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Strengthening the National Integration Model: From a Stunting Programme to an Integrated Welfare System

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A R T I C L E I N F O

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A B S T R A K

Stunting reduction in Indonesia has shifted towards a multisectoral approach, yet related services, data, and programmes still tend to operate separately. This article proposes a conceptual model for strengthening national integration that positions stunting not merely as a child health problem but as an integrated indicator of family welfare quality. The study applies a conceptual-normative approach based on a review of legislation and official data, synthesised into a model design. The resulting Integrated Welfare System has five components: (1) SIPASIENT, a single service account with tiered access rights; (2) a stunting early warning module that alerts authorised officers rather than issuing automated diagnoses; (3) integration of social assistance, land, and food security data; (4) the Human Service Hologram as a service interface; and (5) an integrated complaint system and digital legal service that safeguards due process of law. The model includes evaluation indicators, six novelty components, and a 2026–2045 roadmap. The idea of abolishing taxes is framed as a fiscal reform hypothesis to be tested through empirical audit rather than an automatic consequence of digitalisation. The model remains a design and requires empirical validation

INTRODUCTION

Stunting can't be tackled just through nutrition interventions alone. Handling it requires a multisectoral approach that includes health, food, sanitation, education, social protection, as well as family environment and economic conditions (Presidential Regulation No. 72/2021). Speeding up the reduction of stunting also demands convergence of programs and activities from the central government, local governments, village governments, and other stakeholders so that interventions for target families can be delivered in an integrated way (Presidential Regulation No. 72/2021).

The national legal framework has been moving in that direction. Presidential Regulation No. 72/2021 states that accelerating the reduction of stunting should be carried out in a holistic, integrative, and high-quality manner through coordination, synergy, and synchronization between ministries/agencies, regional governments, village governments, and stakeholders. In terms of results, the 2024 Indonesian Nutrition Status Survey (SSGI) recorded a national stunting prevalence of 19.8%, down from 21.5% in 2023 (Ministry of Health of Indonesia, 2025). This decrease shows progress, but the numbers still call for ongoing interventions, and tackling it requires cross-sector cooperation, not just one ministry.

The issue of stunting is also closely linked to poverty. The Central Statistics Agency (BPS, 2025) noted that in March 2025 there were 23.85 million poor people, or 8.47% of the population. Because of that, integrating nutrition interventions with social protection becomes relevant, and stunting needs to be considered together with the condition of pregnant women, child health, food, poverty, sanitation, clean water, education, social assistance, and the family environment.

The idea presented in this article is to view stunting not just as a child health issue, but as an integrated indicator of family welfare quality. The handling system can be developed from separate program approaches into an Integrated Welfare System, which is a system that connects health, nutrition, education, social protection, family economic conditions, sanitation, food, and public services data in an integrated way and can be monitored digitally.

Based on this background, this article addresses the question: how can we design a national integration model that links stunting intervention with healthcare services, social assistance, food, land, complaints, legal matters, and budgeting, while still protecting personal data, legal authority, and constitutional rights? The goal is to formulate a conceptual model along with its legal boundaries, evaluation indicators, novel components, and implementation roadmap. It should be emphasized that SIPASIENT is proposed as a research model, not as the name of an existing government system.

IMPLEMENTATION AND METHODS

This research is conceptual in nature with a normative-policy approach. The study materials are secondary data, namely (a) relevant laws and regulations, including Presidential Regulation No. 72/2021, Law No. 27/2022 on Personal Data Protection, Ministry of Health Regulation No. 24/2022 on Medical Records, Law No. 17/2023 on Health, Supreme Court Regulation No. 1/2019 as amended

by Supreme Court Regulation No. 7/2022, Law No. 20/2025 on the Criminal Procedure Code, and the 1945 Constitution; and (b) official statistical data, namely SSGI 2024 and the poverty profile from the Central Statistics Agency in March 2025, along with references from the Single Social-Economic Data (DTSEN).

The analysis was carried out in three stages. The first stage identified the legal framework and official data that form the basis for cross-sector integration. The second stage synthesized these concepts into model components and their workflow. The third stage formulated legal boundaries, evaluation indicators, novel components, and a roadmap. This study did not empirically test the model; baseline numbers and targets for the evaluation indicators need to be filled in based on an empirical audit in follow-up research.

RESULTS AND DISCUSSION

Stunting as an Integrated Indicator of Family Well-Being

The proposed model doesn't see stunting as just a health problem. Stunting is considered alongside the condition of pregnant mothers, child health, food, poverty, sanitation, clean water, education, social assistance, and family environment. In this way, stunting rates act as an indicator of the overall well-being of families, so interventions can't just be handled by one sector.

Conceptual Architecture of the Integrated Welfare System

Figure 1 shows the conceptual architecture of the model. The Nutrition Acceleration Movement serves as an umbrella for three pathways: nutrition (stunting), health (SIPASIENT), and social (social assistance). These three pathways converge into integrated data, which is then connected with data on food, land, and law. Everything is displayed on the national dashboard and can be accessed by the public through the Human Service Hologram.

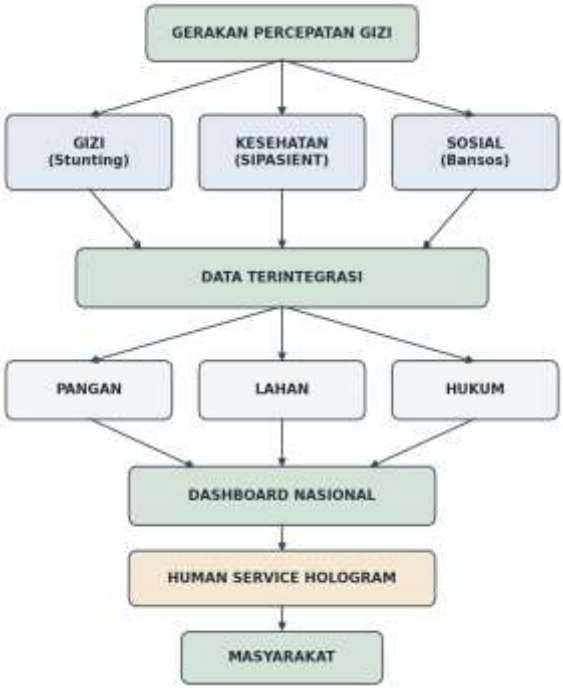

Figure 1. Conceptual architecture of the Integrated Welfare System

SIPASIENT as a Single Service Account

The SIPASIENT concept is that every citizen has a single digital service identity that can be used to access various services according to their authority. The usage flow is as follows.

NIK/identitas → SIPASIENT → kesehatan → gizi → bansos → pendidikan → pengaduan → layanan administrasi

The underlying principle is to provide valid data just once, so the government shouldn't ask citizens to repeat the same data without a clear legal or administrative reason. However, the one-account principle doesn't mean all agencies can access all of someone's data. Health data and children's data are specific personal data that must be protected (Law No. 27/2022). Access rights are therefore tiered according to each agency's authority.

Fast Health Services and Early Warning System for Stunting

The proposed healthcare service model follows the following flow, with medical record keeping subject to Ministry of Health Regulation No. 24/2022 and Law No. 17/2023..

digital registration → identification → triage → doctor → diagnostic examination as indicated → diagnosis → therapy → referral if needed → medical record → monitoring

Technology shouldn't turn into a mandatory check that isn't really needed. This model doesn't assume that every patient has to go through the same imaging tests. The principle is that each patient gets the right diagnostic tests based on medical indications, as quickly as possible, and using technology that's safe for the patient.

On the nutrition level, SIPASIENT can have a SIPASIENT-GIZI module that structuredly records age, weight, height/length, nutritional status, immunizations, medical history, food intake, mother's condition, anemia, access to clean water, sanitation, social assistance status, and intervention outcomes. The system sends alerts to the authorized staff, not automatic diagnoses (Figure 2).

Figure 2. Flow of the Stunting Early Warning System

Integration of Social Assistance, Land, and Food Security

Poverty data is used to help determine the need for intervention, but it should not be the only indicator. By utilizing references such as DTSEN (Ministry of Social Affairs of the Republic of Indonesia, t.t.), the dashboard can safely connect

vulnerable families, at-risk children, health conditions, assistance status, and food needs. The ultimate goal is not just to state that assistance has been provided, but to assess whether the family's condition after receiving intervention has really improved.

Land data can be used as supporting information for local food planning. The information chain is as follows.

Legally Available Land → Use → Production → Food Needs → Nutritionally Vulnerable Areas

This concept doesn't mean the government is taking people's land. What's being proposed is digital mapping of land and food potential to help with planning.

Human Service Hologram as a Service Interface

The Human Service Hologram is designed as a physical-digital service point (Figure 3). This device can help with (a) registration; (b) identity verification; (c) service search; (d) general health information; (e) social program information; (f) queue numbers; (g) complaint status; (h) document status; (i) check-up schedules; and (j) navigation to service units. The hologram does not replace doctors, judges, prosecutors, police officers, social workers, or administrative officials in making decisions that, by law, must be made by authorized humans.

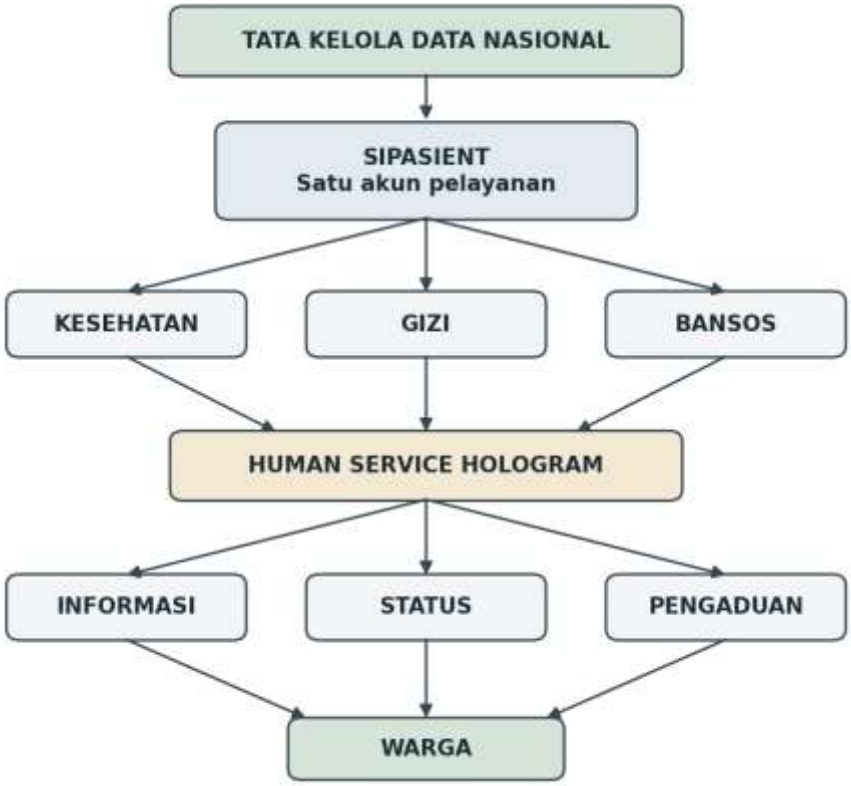

Figure 3. SIPASIENT and Human Service Hologram In National Data Management

Integrated Complaint System and Digital Legal Services

Through the integrated complaint system, people get a clear idea of the handling process as follows.

Ticket Number → Complaint Date → Receiving Agency → Handling Unit → Status → Request For Evidence → Result → Follow-Up

For health complaints, the system routes them based on authority, so not all reports are automatically sent to one institution. Complaints are verified, classified into medical, administrative, ethical/disciplinary, civil, or criminal cases, and then forwarded to the authorized unit (Figure 4).

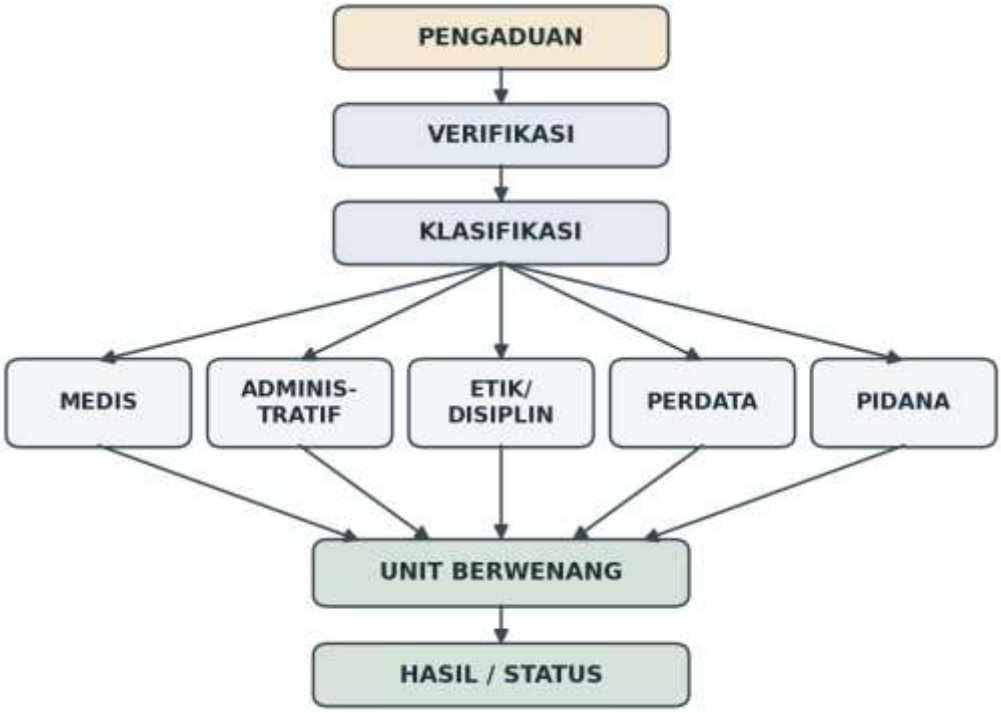

Figure 4. Integrated Complaint Flow based on Authority Classification

In legal services, complainants don't have to keep coming back just to check the status if that information can legally be provided electronically. The system can show the stages of reporting, investigation, referral, prosecution, trial, and verdict. For court cases, electronic administration and trials already have a legal basis through PERMA No. 1/2019 as amended by PERMA No. 7/2022. Digitization still needs to protect the rights of suspects, defendants, victims, witnesses, as well as the confidentiality, integrity of evidence, and due process of law, in line with strengthening the rights of the parties under Law No. 20/2025.

Budget, Institutional, and Fiscal Hypothesis Reform

Budget. Every government program should ideally have a digital connection between the budget, activities, beneficiaries, outputs, and outcomes. This way, the public can distinguish budgets that actually deliver services from those that just generate paperwork. The proposed evaluation indicators are shown in Table 1. The

numbers before and after digitalization should be filled in based on empirical audits, not assumptions.

Table 1. Indicators for evaluating service digitalization

Indicator	Before digitization	After digitization
Data input repetition	Baseline	Down target
Hours of service	Baseline	Down target
Administrative visit	Baseline	Down target
Database duplication	Baseline	Down target
Data errors	Baseline	Down target
Accuracy of social assistance targets	Baseline	Target up
Speed of complaint handling	Baseline	Target up
Health outcomes	Baseline	Target up

Institutions. Digitalization can serve as a tool to evaluate institutions. Each institution can be assessed based on the chain of legal mandates, functions, costs, outputs, outcomes, and benefits to society. If there are overlapping functions, the government can simplify them according to legal mechanisms. However, digitalization by itself does not eliminate the MPR, DPR, DPD, DPRD, governors, regents, or mayors. Changes like that involve the state structure and must follow the 1945 Constitution and existing laws and regulations.

Fiscal. The idea of abolishing taxes needs to be considered as a hypothesis for fiscal reform, not as an automatic consequence of digitalization. The research model is as follows.

Digitalization → Administrative Efficiency → Reduction of Duplication → Reduction of Transaction Costs → Prevention of Leakage → Budget Audit → Calculation of National/Regional Budget Needs → Evaluation Of Revenue Structure → Tax Reform If Fiscally Possible And Enacted Through Law

With this formulation, the study can test the question: can a country that becomes more digitally efficient reduce the administrative burden and transaction costs for people without lowering the quality of public services? This question can be tested more scientifically than simply stating that all taxes can be abolished.

Research Novelty

The novelty of the research is outlined in six components summarized in Table 2.

Table 2. Components of Research Novelty

Code	Components	Description
N1	*Integrated Human Welfare Digital Architecture*	Integration of nutrition, health, social assistance, food, land, law, statistics, and budget.
N2	SIPASIENT	One service account with different access rights.
N3	*Human Service Hologram*	Hologram as a community service interface.
N4	*Outcome-Based Government*	The government is judged based on benefits and results.
N5	*Digital Legal Governance*	The status of complaints and legal proceedings can be traced according to legal access limits.
N6	*Fiscal Efficiency Reform*	Digitalization is used to measure efficiency before formulating fiscal changes.

Indonesia Roadmap 2026–2045

The model is rolled out in four phases (Table 3). How well each phase does isn't judged by how many apps there are, but by faster services, lower costs for the public, more accurate data, more targeted help, better health, and a more transparent budget.

Implementation roadmap 2026–2045

Phase	Period of project	Focus
Foundation	2026–2028	Integration of identity, SIPASIENT, medical records, nutrition dashboards, social assistance, and complaints.
Interoperability	2029–2032	Interoperability of health, nutrition, social assistance, education, food, land, law, and budget data.
Predictive Government	2033–2037	Artificial intelligence helps detect the risk of stunting, poverty, service needs, and inequality; the final decision remains with the authorized human.
Outcome-Based Digital State	2038–2045	A digital country based on results: faster services, lower community costs, more accurate data, more targeted assistance, better health, and more transparent budgets.

Limitations and Future Research Agenda

This article has a few limitations. First, the model is still a conceptual design; SIPASIENT and the Human Service Hologram are research constructs and haven't been tested in the field. Second, the baseline and target numbers in Table 1 need to be filled in through empirical audits. Third, the hypothesis on fiscal reform requires fiscal modeling and legitimate legal processes, and institutional changes need a separate study on state administration. Further research is aimed at testing these components empirically.

CONCLUSION AND RECOMENDATION

Indonesia already has a policy foundation that allows for a cross-sector approach to stunting. Presidential Regulation No. 72/2021 explicitly places the acceleration of stunting reduction within a holistic and integrative framework. The 2024 SSGI shows progress with a decrease in prevalence from 21.5% to 19.8%, but these numbers still indicate the need for ongoing interventions (Ministry of Health of the Republic of Indonesia, 2025).This research offers a transformation from separate programs into an integrated public service ecosystem, based on the principles: one valid data, one service account, multiple benefits, one audit trail, and no unnecessary bureaucratic repetition. Digitalization isn't the end goal. The ultimate goal is for people to get faster, more accurate, safe, transparent, and measurable services, while constitutional rights, privacy, due process, and legal authority are still protected.

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