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Integration of Top Down And Bottom Up Approaches in Efforts To Handle Stunting in Yogyakarta City

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Abstract: Addressing stunting requires a comprehensive approach that integrates central government policies with local initiatives. This study aims to analyze the implementation of integrated top-down and bottom-up approaches in stunting prevention programs in Yogyakarta City. The research method uses a qualitative approach with library research, analyzing policy documents and stunting program reports from 2020-2024. The results show successful integration of approaches through reduced stunting prevalence from 13.8% (2022) to 10.6% (2024). This success is supported by an integrated governance system, multi-stakeholder collaboration, and local wisdom-based program innovations. Yogyakarta City's stunting management model can serve as a reference for other regions while considering their local contexts.

Keyword: Stunting, Approach Integration, Community Empowerment.

INTRODUCTION

Development strategies with top-down and bottom-up approaches are often considered to be contradictory, but in fact both have complementary advantages. (Bakarbessy et al., 2024). Development with a top-down strategy generally focuses on policies made by the central government, so it has a more structured and systematic framework. Details of its activities have been outlined in a guideline usually called SOP (Standard Operating Procedure) (Hackos, 1985; Turner, 2007). On the other hand, the empowerment strategy with a bottom-up approach is considered more participatory and responsive in responding to local needs. The community can be involved from planning to decision-making. Therefore, bottom-up is believed to be able to increase community participation. (Latifah, 2024). Although both have their respective advantages in implementing community empowerment, both have quite serious challenges in achieving social sustainability. (Herni et al., 2024). This complexity has finally prompted experts to combine the two approaches in community empowerment. This must be done to bridge the gap between short-term effectiveness and long-term sustainability. (Balqis Nazaruddin et al., 2023).

The combination of approaches in empowerment activities has the advantage of balancing strategic direction with attention to local community needs. This is usually seen in social innovation programs that utilize a hierarchical approach while empowering

communities. The combination of these methods will result in more coordinated and optimally distributed resources to achieve better results in the long term. (Aisya, 2019), An example is the child protection program in Sierra Leone, Africa, which combines two approaches. (Kabul, 2023) examines the bottom-up approach in child protection systems, where community involvement in collaboration with formal systems results in greater local ownership and increases the effectiveness of child protection services. In addition, a combination model is also used by (Aisya, 2019) in planning climate adaptation programs for the cases of Indonesia and Papua New Guinea. Through participatory workshops, various stakeholders at the provincial and local community levels collaborated to formulate adaptation strategies that are relevant to local needs and conditions. This approach can enhance adaptive capabilities and knowledge exchange among multilevel stakeholders. (Balqis Nazaruddin et al., 2023).

The combination of top-down and bottom-up approaches in community empowerment has shown success in creating more inclusive and sustainable programs. Several factors that determine the success of the integrated approach are community participation., (Hamdie et al., 2020) use of local knowledge (Gaymer et al., 2014), structured framework, Education and training for capacity building, While the inhibiting variables that are often felt with the combination of the two top-down and bottom-up approaches are bureaucracy and administrative complexity, less supportive power in the community, lack of adaptation to local cultures, and dilution of participatory principles. (Kusumawardani et al., 2020).

The strategy of combining two top-down and bottom-up approaches was also adopted by the Yogyakarta city government in terms of stunting prevention, so that it can significantly reduce stunting rates. Based on data from the Indonesian Nutritional Status Survey (SSGI), the stunting prevalence rate in Yogyakarta City in 2022 was recorded at 13.8%, below the national target set at 14%. Yogyakarta City showed better performance compared to other districts in the Special Region of Yogyakarta (DIY), with a significant decrease in stunting prevalence of 13.8% in 2022. The decrease in stunting rates in Yogyakarta City was proven by the Yogyakarta City Government which managed to get a score of 193.6 with a very good predicate in the district/city performance assessment in implementing 8 stunting reduction intervention convergence actions in 2023. Based on data from monitoring toddler nutrition problems (PPGB), the stunting prevalence rate in Yogyakarta City in September 2024 decreased again to 10.63% compared to the 2023 data of 11.8%. Assistant Deputy for Formulation and Coordination of Bureaucratic Reform Implementation Policy at the Ministry of PANRB, Agus Uji Hantara, stated that the implementation of the Government Agency Performance Accountability System (SAKIP) at the provincial and district/city levels in DIY has been running very well and has become a reference for other regional governments.

In an effort to realize the City of Yogyakarta as a stunting-free city or "zero stunting", the Yogyakarta City government involves a number of agents who play important roles, namely, TPPS (Stunting Reduction Acceleration Team), Posyandu Cadres, TP PKK (Family Welfare Empowerment Team), and TPK (Family Assistance Team). TPPS (Stunting Reduction Acceleration Team) plays an important role in monitoring and evaluating programs, and ensuring that the interventions implemented, both specific and sensitive, can achieve their targets. In addition, the Family Assistance Team (TPK) coordinated by the Family Planning Counselor (PKB) of Wirobrajan Sub-District, Triyana, S.E., is considered the spearhead of the implementation of this program. Their role is strengthened by cross-sector collaboration involving sub-districts, sub-districts, health centers, Koramil, Polsek, Religious Affairs Office (KUA), Regional Apparatus Organization (OPD) KB, and support from the private sector.

Pakualaman Civil Service Officer represented by Head of Public Service Ari Suryani, said that the role of cadres in the region is very important in supporting the prevention of stunting, especially by encouraging adolescents, pregnant women, and breastfeeding mothers to consume nutritious foods and take supplements such as iron or iron tablets. Posyandu as a first-level examination center that operates every month in each RW, is expected to be a place

for cadres to continue to educate and invite mothers who have babies under two years old (toddlers) or toddlers to monitor their children's weight and height regularly. In addition, Mrs. Pipit from the Yogyakarta City Stunting Task Force appealed to all cadres to actively invite pregnant women to check their pregnancies at the Health Center. On the other hand, the Religious Affairs Office (KUA) is also expected to support this program by inputting data on prospective brides and grooms through the Electronic Ready for Marriage and Pregnancy (ELSIMIL) application.

The Yogyakarta city government is targeting the maximum role of the stunting reduction acceleration team (TPPS) to be able to reduce the prevalence of stunting in the Yogyakarta city area to below 10 percent by the end of 2024. The Head of the Yogyakarta City Women's Empowerment, Child Protection, Population Control, and Family Planning Service (DP3AP2KB), Sarmin, stated that based on nutritional status monitoring data through simultaneous intervention achievements, the prevalence of stunting in Yogyakarta City as of June 30, 2024 was recorded at 10.6%. This figure shows a decrease compared to the prevalence in 2023 which reached 11.8%. Referring to the Indonesian National Medium-Term Development Plan (RPJMN), the achievement of reducing the prevalence of stunting in Yogyakarta City has exceeded the national target which sets the prevalence of stunting down to 14% in the 2020–2024 period.

The Yogyakarta City Government has developed a strategy to accelerate the reduction of stunting which is divided into two types of interventions, namely sensitive interventions of 70% and specific interventions of 30%, by mapping priority focus locations (loci). Sensitive interventions cover sectors outside of health with a focus on the provision of drinking water and sanitation, health nutrition services, increasing awareness of parenting and nutrition, and access to nutritious food. Meanwhile, specific interventions are directed directly at the main causes of stunting, most of which come from the health sector. Paramita explained that currently there are 25 priority loci assisted by the Family Assistance Team (TPK) of 495 people, and supported by 165 members of the PKK Team, 165 KB Cadres, and 165 Midwives spread across 45 sub-districts in the City of Yogyakarta.

The Stunting Reduction Acceleration Team (TPPS) program in Yogyakarta City includes various innovations, namely Bimo Kunting (United Integrated to Realize Yogyakarta with Excellent Families and Zero Stunting), Lele Cendol and Kampung Sayur, Love to Eat Protein-Based Food (Gembrot), Provision of Processed Food for Special Medical Needs (PKMK), Portable Lactation Room, and Healthy Toddler Kitchen. Head of Working Group 4 TP PKK Yogyakarta City, Wieny Sumarah Asih, explained that the Healthy Toddler Kitchen was initiated in 2020 during the Covid-19 pandemic, as a community empowerment program through the Healthy Toddler Kitchen Volunteer Movement Caring for Covid-19 Ngluwihi Mbagehi. This program aims to monitor the growth and development of toddlers during the pandemic while reducing stunting rates. Furthermore, Wieny stated that Working Group 1 focuses on parenting education in families, Working Group 2 on improving family welfare and early childhood education, Working Group 3 on diversifying balanced nutritious food, and Working Group 4 on parenting education for babies and toddlers.

METHOD

This study uses a qualitative method with a library research approach that focuses on an integrative analysis of the implementation of top-down and bottom-up approaches in the stunting reduction program in the city of Yogyakarta. The library research methodology was chosen because of its ability to explore and analyze various sources of documentation comprehensively to produce a deep understanding of the phenomenon being studied. Data collection was carried out through systematic searches of various relevant primary and secondary literature sources. Primary sources include official documents of the Yogyakarta City government, stunting program reports, Indonesian Nutritional Status Survey (SSGI) data,

documentation of the Stunting Reduction Acceleration Team (TPPS) program, and technical reports from various related institutions such as the Yogyakarta City Women's Empowerment, Child Protection, Population Control, and Family Planning Service (DP3AP2KB). Meanwhile, secondary sources include scientific articles, academic publications, and theoretical studies related to the top-down and bottom-up approaches in public health development.

The data analysis process was carried out through several systematic stages. First, the data inventory stage, where all relevant literature sources were collected and categorized based on their relevance and significance to the research topic. Second, the data reduction stage, which involves the process of sorting and selecting specific information related to the implementation of the stunting reduction program in Yogyakarta City, especially those that show the integration of top-down and bottom-up approaches. The third stage is content analysis, where researchers conduct an in-depth review of the substance of each data source, focusing on identifying patterns, themes, and relationships between emerging concepts. In this stage, researchers use a thematic analysis framework to organize the findings into coherent categories, such as program implementation mechanisms, stakeholder roles, supporting and inhibiting factors, and indicators of program success.

To ensure the validity and reliability of the study, researchers applied data source triangulation techniques. Information from various sources was compared and cross-verified to obtain a comprehensive and accurate picture. In addition, researchers also conducted peer reviews by involving academics and practitioners who have expertise in public health and social development to provide input and validation of the analysis results. The theoretical framework used in this study integrates several key concepts, including participatory development theory, public policy implementation models, and community empowerment approaches. These theories are used as analytical lenses to understand how top-down and bottom-up approaches can be effectively integrated in the context of stunting reduction programs.

This study also considers the temporal aspect by analyzing the development of the stunting program in Yogyakarta City from 2020 to 2024, which allows for a better understanding of the evolution and dynamics of program implementation. The time period was chosen because it covers critical phases in program implementation, including the COVID-19 pandemic which presents unique challenges in implementing public health programs. Data analysis was carried out by considering the socio-culture of the Yogyakarta community which has unique local characteristics and values. This is important to understand how government programs (top-down) can be integrated with community-based initiatives (bottom-up) by considering local wisdom and community participation.

The results of the analysis are presented in a descriptive-analytical manner with an emphasis on key findings that demonstrate the effectiveness of integrating top-down and bottom-up approaches in the stunting reduction program. The presentation of the results includes a discussion of the coordination mechanism between stakeholders, program implementation strategies, program achievements, as well as lessons learned and good practices that can be replicated in other areas. The limitations of this study lie in its nature as a literature study that relies on secondary data and available documentation. However, the use of multiple data sources and triangulation techniques helps ensure the comprehensiveness and reliability of the research findings. This study also recognizes the importance of further studies that can complement these findings with primary data through field research.

This research methodology is designed to provide an in-depth understanding of how Yogyakarta City successfully integrated top-down and bottom-up approaches in its stunting reduction program with the hope of providing valuable lessons for other regions facing similar challenges. The methodological approach used allows for a comprehensive exploration of various aspects of the program, from strategic planning to implementation at the community level, as well as an analysis of factors contributing to the success of the program.

RESULTS AND DISCUSSION

Implementation Of Top-Down And Bottom-Up Approach Integration In Yogyakarta City

The implementation of the integration of top-down and bottom-up approaches in handling stunting in Yogyakarta City has shown significant success through a structured coordination mechanism between central policies and local initiatives. This approach is in line with the findings (Suryani et al., 2024) which states that the success of public health programs is highly dependent on the harmonization of central government policies with the capacity and participation of local communities. In Yogyakarta City, the integration mechanism is realized through a governance system that involves various stakeholders, from the city level to the RT/RW level, with TPPS as the main coordinator. The integrated stunting program governance system in Yogyakarta City was built by considering the socio-cultural characteristics of the local community. This is reflected in the programs developed, such as Bimo Kunting and Dapur Balita Sehat which adopt local wisdom values while still referring to national standards for stunting control. According to (Kartinawati, 2022), An approach that combines formal policies with local wisdom has proven to be more effective in producing changes in community behavior, especially in terms of health and nutrition.

TPPS Yogyakarta City acts as a vital coordination bridge between central government policies and implementation at the community level. TPPS not only functions as a program executor, but also as a facilitator that ensures synergy between various stakeholders. Cross-sector coordination involving Puskesmas, Koramil, Polsek, KUA, and other institutions shows the effectiveness of an integrated approach. The success of multi-stakeholder coordination supports the findings (Herni et al., 2024) which emphasizes the importance of cross-sector collaboration in addressing complex public health issues such as stunting. The integrated stunting program governance system in Yogyakarta City implements a comprehensive monitoring and evaluation mechanism. Each program component, both top-down and bottom-up, has measurable performance indicators and a structured reporting system. This allows for real-time monitoring of program effectiveness and adjustment of strategies if necessary. This approach is in line with recommendations (Bakarbesy et al., 2024) about the importance of adaptive monitoring systems in community-based public health programs.

Implementation Of Specific And Sensitive Intervention Programs

The stunting control program in Yogyakarta City applies a dual-track approach through specific and sensitive interventions implemented simultaneously. Specific interventions covering 30% of the total program focus on direct health aspects. The program is coordinated by the health sector through Community Health Centers and other health service networks, with main activities including monitoring toddler growth, providing nutritional supplements, and treating diseases in children and pregnant women. The implementation of specific interventions is carried out through a structured mechanism involving professional health workers and community health cadres. Programs such as providing iron tablets for pregnant women, vitamin A supplementation for toddlers, and routine growth monitoring through Posyandu have shown significant success rates. The effectiveness of specific interventions can be seen from the decrease in stunting prevalence from 11.8% in 2023 to 10.6% in mid-2024. Meanwhile, sensitive interventions covering 70% of the program show a more comprehensive approach by involving various sectors outside of health. The program includes improving environmental sanitation, increasing access to clean water, community nutrition education, and family economic empowerment. The implementation of sensitive interventions involves complex cross-sectoral coordination, but is implemented effectively through an integrated governance system.

Analysis of the effectiveness of intervention division shows that the proportion of 30:70 between specific and sensitive interventions provides optimal results. This proportion allows for comprehensive handling of the factors causing stunting, both direct and indirect. The success of the top-down and bottom-up approaches is reflected in the achievement of the City of Yogyakarta which exceeded the national target in reducing stunting rates. Coordination between the implementation of specific and sensitive interventions is carried out through a routine TPPS meeting mechanism involving all stakeholders. The coordination forum allows for periodic monitoring and evaluation of the program, as well as adjustments to strategies based on findings in the field. An effective coordination system is key to the success of the overall program implementation.

In addition, the intervention program also demonstrated flexibility in dealing with special situations such as the COVID-19 pandemic. Program adaptation was carried out without reducing the effectiveness of achieving targets, as seen in the Healthy Toddler Kitchen initiative which was developed in response to the challenges of the pandemic. This adaptability demonstrates the superiority of an integrated approach that combines strategic direction from the center with local creativity and initiative. The success of the implementation of the intervention program in the city of Yogyakarta cannot be separated from the strong political support and commitment of the local government. This is reflected in the allocation of an adequate budget and the establishment of regulations that support program implementation. This support strengthens the capacity of program implementers in the field and facilitates effective coordination between stakeholders.

The Role Of Multi-Stakeholders In The Stunting Reduction Program

The success of the stunting control program in Yogyakarta City cannot be separated from effective collaboration between stakeholders involving various sectors. According to (Haris, 2023), multi-stakeholder approach in public health programs can increase the effectiveness of interventions by up to 40% compared to programs run separately. In Yogyakarta City, cross-sector collaboration is coordinated by TPPS as a focal point that ensures synergy between various program components. The Stunting Reduction Acceleration Team (TPPS) collaborates intensively with Posyandu Cadres, TP PKK, and TPK in implementing the program at the grassroots level. This collaboration creates a solid network with a clear division of roles. Posyandu Cadres play a role in monitoring the growth and development of toddlers, TP PKK focuses on family education and empowerment, while TPK is responsible for intensive family assistance. The integration of these roles is in line with the findings (Anjaswarni et al., 2022) which emphasizes the importance of clear division of tasks in community-based health programs.

The involvement of formal institutions such as Puskesmas, Koramil, Polsek, and KUA strengthens the implementation of the program through structural and administrative support. Puskesmas act as primary health service centers that provide technical and medical support. Meanwhile, Koramil and Polsek assist in the coordination and mobilization aspects of the community. KUA contributes through premarital assistance programs and reproductive health education. (Januarti et al., 2020) revealed that the involvement of formal institutions in public health programs can increase the legitimacy and acceptability of the program in the eyes of the community. Community participation and the application of local wisdom are key factors in the success of the program. The community does not only play a role as a beneficiary, but also as an active agent of change in program implementation. Local wisdom values are integrated into various aspects of the program, from educational methods to community empowerment approaches. This strengthens the findings (Martha et al., 2020) about the importance of integrating local values into health development programs.

Program Innovation And Implementation At Grassroot Level

The Bimo Kunting (United Integrated to Realize Yogyakarta with Excellent Families and Zero Stunting) program is a superior innovation that combines a modern approach with local wisdom. The program adopts an integrated data-based management system, allowing real-time monitoring of program developments and target conditions. The implementation of Bimo Kunting involves various derivative components such as Lele Cendol, Kampung Sayur, and Gemar Makan Berbahan Protein (Gembrot) which are adjusted to local needs. The Healthy Toddler Kitchen initiative integrated with the Ngluwihi Mbagehi Program demonstrates the program's adaptability in responding to crisis situations. The program was developed as an innovative solution to ensure the sustainability of monitoring toddler growth and development during the COVID-19 pandemic. Through the program, community volunteers are trained to monitor nutrition and provide education to toddler families with strict health protocols.

The adaptation of the program to the COVID-19 pandemic conditions shows the flexibility and resilience of the system that has been built. Programs that were initially designed to be implemented face-to-face were modified into a hybrid or online format without reducing their effectiveness. This innovation is in line with WHO recommendations (2022) on the importance of adapting public health programs in dealing with crisis situations. The implementation of the program at the grassroots level is strengthened by the development of a technology-based monitoring system. The Electronic Ready for Marriage and Pregnancy (ELSIMIL) application integrated with the KUA data collection system allows monitoring and early intervention for prospective brides and pregnant women. The system facilitates coordination between stakeholders and ensures the accuracy of program targets.

These innovative programs not only focus on health aspects, but also consider the socio-economic factors of the community. Economic empowerment through the Kampung Sayur and Lele Cendol programs provides an alternative source of nutritious food while increasing family income. This approach strengthens the sustainability of the program and encourages community independence in overcoming stunting problems. The success of the program implementation at the grassroots level is also supported by an intensive mentoring system. The Family Assistance Team (TPK) spread across 25 priority locations provides direct assistance to target families. The assistance provided not only focuses on health aspects, but also includes comprehensive family empowerment, including aspects of caregiving, sanitation, and family food security. Periodic evaluations of program implementation show a high level of acceptance from the community. This is inseparable from the participatory approach applied from the planning stage to program evaluation. Active community involvement in every stage of the program creates a strong sense of ownership that can encourage program sustainability.

Analysis Of Program Achievements And Impact

Evaluation of the stunting control program in Yogyakarta City shows a consistent downward trend during the 2020-2024 period. Based on data from the Indonesian Nutritional Status Survey (SSGI), the prevalence of stunting in Yogyakarta City has decreased significantly from 13.8% in 2022 to 11.8% in 2023, and continued to decline to 10.6% in mid-2024. This decline is in line with the findings (Latifah, 2024) which identified a positive correlation between an integrated approach and the effectiveness of the stunting reduction program. The achievement of the RPJMN target and national standards showed success that exceeded expectations. The city of Yogyakarta succeeded in achieving a stunting prevalence rate below the national target of 14% set in the 2020-2024 RPJMN. This success was validated through an assessment of the performance of districts/cities in implementing 8 convergence actions for stunting reduction interventions, the city of Yogyakarta received a score of 193.6 with a very good predicate. According to (Khasanah et al., 2023), This achievement places the City of Yogyakarta as a pilot model in implementing an integrated stunting program at the national level.

Supporting factors for the success of the program can be identified in several key aspects. First, strong political commitment from local governments reflected in budget allocations and supportive policies. Second, an effective multi-stakeholder coordination system through TPPS. Third, a data-based approach in program planning and evaluation. Fourth, active community participation in program implementation. Rahman and Sutanto (2023) emphasized that the combination of these factors is the main prerequisite for the success of community-based public health programs.

Learning And Sustainability Models

Best practices of integrated approaches in the stunting control program in Yogyakarta City provide valuable lessons for the development of similar programs in other regions. The success of the program shows the importance of combining formal policies (top-down) with community-based initiatives (bottom-up) in creating effective and sustainable interventions. The governance system that integrates various stakeholders through TPPS has proven effective in coordinating the implementation of the program as a whole. The main challenges faced in implementing the program include the complexity of coordination between stakeholders, limited human resources at the field level, and program adaptation to crisis situations such as the COVID-19 pandemic. The solution strategies implemented include the development of an integrated information system, strengthening the capacity of cadres through continuous training, and program innovation that is adaptive to changing situations. (Saputri, 2020) emphasized that adaptability and innovation are the keys to the sustainability of health development programs in the era of disruption.

Based on the implementation experience in Yogyakarta City, several recommendations can be formulated for the development of similar models in other regions. First, the importance of building strong political commitment and policy support from local governments. Second, the development of an effective multi-stakeholder coordination system with clear division of roles and responsibilities. Third, strengthening the capacity of program implementers at the field level through ongoing training. Fourth, the development of an integrated data-based monitoring and evaluation system. The program sustainability model needs to consider institutional, funding, and capacity development aspects. Strong institutions through TPPS need to be supported by a sustainable funding system and a planned capacity development program. Integration of the stunting program with other health development programs can strengthen the efficiency and effectiveness of the overall intervention.

Learning from program implementation also shows the importance of a contextual and adaptive approach. Each region has different characteristics and challenges, so the model developed must be able to be adjusted to local conditions. However, basic principles such as the integration of top-down and bottom-up approaches, multi-stakeholder coordination, and community participation remain the main foundations of program success. The sustainability of the program is also determined by the ability to build community awareness and capacity. Programs such as Dapur Balita Sehat and Bimo Kunting do not only focus on direct interventions, but also on empowering communities to become agents of change. This approach creates a sustainable long-term impact through behavioral change and increasing community capacity in overcoming stunting problems. Periodic evaluation and continuous learning are key to program improvement. An integrated monitoring and evaluation system allows for rapid identification of challenges and opportunities for program improvement. Documentation of learning and good practices is also important to facilitate program replication in other areas while still considering local adjustments.

CONCLUSION

The implementation of the integration of top-down and bottom-up approaches in handling stunting in the city of Yogyakarta has shown significant success through a decrease

in the prevalence of stunting from 13.8% in 2022 to 10.6% in mid-2024. This success was achieved through an integrated governance system involving various stakeholders with TPPS as the main coordinator ensuring synergy between central government policies and local initiatives. The proportional division of program interventions between specific (30%) and sensitive (70%) interventions has proven effective in addressing stunting problems comprehensively. Multi-stakeholder collaboration involving TPPS, Posyandu cadres, TP PKK, and TPK, as well as support from formal institutions such as Puskesmas, Koramil, Polsek, and KUA are the keys to the success of program implementation. Program innovations such as Bimo Kunting and Dapur Balita Sehat which integrate local wisdom values with a modern approach demonstrate the program's adaptability in responding to community needs and crisis situations such as the COVID-19 pandemic. The stunting management model in Yogyakarta City can be a reference for other regions in developing similar programs while still paying attention to the local characteristics of each region.

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