

Implementation of Stunting Reduction Acceleration Programs in the Papua Mountains Province

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ABSTRACT

This study examines the implementation of the stunting reduction acceleration program in the Papua Highlands Province through a network governance and institutional capacity perspective. Public administration has shifted from a state-centered model to a collaborative governance approach involving government, private sector, and society in addressing complex public issues such as stunting. Using a qualitative method, this research draws on primary data from interviews, observations, and focus group discussions, complemented by secondary data from official reports, policy documents, and scientific literature. The findings reveal that although the Stunting Reduction Acceleration Team (TP2S) has been established as a cross-sectoral coordination platform, its role remains largely administrative rather than fully functional. Political commitment from regional leadership is evident and provides a strong foundation for program implementation; however, coordination among actors is still fragmented, with persistent sectoral egos, limited data integration, and uneven institutional capacity. Geographical constraints, inadequate infrastructure, and sociocultural factors further hinder effective program delivery, particularly in remote areas. Monitoring and evaluation mechanisms are still dominated by administrative reporting and lack real-time, integrated data systems. This study concludes that strengthening institutional capacity, enhancing coordination quality, and adopting adaptive, community-based approaches are essential to transform governance networks into effective mechanisms for accelerating stunting reduction.

Keywords: Network Governance; Stunting Reduction; Institutional Capacity; Public Health Policy; Papua Highlands

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INTRODUCTION

Public administration in the contemporary era is no longer narrowly understood as a component of state bureaucracy operating through hierarchical and centralized mechanisms, but has evolved into a collective instrument used to manage shared interests within a network of interacting actors. This paradigm shift reflects a fundamental transformation from *government* to *governance*, where public affairs are no longer the sole responsibility of the state but involve multiple stakeholders. As argued by Al-Ra'zie (2025), modern public administration plays a more substantive role in mediating various interests in society to achieve agreed public goals. In this context, Kapucu et al. (2009) and Provan & Lemaire (2012) conceptualizes governance as a new domain of public administration that emphasizes collaborative networks among actors.

As a governance approach, public administration focuses on synergy among multiple stakeholders, including government institutions, civil society, and the private sector, with the primary aim of accommodating common interests. The increasingly limited capacity of the state to address complex public problems has elevated the importance of non-state actors such as community-based

organizations, interest groups, non-governmental organizations, and international agencies. Their involvement enhances the collective capacity to manage public issues more effectively and adaptively. This shift signifies that governance is not merely about authority, but about interaction, coordination, and shared responsibility among diverse actors.

The relevance of governance as a paradigm in public administration has increased alongside rapid and unpredictable changes in the public sector environment. Osborne et al. (2013) and Virtanen & Kaivo-oja (2015) argues that such dynamics necessitate a shift toward *modern governance*, where government dominance in public service delivery is no longer desirable. Similarly, Dawes & Pardo (2002) highlights that the growing complexity of governmental responsibilities requires broader collaboration to optimize available resources. In this regard, governance emphasizes the involvement of multiple sectors in both decision-making and policy implementation processes, as also noted by Newig & Koontz (2014). Consequently, collaboration among government, private sector, and society becomes essential in enhancing public service delivery and national development outcomes (Alwi, 2019).

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One of the key public service areas where the governance approach is increasingly applied is the health sector, particularly in addressing stunting. According to the World Health Organization, stunting refers to impaired growth and development in children resulting from chronic malnutrition and repeated infections, characterized by height-for-age below the standard. Stunting is not only a health issue but also a long-term development challenge, as it affects human capital quality, productivity, and national competitiveness. Therefore, preventing and reducing stunting requires comprehensive and integrated interventions involving multiple sectors and stakeholders within a network governance framework.

Based on the 2023 SKI data, nine provinces have achieved a stunting prevalence below 20%, and one province, Bali (7.2%), has achieved a stunting prevalence below 10%. However, five provinces still have a prevalence above 30%: East Nusa Tenggara, West Sulawesi, Southwest Papua, Central Papua, and Highland Papua.

To address this stunting problem, the Governor of Highland Papua Province established the Stunting Reduction Acceleration Team (TP2S) as an implementation of Presidential Regulation (Perpres) Number 72 of 2021. The primary goal of the TP2S is to accelerate stunting reduction in Highland Papua Province. This team aims to coordinate various programs and initiatives involving local governments, the private sector, civil society organizations, and local communities. However, achieving this goal requires a holistic, integrated, and evidence-based approach.

The commitment of the government and all elements of the nation to preventing and addressing stunting is crucial in preparing quality human resources, especially in facing the demographic bonus in 2030. The role of governance in coordinating various policies and programs related to stunting is crucial, although challenges in implementation and cross-sector coordination remain a major concern (Sapri et al., 2026; Hamka & Ibrahim, 2025; Handoko & Rahayu, 2025).

Within this framework, the use of an Institutional Capacity analysis approach to explain Network Governance as a perspective represents an innovation that characterizes this research. Previous studies tended to use a network governance approach without considering institutional capacity analysis. Studies that combine network governance analysis with institutional capacity in the context of stunting reduction are still very rare. Most research tends to separate these two concepts. This dissertation research will integrate these two concepts, analyzing how institutional capacity influences the effectiveness of network governance in stunting reduction programs.

This combination of two approaches is considered novel and can provide a more holistic understanding of the dynamics and factors influencing the success of efforts to accelerate stunting reduction. In a specific geographic context, most previous research has focused on more

accessible regions and paid little attention to remote areas like Highland Papua, which face unique challenges related to infrastructure, culture, and accessibility. This research will address this gap by focusing on Highland Papua, offering new insights into how network governance and institutional capacity can be applied in this very different context.

By addressing this gap in the literature, this dissertation will not only make significant theoretical contributions but also offer practical solutions to the stunting problem in Highland Papua. This research will be a valuable resource for policymakers, practitioners, and academics interested in network governance, institutional capacity, and stunting reduction.

METHODS

This study uses a qualitative approach with the aim of describing and analyzing in depth the implementation of the stunting reduction acceleration program in the Papua Mountains Province.

RESEARCH DATA SOURCES

This study utilizes both primary and secondary data to obtain a comprehensive understanding of the implementation of the stunting reduction acceleration program in the Papua Mountains Province. Primary data are collected directly from the field through in-depth engagement with key informants and stakeholders. These include interviews with the Governor of the Papua Mountains Province and Regents from the eight districts, who represent regional leadership and policymaking authority. In addition, interviews are conducted with key actors within the Stunting Reduction Acceleration Team, including the Chief Executive, Deputy Chair, Secretary, and heads of relevant divisions such as service intervention, behavioral change communication, coordination and convergence, as well as data and monitoring units. Further primary data are obtained through interviews with stakeholders such as healthcare workers, educators, community leaders, and mothers of young children to capture diverse perspectives on stunting reduction efforts. Direct field observations are also conducted to examine the actual implementation of programs and the behavior of actors within the governance network. Moreover, Focus Group Discussions (FGDs) are carried out involving community members, health cadres, and other stakeholders to explore collective experiences, identify challenges, and formulate shared solutions in the implementation process. Secondary data complement the primary data and are derived from official reports of the Stunting Reduction Acceleration Team, statistical data on stunting prevalence, policy documents, regulatory frameworks, and planning documents related to stunting programs. Additional sources include previous studies, scientific literature, and public health survey data that provide contextual and empirical support for the analysis.

Data Collection Techniques

Data collection in this study is conducted through multiple qualitative techniques to ensure depth and richness of

information. Observation is employed as a direct method to capture real-time interactions and behaviors of actors involved in the stunting reduction program. Through systematic field notes, the researcher documents patterns of interaction, coordination processes, and practical implementation of network governance within the observed activities.

In-depth interviews serve as a primary tool for exploring the experiences, perceptions, and roles of various actors involved in the policy implementation. This method allows for a deeper understanding of institutional dynamics, collaboration mechanisms, and challenges faced by stakeholders. The interviews are conducted in a semi-structured manner to ensure flexibility while maintaining focus on the research objectives.

Documentation study is also utilized to collect relevant written materials, including official reports, policy documents, academic articles, and other supporting publications. These documents provide additional insights and serve as a basis for triangulating findings from primary data. Furthermore, Focus Group Discussions are conducted to facilitate interactive dialogue among participants, enabling the researcher to capture collective viewpoints and uncover shared experiences within the governance network. This method enhances the depth of analysis by incorporating multiple perspectives in a single forum.

Data Analysis Technique

The data analysis in this study adopts the qualitative data analysis model developed by Matthew B. Miles and A. Michael Huberman (2013), which is widely used in qualitative research. The analysis begins with data collection from various sources, followed by a process of data reduction in which raw data are organized, simplified, and categorized into meaningful themes. This process involves coding and grouping data based on patterns related to network governance and stunting reduction.

Subsequently, the data are presented in a structured manner to facilitate understanding of relationships and patterns. This stage involves organizing information into narrative forms that clearly illustrate interactions among actors, coordination mechanisms, and implementation dynamics. Verification is then conducted to ensure data accuracy through cross-checking sources and applying triangulation techniques.

The analysis proceeds with drawing conclusions by identifying key themes, relationships, and patterns that explain the research problem. These findings are then interpreted within relevant theoretical frameworks to provide deeper meaning and contextual understanding. The results are presented in a narrative format supported by empirical evidence, including direct quotations and descriptive explanations. Finally, the findings are continuously verified by revisiting the data, ensuring consistency with research questions, and refining interpretations where necessary.

Validation of Findings

To ensure the validity and reliability of the research findings, several validation strategies are employed. Triangulation is applied by comparing data obtained from different sources, methods, and perspectives to enhance the credibility of the results. The study also incorporates contradictory analysis by examining data that may challenge or differ from initial findings, thereby strengthening the robustness of the conclusions.

Peer debriefing is conducted through discussions with colleagues or experts to evaluate interpretations and analytical processes. Additionally, member checking is used by returning the findings to selected participants to confirm their accuracy and relevance to real-world experiences. Researcher reflection is continuously practiced to identify and minimize potential biases that may influence data interpretation.

Further validation is achieved through expert review, where specialists in the field assess the findings and provide constructive feedback. Throughout the research process, objectivity is maintained by ensuring that interpretations are grounded in empirical data rather than personal assumptions. Through these comprehensive validation techniques, the study ensures that its findings are credible, reliable, and reflective of actual conditions in the field.

RESULTS AND DISCUSSION

The implementation of the stunting reduction acceleration program in the Papua Highlands Province is the primary aspect studied in this dissertation. This section presents a comprehensive overview of the strategies, policies, and interventions implemented by the Stunting Reduction Acceleration Team (TP2S) and other stakeholders. Emphasis is placed on how the program is designed, implemented, and monitored collaboratively within a network governance framework.

The analysis of program implementation focuses on identifying achievements, obstacles encountered, and established cross-sectoral coordination mechanisms. The data presented in this section was obtained through in-depth interviews with key actors, field observations of TP2S activities, documentation studies of official reports, and focus group discussions (FGDs) with the community and stakeholders.

With this approach, the research results are expected to provide an empirical picture of the effectiveness of the stunting reduction acceleration program in Highlands Papua, as well as to reveal the roles and contributions of each actor in achieving the stunting reduction target as mandated by Presidential Regulation Number 72 of 2021.

Implementing the stunting reduction acceleration program in Highlands Papua Province is a priority agenda for the local government, given that the stunting prevalence rate in the province remains far above the national average. Data from the 2022 Indonesian Nutrition Status Survey (SSGI) recorded a prevalence of 34.6%, which increased

to 37.3% in the 2023 Indonesian Health Survey (SKI). This fact demonstrates the urgency of implementing cross-sectoral interventions through the Stunting Reduction Acceleration Team (TP2S).

Political Commitment and Vision of Regional Government

The regional government's political commitment to addressing stunting in the Papua Mountains Province is evident in its determination of stunting as a priority for both health and human resource development. The Governor of Papua Mountains Province, in a 2024 interview, emphasized:

"For me, stunting is not just a nutritional issue, but concerns the future of the generation of Papua Mountains. If we don't take this seriously now, the quality of our human resources will continue to lag behind. Therefore, I have prioritized stunting as a regional development agenda, alongside education and infrastructure." (Governor of Papua Mountains, Interview, June 2024).

This statement demonstrates strong political will from the regional leadership, in line with the concept of Institutional Enabling

Capacity, which emphasizes the importance of political commitment as a foundation for institutional strengthening (Imansyah, 2012; Mozin et al., 2025). Similarly, the Head of the Papua Mountains Province TP2S added that this political support translates into operational measures, including budget allocation and cross-sector coordination:

"TP2S works based on a clear mandate from the provincial government. We receive full support from the Governor, including in budgeting and coordination with the districts. Although the geographical challenges are significant, the political commitment of regional leaders gives us the legitimacy to act more intensively." (Head of TP2S Papua Mountains Province, Interview, June 2024).

These interview findings were further reinforced by field observations, which showed that stunting issues have been included in the Regional Action Plan (RAD) for Stunting, as well as in cross-regional coordination forums. During the Focus Group Discussion (FGD), several community participants also acknowledged that the local government's attention to stunting is increasing, although in practice it remains hampered by limited resources.

Based on the interviews, observations, documentation studies, and FGDs, it can be concluded that the local government's political commitment and vision are crucial foundations for accelerating stunting reduction in Papua Mountains Province.

The Governor's statement placing stunting as a priority on the regional development agenda demonstrates a clear policy direction and leadership that emphasizes the importance of human resource development. This aligns with the statement by the Head of the TP2S, who emphasized that this political support is not merely rhetoric, but is manifested in the form of budget

allocations, formal regulations, and cross-sectoral coordination.

Field observations show that this political legitimacy is translated through the Governor's direct directives in coordination meetings, which provide clear mandates to regional officials. Official documents such as the RAD Stunting and the TP2S Strategic Plan also emphasize the government's commitment to integrating stunting issues into regional development planning.

However, FGD findings with community leaders revealed a gap between elite-level policies and implementation on the ground. Communities acknowledged the increased public awareness and campaigns about stunting, but hoped for more concrete solutions, such as ensuring adequate nutrition for poor families and more equitable access to healthcare.

Thus, it can be seen that the regional government's vision to prioritize stunting and the Governor's demonstrated political commitment are crucial elements in program effectiveness. This also reinforces the importance of political commitment as a key indicator of enabling capacity, which plays a key role in the stunting reduction governance network in Highlands Papua.

Role and Function of the Stunting Reduction Acceleration Team (TP2S)

The Stunting Reduction Acceleration Team (TP2S) was established as a cross-sectoral coordination forum in the Papua Highlands Province to integrate policies, programs, and resources to reduce stunting prevalence. In line with the objectives of this research, discussing the role and function of the TP2S is crucial, as it not only implements technical programs but also acts as a liaison between the government, communities, and development partners. Within the framework of network governance, the TP2S can be viewed as a central node that manages interactions between actors within the network, making its effectiveness crucial for the success of policy implementation (Husein et al., 2025; Francesco et al., 2020).

Based on an interview with the Head of the TP2S for Papua Highlands Province (2024), he emphasized:

"The main task of the TP2S is to coordinate all regional agencies to share a common vision. Stunting reduction is not solely the responsibility of the Health Office; it also involves the education sector, infrastructure, and even family economic empowerment. Our role is to ensure that all sectors move simultaneously, not in isolation." (Head of the Papua Mountains Province TP2S, Interview, June 2024)

This statement emphasizes that the TP2S functions as a coordinating mechanism, not merely a technical implementer. In the context of institutional enabling capacity, the TP2S function emphasizes the existence of a lead agency arrangement (Kurmasyah et al., 2025) that serves as a driving force for other sectors to get involved.

A similar sentiment was expressed by a TP2S member in the communications and behavior change division, who emphasized:

"We are tasked with strengthening public awareness. So, even though the focus is health, we work more through communication approaches, nutrition campaigns, and the involvement of religious leaders. This is because the community trusts the message more when it comes from their own leaders." (TP2S Member, Papua Mountains Province, Interview, June 2024)

This quote demonstrates the strategic function of the TP2S in encouraging public participation, which aligns with network governance theory, which states that the effectiveness of public policy can only be achieved through collaboration between actors, including community actors.

These findings demonstrate the role of TP2S in knowledge management, which falls within the institutional adaptive capacity dimension.

Observations at the TP2S coordination meeting in Wamena (June 2024) indicated that TP2S serves as an official forum for unifying cross-sectoral agendas. In the 2023–2027 Regional Action Plan (RAD) for Stunting, TP2S is also referred to as "the driver for policy integration and programs to accelerate stunting reduction at the provincial level."

In a focus group discussion (FGD) with community leaders and health cadres (July 2024), participants stated that the presence of TP2S has facilitated communication between the government and the community. However, complaints persist regarding limited follow-up in the field, such as the frequent delays in the distribution of supplementary food.

In theory, the role of TP2S represents the principle of network governance, which positions public actors as coordinators, not sole implementers. This is consistent with the institutional capacity framework (Wickham et al., 2009), which states that institutional functions must combine enabling (ensuring regulatory, political, and structural support) and adaptive (the ability to adapt through coordination, participation, and knowledge management) aspects.

Coordination and Collaboration

Cross-sector coordination and collaboration are key to the effectiveness of accelerating stunting reduction in the Papua Highlands Province. The TP2S (Stunting Reduction Acceleration Team) is designed as a platform that brings together various actors, from local governments, NGOs, the private sector, and local communities, within a collaborative framework. In line with the network governance approach, this cross-actor coordination emphasizes that solving complex public problems, such as stunting, cannot be done by a single institution but requires a collaborative network.

In an interview with the Head of the TP2S for Papua Highlands Province (2024), he explained:

"We always try to ensure cross-sector coordination is running smoothly, for example through monthly meetings with relevant agencies. However, it's not uncommon for agencies to attend simply for formalities without bringing complete data. The main challenge is aligning perceptions across institutions so that everyone feels they have the same responsibility." (Head of TP2S for Papua Highlands Province, Interview, June 2024)

This statement highlights the challenges of coordination, particularly regarding data integration and alignment of perceptions. This reflects weaknesses in institutional enabling capacity, particularly in the lead agency arrangement, which should ensure optimal coordination between all actors (Boin et al., 2014).

Meanwhile, a representative of the Papua Mountains National Population and Family Planning Agency (BKKBN) added:

"Our collaboration with the TP2S (National Population and Family Planning Agency) is quite intensive, especially in the development of the Regional Action Plan (RAD) for Stunting. However, coordination with NGOs or the private sector is often not optimal because there are no regulations requiring their involvement." (BKKBN Representative from Papua Mountains, Interview, July 2024)

This quote demonstrates the limitations of the regulatory framework in ensuring the full involvement of all non-governmental actors, despite their potential for significant contributions. Furthermore, a TP2S member in the program convergence division shared their experience in building coordination at the community level:

"At the village level, collaboration with churches and traditional leaders is very effective. However, when it comes to working with the private sector, the challenges are significant. They tend not to view stunting reduction as a business priority." (TP2S Member, Program Convergence Division, Interview, June 2024)

This demonstrates that coordination at the community level is more effective than with the private sector. This finding reinforces the network governance theory that collaboration is more successful when there are shared values and trust among actors.

Observations at a cross-sector coordination meeting in Wamena (June 2024) showed that coordination was formal, with the agenda being to discuss stunting data and nutrition intervention allocation. However, some regional government agencies (OPDs) did not present technical representatives, but instead included general staff, reducing the quality of the technical discussions.

A focus group discussion (FGD) with community leaders (July 2024) indicated that coordination with local communities, particularly through churches and women's

organizations, was actually stronger. One community leader stated that "a church-based approach makes the program more acceptable because people trust religious leaders."

This finding confirms that, from an institutional adaptive capacity perspective, formal coordination still faces bureaucratic obstacles, while community-based collaboration is more flexible and adaptive. This aligns with Provan & Milward's view that network effectiveness is greatly influenced by the extent to which coordination can bridge the interests of different actors.

Thus, although TP2S has become a formal coordination forum, the greatest challenge remains synchronizing interests across sectors, particularly the private sector, and sustaining cross-actor collaboration.

Monitoring and Evaluation

Monitoring and evaluation (Monev) are important instruments in assessing the extent to which the stunting reduction acceleration program in the Papua Pegunungan Province is progressing according to targets. Monitoring functions to monitor the program implementation process, while evaluation focuses on assessing the effectiveness and impact of the interventions. From a network governance perspective, monitoring and evaluation serve as a means to strengthen accountability and transparency across actors (Harlow & Rawlings, 2007). Meanwhile, from an institutional capacity perspective, Monev reflects the extent to which an institution possesses regulatory, managerial, and adaptive capabilities in managing the program.

In an interview with the Head of the Papua Pegunungan TP2S (2024), he stated:

"We monitor through quarterly reports from the district, which we then compile and discuss at the provincial coordination meeting. However, the reports received are often incomplete or late, making it difficult for us to obtain a real-time picture." (Head of TP2S Papua Pegunungan, June, 2024)

This statement highlights weaknesses in the monitoring system, particularly regarding data consistency at the district level. This has implications for limited enabling capacity in the regulatory framework and lead agency arrangements.

Meanwhile, a representative of the National Population and Family Planning Board (BKKBN) for Papua Pegunungan Province (2024) added:

"The main indicator used remains stunting prevalence. However, we also added process indicators, such as active integrated health service post (Posyandu) coverage, provision of PMT (Supplementary Food Provision), and the level of family participation in nutrition education." (Representative of BKKBN for Papua Pegunungan Province, July, 2024)

This quote emphasizes that the indicators used are not only output (prevalence figures), but also process indicators, in accordance with the adaptive monitoring framework within institutional adaptive capacity. From an institutional capacity perspective, the limited monitoring and evaluation (M&E) in Highlands Papua demonstrates the continued weakness of the regulatory framework and knowledge management. However, according to Nash et al. (2009), the success of institutions in addressing complex problems is largely determined by the quality of their monitoring systems and ongoing evaluation mechanisms.

This study shows that the monitoring and evaluation (M&E) system in Highlands Papua Province has been operating formally through quarterly reports from the district level and review meetings at the provincial level. However, the effectiveness of M&E remains hampered by the consistency and completeness of data, particularly from remote areas. This highlights the gap between formal regulations and field practice, as demonstrated by the delays in reporting by integrated health post (Posyandu) cadres.

Within the Institutional Enabling Capacity framework, weaknesses in the regulatory framework and lead agency arrangement are evident: although formal regulations are in place, implementation is suboptimal due to limited resources and infrastructure. Conversely, from the Institutional Adaptive Capacity dimension, there are positive indications, including the use of process indicators (Posyandu coverage, PMT, nutrition education) and initial efforts to digitize reporting. However, limited internet connectivity limits the effectiveness of the digital knowledge management system being developed.

The role of cross-actor coordination in the Monev system is still not fully effective. Fragmented information weakens network accountability, so evaluations do not always produce a comprehensive picture. This aligns with the view of Wickham, Kinch, & Lal that institutional capacity is determined by the extent to which an institution can provide valid, real-time, and integrated data to support decision-making.

Thus, the effectiveness of Monev in Highlands Papua is in a transitional stage: from a manual system based on paper reports to a more adaptive digital system. Capacity building is needed, both regulatory and technical, so that Monev becomes not merely an administrative routine but truly functions as an evaluative instrument to accelerate stunting reduction.

DISCUSSION

Program Implementation

The implementation of the stunting reduction acceleration program in the Papua Highlands Province demonstrates a disparity between planning and implementation. Formally, the local government, along with the TPPS (Regional Action Plan for Stunting), has developed a Regional Action Plan (RAD) for Stunting and adapted national

policies to the local context. This official document describes cross-sectoral strategies, ranging from specific nutrition interventions (education, supplementary feeding, strengthening integrated health posts) to sensitive interventions (clean water, sanitation, education, and family empowerment).

However, on the ground, program outcomes remain limited. Several indicators indicate that activity implementation has not yet reached its full target; for example, nutrition education activities are relatively well-implemented in urban areas, but in remote areas are often hampered by limited access to transportation and infrastructure. This has resulted in uneven program outcomes across regions, with stunting prevalence actually increasing in some districts.

Effectiveness of Program Implementation

Substantively, the TP2S has implemented various interventions, ranging from nutrition counseling and improving integrated health service posts (Posyandu), to family mentoring. However, its effectiveness is not evenly distributed across all districts/cities. Areas with better access to health care centers show higher outcomes than those in mountainous, hard-to-reach areas.

Viewed through the lens of network governance, program success requires close collaboration between stakeholders: local governments, TP2S, the National Population and Family Planning Board (BKKBN), health workers, and local NGOs. Research findings indicate that coordination remains sectoral, with joint fact-finding and integration across programs yet to be fully established. As a result, the potential for synergy is not maximized and program effectiveness is partial.

Role and Function of TP2S in Accelerating Stunting Reduction

Research findings indicate that the TP2S (Stunting Reduction Acceleration Team) in the Papua Highlands Province serves as a coordinating body with a primary mandate to integrate various cross-sectoral programs. Its main roles include: (1) Coordination across actors, including local governments, health offices, the National Population and Family Planning Board (BKKBN), NGOs, and local communities; (2) Facilitating specific and sensitive interventions, such as supplementary feeding, nutrition campaigns, sanitation improvements, and family support; (3) Mobilizing resources from the regional budget (APBD), the national budget (APBN), and external donors.

In practice, research has found that the role of TP2S is not optimal, as not all sectors provide full support, while the role of local communities is still limited to program recipients. This aligns with Provan & Kenis's observation that institutional networks often face a dilemma in "balancing inclusiveness and efficiency," where the more actors involved, the more complex their management becomes. The TP2S' limitations in implementing its roles, coordination, and monitoring impact the effectiveness of accelerating stunting reduction. This is evident in the trend

of stunting prevalence in Highland Papua, which actually increased from 34.6% (SSGI 2022) to 37.3%. As long as the TP2S's role remains limited to formal coordination (agenda, meetings, and reports) without the ability to manage network tensions and implement cross-border solutions, the impact of outcomes (prevalence reduction) will remain limited, as reflected in provincial trends. This means that TP2S has not been able to effectively orchestrate its network of actors to produce significant change. Thus, TP2S's existence remains limited to a structural arrangement, but has not yet become a functional governance network capable of integrating enabling and adaptive capacity.

Coordination and Collaboration

Coordination between institutions is a crucial challenge. Formally, TP2S has held regular meetings to synchronize programs. However, research has found that this coordination is often hampered by: (1) Strong sectoral egos between institutions; (2) Limited information across institutions, leading to overlapping activities; (3) Geographical barriers in the Papua Highlands region, which make field coordination uneven. Collaboration with NGOs and the private sector has also been suboptimal, despite initiatives to support nutrition and health programs from churches and civil society organizations. This demonstrates that TP2S has not yet become a fully effective network manager. Klijn & Koppenjan emphasize that network effectiveness requires strong collaborative management so that each actor feels a shared role and responsibility.

Monitoring and Evaluation

Monev is currently underway (regular meetings, district/city reports, use of SSGI/SKI), but relies on administrative outputs (number of activities, coverage of outreach) and has not been integrated with outcome indicators (nutritional status, child growth, parenting behavior) in a regular and integrated manner. The monitoring and evaluation (Monev) process is carried out through: (1) Routine reporting from district/city health offices and TP2S; (2) Use of national survey data (SSGI, SKI) to measure stunting prevalence; (3) Internal evaluation through provincial coordination forums.

This study found that the Monev system is still reactive and administrative, not based on real-time data and evidence-based policy. As a result, success indicators focus more on outputs (number of activities, coverage of outreach) than outcomes (reduction in stunting prevalence). From an institutional capacity perspective, weak Monev indicates limitations in knowledge management, where organizations have not fully utilized data as a learning tool for program improvement.

Within the capacity development framework, robust monitoring and evaluation (M&E) requires: (1) A shared information system (data sharing) across actors; (2) Multi-level indicators—structure, process, and results (Donabedianian thinking) and network outcomes; (3) Fast

feedback loops for program adaptation (adaptive management).

Provan & Milward recommends three levels of network effectiveness: (1) Community level (reducing stunting prevalence; equitable distribution of services in remote districts); (2) Network level (actor connectivity, role clarity, information flow); (3) Organizational/client level (coverage of integrated health posts (Posyandu), compliance with PMT/FE consumption, changes in parenting behavior).

Meanwhile, Sandström & Carlsson (2008) emphasize the importance of network performance as an entity, not aggregated organizational performance. This means that TP2S needs network indicators (e.g., joint planning ratio, data completeness across actors, cross-referral rate). The Papua Mountains Province TP2S currently tends to be: (1) Inclusive but less efficient: the forum involves many actors (inclusive), but decisions and field execution are slow (efficiency is declining); (2) Relatively good external legitimacy (Presidential Regulation/RAD mandate), but internal legitimacy varies (some actors do not yet feel ownership of the shared agenda); (3) Stable procedures (meetings/reporting formats exist), lacking flexibility in addressing local dynamics (limited flexibility for field adaptation). These findings are consistent with Klijn & Koppenjan, who emphasize that policy networks require process management to align differences in goals, information, and perceptions between actors (framing and reframing) to generate collective action. This means that to move from structural arrangements to functional governance, TP2S needs to strengthen network functions: actor activation, shared problem framing, resource mobilization, and learning synthesis.

CONCLUSION

This study found that the implementation of the stunting reduction acceleration program in the Papua Highlands Province has been running smoothly with a relatively clear institutional structure through the establishment of the Stunting Reduction Acceleration Team (TP2S). This program includes specific and sensitive nutrition interventions, public awareness campaigns, and strengthened cross-sector collaboration. However, the program's effectiveness is still hampered by geographic factors, limited infrastructure, distribution of health workers, and low community participation in remote areas. From the perspective of network governance theory Klijn & Koppenjan, the program's implementation demonstrates a pattern of cross-actor network coordination, although it has not yet fully optimized the synergy between institutions. Meanwhile, in terms of effectiveness, there is still a gap between the national stunting reduction target and the achievements in Papua Highlands, highlighting the need for institutional strengthening and multi-sectoral collaboration.

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