2025; Sentanu et al., 2025).

The handling of stunting in Tidore Kepulauan City, as seen from the leadership of each actor, has received a positive response. In this case, each actor has an influence on what is being done to reduce stunting in Tidore Kepulauan City. Based on the results of interviews and field visits, it is known that each OPD supports each other and complements each other's tasks and functions in handling stunting. Of the 11 informants interviewed, several stated that each forum leads discussions depending on the topic being discussed and gives each other the opportunity to provide input, as stated in the following interview excerpt:

Table 4 Empowerment by each OPD

No	Name of OPD	Empowerment carried out
1	Civil Registration and Population Agency	Assisting with target data, identifying who falls into the vulnerable category and <i>follow up</i> on them.
2	Ministry of Religious Affairs City Tidore Islands	Religious Counselor
3	Department of Communication and Information	Only in terms of improving digital capacity for example, teaching cadres or the community how to use social media for the " " stunting campaign
4	Education Agency	Teachers and School Principals
5	Social Services	Small MSMEs, assist mothers from low-income families with skills training or business assistance.
6	Neighborhood Health Cadres	Help educate mothers about nutrition, breastfeeding, and supplementary foods.
7	Health Office	Cadres, village midwives, and early childhood teachers
8	Public Works and Public Housing Agency	Through the intensive work and community empowerment during the construction of infrastructure facilities.
9	PPKBP3A Office	Through women's empowerment programs, the Toddler Family Development (BKB) group, and youth group development.
10	Bapperida	Through training in " " and " " socialization of " " nutrition and local food
11	Food Security Agency	Through the Sustainable Food Garden Program (P2L), vegetable seed assistance, and training in local food processing.

Based on findings in the field in the sub-dimension of empowerment, it can be concluded that every leader collaborates in increasing the capacity and independence of actors in the field. The Health Office, PPKBP3A, Social Office, and Food Security Office, for example, actively conduct cadre training, nutrition counseling, assistance for families at risk of stunting, and strengthening of productive groups such as farmer groups, MSMEs, and Toddler Family Development (BKB). The results of the study show that facilitative leadership in addressing stunting in Tidore Kepulauan City has played a strategic role as a driver and guardian of cross-sector collaboration. The leadership demonstrated by key actors, especially from the Health Agency, Bappelitbang, and other supporting regional government agencies, reflects the principles outlined by Ansell & Gash (2008), in which leaders act as neutral facilitators, trust builders, and process directors so that all parties have equal opportunities to participate. The coordination forums and stunting discussions

were managed in an open and inclusive manner, with real efforts to involve various stakeholders (Aseni, 2025). These ranged from government agencies, educational institutions, community organizations, religious leaders, to health cadres at the sub-district and village levels. Leadership in this context not only encouraged broad participation but also facilitated group dynamics so that discussions were conducive, focused, and resulted in joint decisions.

In addition, active collaboration leaders expand the scope of the process by building new networks outside the formal government sphere and encouraging community empowerment through training, nutrition education, assistance for at-risk families, and strengthening productive groups. This approach is in line with the concepts of capacity building and shared ownership within the framework of collaborative governance, which emphasizes the importance of transforming communities from mere beneficiaries into active agents of change. However, there are challenges that need to be overcome, such as the continued passivity of certain actors, inconsistent engagement from certain sectors, and limited resources for equitable empowerment programs. Therefore, the effectiveness of facilitative leadership in Tidore Kepulauan City in the future can be improved through more adaptive facilitation techniques to activate equal participation, maintain sustainable collaboration networks, and distribute assistance evenly throughout the region. Overall, facilitative leadership is an important pillar in the successful implementation of collaborative governance in addressing stunting in Tidore Kepulauan City, as it is able to direct, unite, and mobilize various parties towards common goals in an inclusive and sustainable manner.

Institutional Design Dimensions

Within the framework of Collaborative Governance according to Anshel and Gash (2008), institutional design is not something that can be built instantly, but rather relies on the involvement of the government, private actors, and various stakeholders to organize public programs as solutions to problems that are difficult or impossible to solve alone. In addition, institutional design refers to procedural legitimacy in the collaboration process, which emphasizes the rules of participation, the establishment of forums, regulatory clarity, and transparency (Beisheim & Kaan, 2010; Bäckstrand, 2006; Melnychuk & de, 2020). Each of these sub-dimensions is interrelated in forming an effective collaborative governance process.

Participation is one of the foundations of institutional design because it enables the active involvement of stakeholders, private institutions, and the community. Broad participation cannot be achieved through ordinary means, but must be actively pursued; for example, finding that successful collaboration attracts sufficient public attention to encourage stakeholders to participate, and that the non-involvement of critical stakeholders is the main reason for the failure of institutional design in the collaborative governance process (Reilly, 2001). Collaborative governance requires broad-based participation that reflects the spirit of openness and cooperation inherent in collaborative governance (Albers et al., 2016). This is at the heart of the legitimization process, which is based on opportunities for stakeholders to negotiate with other parties regarding policy outcomes and claims that these outcomes represent a broad-based consensus. Therefore, weak or non-inclusive participation can threaten the legitimacy of collaborative outcomes. Thus, proactive strategies to mobilize stakeholders and the underrepresented public are often considered important (Warsen et al., 2018).

In the context of tackling stunting in Tidore Kepulauan City, field findings reveal that active participation continues to be pursued by the city government through the formation of a Stunting Reduction Acceleration Team (TPPS) consisting of 14 regional organizations. The TPPS is not limited to the city government, but also extends to the village or sub-district level and involves community leaders. On the other hand, the Tidore city government also seeks to collaborate with private institutions or companies such as Indomaret, which also helps tackle stunting through Corporate Social Responsibility (CSR) grants. The Tidore Kepulauan city government, through the P2KBP3A Office, has also collaborated with Budivandy Entertainment and Rosel Studio to launch an educational project on stunting prevention by releasing a film titled "Demi Kau dan Si Buah

Hati" (For You and Your Baby). These efforts are aimed at achieving the vision of zero stunting in Tidore Kepulauan City.

From in-depth interviews with informants, it was found that the Tidore Kepulauan city government always strives for transparency in accelerating stunting prevention. Transparency is achieved through various media such as the official government website and news portals. In addition, the city government also ensures transparency in planning, processes, and budget allocation to the community and partners through official forums such as coordination and evaluation meetings. The hope is to provide broad, comprehensive, and equitable access to information and to build trust between the government, the private sector, and the community. This is in line with Anshel & Gash (2008), who stated that transparency in the collaboration process is based on reporting to superiors, regular monitoring by those responsible, and the existence of media to provide access to information to the public.

CONCLUSION

The Collaborative Governance process in addressing stunting in Tidore Kepulauan City has been running quite well. The initial conditions showed a cross-sectoral commitment that arose from a joint evaluation of existing problems, such as sectoral ego between institutions, limited access to infrastructure due to geographical conditions, and resource inequality. Meanwhile, the collaborative process took place through face-to-face dialogue, data sharing, participatory planning, and joint decision-making, although the sustainability of the involvement of several parties and equitable empowerment remain challenges. The factors that influence collaborative governance in addressing stunting in Tidore Kepulauan City are as follows: First, institutional design is facilitated through regulations and mechanisms for information transparency. Second, facilitative leadership and commitment are important determinants, due to a shared awareness among the government, religious institutions, community organizations, and health workers that stunting is a multidimensional problem that must be addressed collectively.

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