

Collaborative Governance in Overcoming Stunting in Bantaeng Regency

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Abstract

Stunting is included in one of the SDGs agenda, which must be addressed immediately because it affects future human resources quality. This study aims to analyze the collaboration carried out by the Government of Bantaeng Regency in accelerating the reduction in the stunting prevalence rate. The research method used is qualitative with a case study type. Observation, interviews, documentation, and media reviews carried out data collection techniques. The data analysis techniques are data reduction, data presentation, and concluding. The data obtained were analyzed using Nvivo 12 plus software. The study results show that the principled form of involvement in stunting prevention collaboration in Bantaeng Regency is carried out by forming a discussion room to identify problems so that stakeholders have a good understanding of stunting and there is no individual interest in the collaboration that is carried out. The obstacles experienced in tackling stunting in Bantaeng Regency are that it needs to be more transparent and resources are still limited, so the role of the private sector and academics is needed.

Keywords: *Collaborative Governance; Stunting; SDGs.*



A. INTRODUCTION

Stunting is a major global public health problem and is still a challenge worldwide. Stunting has both short and long-term impacts. The short-term impact is disruption of brain and cognitive development, disruption of physical growth, and disruption of metabolism in the body. While the long-term impact is a decrease in learning achievement and cognitive abilities, having low body resistance results in susceptibility to disease, high risk of obesity, high diabetes, heart and blood vessel dysfunction, stroke, cancer, and disability in the old phase. It is feared that this nation will only be able to compete with other countries in facing global challenges if stunting can be overcome (Al Jawaldeh et al., 2020:2; Farianingsih, 2020:15; Putri et al., 2019:491; Tamir dkk., 2022:1; Thamrin et al., 2021:153-154; Thurstans et al., 2022:1).

Globally, 144 million children suffer from stunting (WHO, 2020). Knowing the long-term impact of stunting, which must be addressed immediately, is included in one of the Sustainable Development Goals (SDGs) agendas for the second goal: "End hunger, achieve food security and improve nutrition, and promote sustainable agriculture". One of the targets of the SDGs program is to reduce the prevalence of stunting and wasting in children under five and end all forms of malnutrition by 2030 (Gerhard, 2021:5; Indriyastuti & Kartono, 2022:60; *Sustainable Development Goals*, 2022).

Data from the World Health Organization (WHO) reveal that Indonesia is included in the category of countries with the highest prevalence of stunting under five in the Southeast Asia region (Indriyastuti & Kartono, 2022:61; Mirayanti et al.,

2022:91; Putu et al., 2022:14). Meanwhile, according to the results of the Indonesian Nutrition Status Study (SSGI) of the Ministry of Health, the prevalence of stunted babies in Indonesia in 2021 is 24%. This means that almost a quarter of Indonesian toddlers experienced stunting in the previous year (Bayu, 2022).

Through Presidential Regulation Number 72 of 2021, the Government of Indonesia is trying to accelerate the reduction of stunting with a target of 14% in 2024. This regulation explains that accelerating stunting decline is carried out in an integrated, holistic and quality manner through organizing, synchronizing and synergizing between institutions, provincial government, district/city regional government, village government, and so on.

One strategy that can be used in implementing the SDGs while addressing these challenges is multi-governance, where all actors in society must be involved in the implementation process (Cheng, 2020:502; Gerhard, 2021:5).

The involvement of many stakeholders, such as the government, private sector, community, academics, media, community organizations, etc, determines the success of implementing a program. This is known as collaborative governance, one of the most popular approaches used in solving public problems closely related to inadequate public policy infrastructure. (Candarmaweni & Rahayu, 2020:2; Halim, 2018:258).

According to Ansell & Gash, (2007:544) collaborative governance regulates many public institutions that involve actors outside the government in making official, wise decisions, producing collective agreements that aim to produce public policies and regulate public programs.

To achieve the target in 2024, local governments are intensively implementing various strategies and innovations to reduce the prevalence of stunting in their respective regions. However, most local governments have failed to implement stunting suppression strategies. This is proven based on the results of previous studies.

Candarmaweni & Rahayu, (2020:1) conducted research related to Collaborative Governance to achieve SDGs social development. The study results show that collaborative governance implemented by Pandeglang Regency in the context of preventing stunting has been implemented according to central government regulations. However, the management still needs to improve due to several problems in its implementation. It has also yet to be able to demonstrate program sustainability and has yet to produce a significant impact.

In line with Candarmaweni & Rahayu, (2020:1). Indriyastuti & Kartono, (2022, hal. 60) also researched the implementation of the SDGs program in handling stunting in Indonesia. Shows that the Government of Indonesia needs to be able to properly manage health-related problems, including the lack of available medical devices and the inefficient regulations related to Sustainable Development Goals (SDGs).

While Oktarina et al., (2022:12), conducted research on community empowerment-based stunting management innovations, showing that Ara Village had carried out mechanisms and procedures for handling stunting according to the

Pidie Regent Regulations by implementing several innovations, but these innovations have not been able to produce results because of a lack of knowledge, low human resources, weak support from the village government, wrong perceptions about healthy and clean lifestyles and poor environmental conditions.

The three results of this study indicate that the prevention of stunting cannot be appropriately implemented in several regions even though it has involved multiple actors. For this reason, more attention is needed from each party in carrying out the dynamics of collaborative governance because there are still some obstacles in its application. The results of research conducted by Saufi, (2021:80) show that there are still gaps in the dynamics of collaborative governance in tackling stunting in East Java Province; namely, the government's role is still dominant and slow in transforming policies that have been planned for regional actions, agreements institutions are limited to shared commitments, weak legal rules regarding stakeholders, leadership in collaboration that is centralized in decision making and weak in accommodating external support resources.

The same findings are shown from the results of research conducted by Bintari & Soleh, (2022:138) which stated that the collaboration carried out between stakeholders in Community-Based Integrated Child Protection (PATBM) during the Covid-19 pandemic in Indonesia has fulfilled the dynamics component collaboration by Emerson. However, there are still problems in its implementation, namely the absence of assistance, supervision, as well as motivation and joint action carried out by all stakeholders during the co-19 pandemic. The two research results above show that there is still a gap in the dynamics of collaborative governance in a program. What should be expected from implementing the dynamics of collaborative governance is an increase in the program quality and experience of good development.

As the results of research conducted by Rahmawati & Dewi, (2018:203), which put forward the dynamics of collaborative governance in response to HIV & AIDS carried out by KPA, OPD, NGOs, and WPA have experienced an increase in quality and development towards a better condition. This can be seen from the absence of dominating roles, actors committing to achieving common goals, building mutual trust, having clear rules and boundaries, etc.

The dynamics of collaborative governance are changes that occur when collaboration can affect all actors and their environment. Emerson et al., (2012:6) formulated the concept of collaborative governance dynamics: principled engagement, shared motivation, and capacity to act together. This research uses this concept to discover collaborative governance dynamics in tackling stunting in Bantaeng Regency.

The Regional Government of Bantaeng Regency has successfully reduced the stunting rate in Bantaeng Regency. Based on regional health research data in 2018, Bantaeng Regency is included in the lowest stunting area by 21% (BPS, 2019).

This achievement is a form of implementation of Bantaeng Regent Regulation Number 71 of 2019 concerning the Convergence of the Stunting Acceleration Program. One of the supporting factors in accelerating the handling of stunting in Bantaeng

Regency is the application of collaborative governance in making regulations/policies to create supporting public service innovations.

Several health service innovations that were born in the context of tackling stunting in Bantaeng Regency are Saskia Flag (One Flag One Target MCH), Community Health Center Blood Terminal, Delivery Facility Pick-up and Delivery, PSC (Public Safety Center) 199, Complete Basic Immunization Certificate (IDL), Exclusive ASI Certificate, Health Cadres (Nutrition, MCH, Kesling) etc.

The Bantaeng Regency Government also built the UPTD Building for the Integrated Nutrition Management Center to control and become a centre for tackling undernutrition, overnutrition, stunting, and obesity in Bantaeng Regency. The UPTD is under the auspices of the Bantaeng District Health Office, which integrates 10 Regional Apparatus Organizations within it. Each OPD has representatives according to their potential in tackling stunting.

The sectors involved in tackling stunting in Bantaeng Regency come from the government, community organizations and the private sector. Government agencies involved include the Bantaeng District Health Office, Population and Family Disaster Control Service, Regional Development Planning Agency, Education Office, Food Security Service, PMD, PP and PA Service, Fisheries and Maritime Service, Social Service, Public Works Service, Population and Civil Registry Service, Office Housing, Areas, Settlements, and Defence.

The non-governmental organizations involved are TP PKK (Family Empowerment and Welfare Mobilization Team), Bantaeng Regency Muhammadiyah Regional Board, Bantaeng Regency Aisyiyah Regional Executive, Bantaeng Regency Nahdatul Ulama Regional Executive, Bantaeng Regency Indonesian Ulema Council. Meanwhile, the private sector involved, namely PT. Huadi Nickel Alloy, Bantaeng Regency.

Most of the Bantaeng Regency OPD were involved to find out the development of the situation in Bantaeng Regency and the needs in the field. The Health Office, as the main actor in the implementation of stunting prevention, acts as a facilitator and coordinator in working with other SKPDs at the district level. UPTD Integrated Nutrition Management as a monitor and controller for the handling of stunting in Bantaeng Regency. The Food Security Agency plays a role in ensuring sufficient food availability. The Office of Education organizes adolescent reproductive health counselling at the secondary and equivalent education levels. The Public Works Department plays a role in fulfilling the basic needs of daily drinking water and providing domestic wastewater treatment. The Department of Population Control and Family Planning plays a role in increasing the promotion of caring for 1000 HPK. The Office of Social Affairs provides integrated data on social welfare so that the program runs on target. The Department of Housing, Residential Areas and Defense provides decent housing for poor families. The Department of Fisheries and Maritime Affairs ensures sufficient fish production and invites the target group to like eating fish to provide adequate nutrition for each individual.

Meanwhile, the role of community organizations such as TP PKK is to assist the community directly in the field to ensure that the community understands stunting and adopts a healthy lifestyle. Meanwhile, private parties such as PT. Huadi plays a role in the form of providing grants to support program implementation.

The collaborative governance process in tackling stunting in Bantaeng Regency is carried out by forming a team for the Acceleration of Stunting Reduction in Bantaeng Regency, which involves various parties from government and non-government. The team formation was carried out so that the collaboration process could be well organized because the tasks and functions were more transparent and regulated in Bantaeng Regent Decree No. 50 Year 2022.

The prevalence of stunting in Bantaeng Regency in 2020-2022 As expected, the implementation of collaborative governance can help reduce the prevalence rate of stunting in Bantaeng Regency every year, but the facts on the ground show something different. The following describes the graph of the prevalence of stunting in Bantaeng Regency in the last three years:

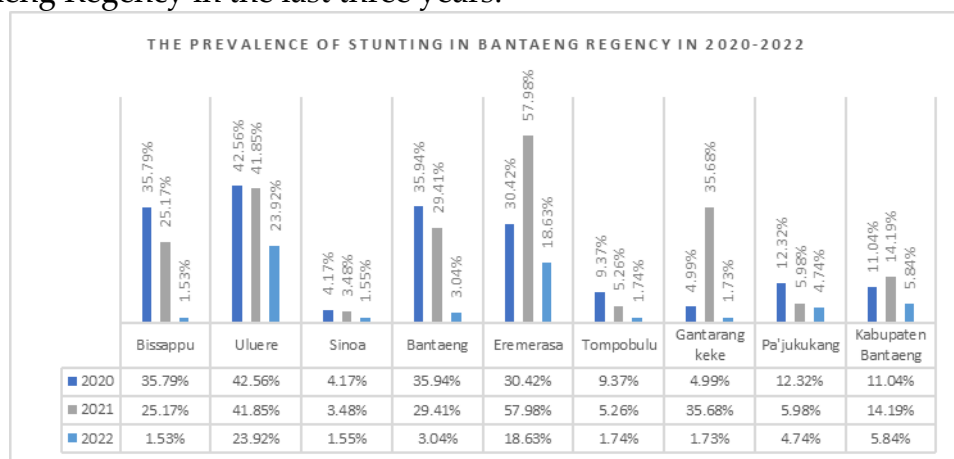


Figure 1. The prevalence of stunting in Bantaeng Regency in 2020-2022

Source: Community Based Nutrition Recording and Reporting Application (e-PPGBM), (2022)

The graph above shows that the stunting rate in Bantaeng Regency over the past three years has remained stable. It can be seen that there has been an increase in the prevalence of stunting from 11.04% in 2020 to 14.19% in 2021, but it has decreased again to 5.84% in 2022. Even though this figure is relatively low and below the national and provincial rates, the stunting rate in Bantaeng Regency differs yearly.

B. METHODS

This research was conducted in Bantaeng Regency, which lasted for two months. The location focus was chosen based on the low stunting prevalence rate in Bantaeng Regency. This study uses a qualitative research method with a case study type. This is based on the research objective of obtaining a factual description of stunting prevention in Bantaeng Regency. The type of research that is suitable is qualitative because it can narrate the data into words and sentences according to the facts on the ground.

This study's participants amounted to 11 people from government agencies and non-government organizations. This informant determination technique uses a purposive sampling technique to obtain representative data. Data is collected through observation, interviews, documentation, and media review. Data validation was carried out by source, technical, and time triangulation. Furthermore, it was analyzed through data reduction, data presentation, and conclusion and assisted with Nvivo 12 plus software.

C. RESULTS AND DISCUSSIONS

The study results show that the collaboration process carried out in tackling stunting in Bantaeng Regency runs cross-sectoral, involving three sectors, namely government, private and non-governmental organizations. To facilitate the implementation of the collaboration, they formed the Team for the Acceleration of Stunting Management in Bantaeng Regency. The following explains one of the collaborative governance processes in overcoming stunting in Bantaeng Regency, namely Principled Engagement.

Emerson et al., (2012:14) argued for principled engagement as a way for stakeholders to work together across institutional boundaries to achieve common goals. This is the starting point for dynamic collaboration involving different actors according to individual values, interests and attitudes, as well as the mission and mandate of the organization they represent. Elements that include principled involvement are: discovery, definition, deliberation (consideration), and determination.

The study results show that the stunting prevention collaboration in Bantaeng Regency has carried out principled involvement. This can be seen from the fulfilment of the discovery sub-indicators, namely, the stakeholders involved do not have individual interests in the collaboration process that is carried out but are bound by the rules and demands of their respective duties and responsibilities. Namely, by supporting and implementing government policies, they can explain the level of public knowledge about stunting.

The following shows a visualization of the results of the interviews, which were processed using the data analysis software Nvivo 12 plus:

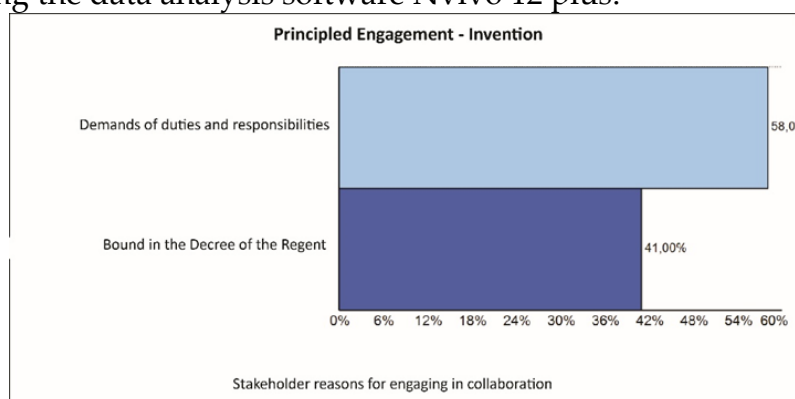


Figure 2. Crosstab Query - Reasons for Stakeholders Involved in Collaboration

Source: Processed with NVivo 12 plus software (2023)

The picture above is an analysis of the results of interviews using the crosstab feature in the nvivo 12 plus software. Some of the reasons stakeholders want to be involved in collaboration are because of the demands of duties and responsibilities and are bound by the Decree of the Bantaeng Regent. The answer with a high percentage is the demand for duties and responsibilities of 58%; this result was obtained from informants from the health office, the Women's Empowerment and Child Protection Service, the Population Control and Family Planning Service, and the Fisheries and Maritime Service. Several other informants answered because they were bound by the Regent's Decree, which had a percentage of 41%. This result is also relevant to the results of interviews with several informants who revealed their reasons for being involved in the collaboration because they were bound by regulations, namely the Decree of the Bantaeng Regent No. 50 concerning the Formation of a Team to Accelerate the Reduction of Stunting and Bantaeng Regent Regulation number 71 of 2019 concerning the convergence of programs to accelerate stunting prevention.

Meanwhile, the definition sub-indicator shows the stakeholders involved in clarifications in discussion forums, which are held almost every month because they not only focus on direct discussions but also carry them out through digital media. One of the discussions explained the existing conditions in the field regarding problems that arise in the community related to stunting.

Based on the research results show that some of the problems in the community related to stunting are that there is a wrong perception in the community regarding the condition of stunting, which means that stunting occurs due to heredity. The rise of hoaxes in the community also makes it challenging to implement stunting prevention because the community is not consistent with their attitude in tackling stunting; one example is taking blood supplement tablets for pregnant women. Another problem is the economic condition of the family that cannot meet the needs of 4 healthy 5 perfect foods, then the unhealthy lifestyle of the community, parenting patterns, and the need for more public knowledge about the adequacy of nutrition in the body.

The sub-indicator Considerations show that the collaboration on stunting in Bantaeng Regency often holds discussions that run peacefully according to the applicable procedures and the freedom of all parties to express opinions so that existing problems can be resolved immediately. Based on the results of the interviews, they explained the collaboration process for tackling stunting in Bantaeng Regency by carrying out eight stunting convergence actions each year. Each stage of the action carried out held a meeting with stakeholders.

Meanwhile, the determination sub-indicator shows that decision-making in the collaborative implementation of stunting prevention in Bantaeng Regency runs on the principle of deliberation so that no one party protests against the decisions made.

The following shows a visualization of the results of the interviews, which were processed using the data analysis software Nvivo 12 Plus:

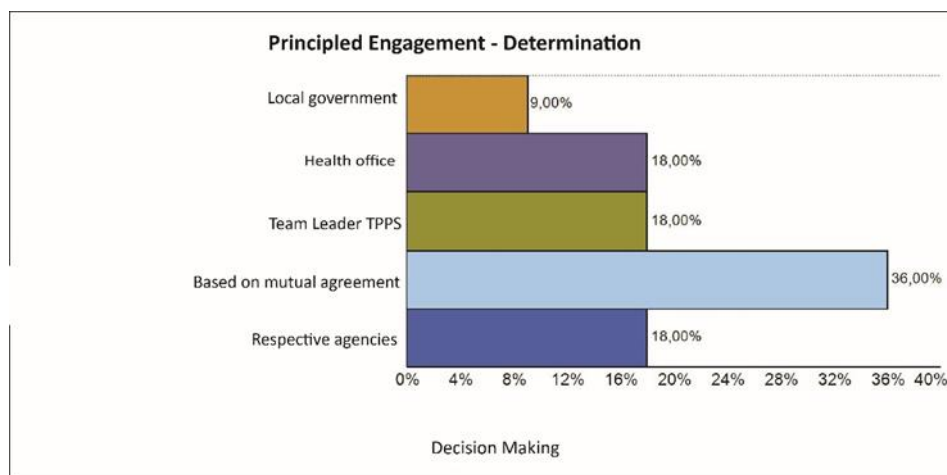


Figure 3. Crosstab Query-Decision Making Process

Source: Processed with NVivo 12 plus software (2023)

The picture above explains that most of the informants answered that decisions were made based on deliberations. At the same time, there were also informants who said that the heads of TPPS, the Health Service, their respective agencies, and the local government made the decisions. However, decision-making in collaboration is carried out based on deliberation.

Based on the explanation above, it can be concluded that the process of moral involvement in collaborative stunting prevention in Bantaeng Regency is carried out by disclosing the interests of each stakeholder, then defining where stakeholders can understand the condition of stunting in Bantaeng Regency, then carrying out joint discussion forums, and making decisions based on discussion.

D. CONCLUSIONS

Based on the presentation of the results of the research and discussion that has been stated above, it can be concluded: The process of moral involvement among stakeholders collaborating in tackling stunting in Bantaeng Regency is carried out by opening a joint discussion room to identify existing problems in the community so that they have a level of understanding good knowledge regarding stunting so that they can carry out their duties according to the procedure. And there is no individual interest in the collaboration that is carried out.

Based on the research that has been carried out on collaborative governance in tackling stunting, the authors provide suggestions: 1) It is necessary to fulfil the quality and capacity of human resources, budget adequacy and facilities and infrastructure in implementing stunting prevention programs in Bantaeng Regency. 2) Increasing the involvement of non-government stakeholders to achieve the goal of collaboration, namely reducing the stunting rate in Bantaeng Regency. 3) Transparency is carried out by all stakeholders when implementing stunting prevention programs to increase mutual trust among stakeholders.

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