

Collaborative Governance In Handling Stunting Problems At Bandung City

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Abstract. The study of short toddlers or stunting is a crucial problem in Indonesia. The incidence of short toddlers or what is called stunting is a nutritional problem experienced by toddlers in the world today, especially in developing countries like Indonesia. Can be said that stunting is a chronic problem that occurs from pregnancy until the child is two years old, where the child's height is shorter than the height of children his age. In implementing the acceleration of stunting reduction in the city of Bandung, specific interventions and sensitive interventions are needed which are implemented in a holistic, integrative and quality manner through coordination, synergy and synchronization. This requires a Collaborative Governance strategy. This collaboration was carried out by forming a Task Force for the Acceleration of Stunting Reduction at the Bandung City Level. The method used in preparing this article is a descriptive method with a qualitative approach, with data collection techniques using literature/library studies and documentation studies. From the results of the preparation of this article, it can be concluded that collaborative governance in handling stunting in the city of Bandung is already running well. This can be seen from the enthusiasm of the residents in wanting to come to the posyandu, and in the period of one year 2021-2022 the prevalence of stunting in the city of Bandung has decreased by 7%, which was originally 26.4%, has fallen to 19.4% and in 2023 it is targeted to be 14%.

Keywords: Collaborative Governance, Stunting, Toddler, Malnutrition, Health

1 Introduction

The study of short toddlers or stunting is a crucial problem in Indonesia. The incidence of short toddlers or what is called stunting is a nutritional problem experienced by toddlers in the world today, especially in developing countries like Indonesia. It can be said that stunting is a chronic problem that occurs from pregnancy until the child is two years old, where the child's height is shorter than the height of children his age. This condition is measured by body length or height that is more than minus two standard deviations from the median standard set by the World Health Organization (WHO).[1]

The stunting process is caused by insufficient nutritional intake and repeated infections which result in delayed development of cognitive function and permanent cognitive damage. In women, stunting can have an impact on the development and growth of the fetus during pregnancy, hampering the birthing process and increasing the risk of metabolic disorders and chronic diseases when the child grows up. [2]

Stunting is a condition where a child experiences growth disorders, so that the child's height does not correspond to his age as a result of chronic nutritional problems, namely lack of

nutritional intake for a long time. Stunting cases in Indonesia are still a big problem that requires serious handling from all parties, so currently the Indonesian government has made the stunting management program a national priority program that requires integrated handling to reduce the increase in the number of cases.[3]

Stunting incidents are caused by multi-dimensional factors and are not only caused by poor nutrition experienced by pregnant women and toddlers. In more detail, several factors that influence the incidence of stunting include direct factors such as the mother's condition, genetic factors, food intake, and exclusive breastfeeding. Furthermore, infection factors, environmental factors and indirect factors such as socio-economic conditions, education level and maternal nutritional knowledge. (Picauly and Toy, 2013)[4]

One of the targets of the National Medium-Long Term Development Plan (RPJMN) in the Health sector for 2020-2024 is to accelerate improvements in community nutrition by reducing the prevalence of stunting under five to 14%, and reducing the prevalence of wasting under five to 7%. In line with the Bandung City Regional Medium Term Development Plan (RPJMD), which has a stunting prevalence target of 11.6% in 2023.

In the Ministry of Health's strategic plan for 2020-2024, four indicators have been determined, one of which is included in the Public Health Program Performance Indicators (IKP), namely the percentage of pregnant women with chronic energy deficiency (KEK). Efforts are made to achieve all nutrition program performance indicators to achieve the targets that have been set. To achieve these targets, it is necessary to implement nutrition surveillance by the Task Force.

The ongoing Covid-19 pandemic has also had an impact on increasing the percentage of stunting in the city of Bandung. The stunting percentage in 2019 was 6.53 percent, increasing in 2020 to 8.39 percent. (Source: LPJ Bandung City Health Office 2021)

The high incidence of stunting in an area is also indirectly influenced by economic factors, because non-health factors such as the availability of clean water, poor sanitation, parenting patterns, knowledge of pregnant women, and family economic problems have a 70% influence in increasing the stunting rate. [1]

The mother's education level greatly influences parenting patterns and understanding regarding providing adequate nutrition for children. How mothers of toddlers can utilize the resources around them to prepare nutritious food for their children, and provide exclusive breastfeeding. Apart from that, people's purchasing power also has an influence on providing nutritious staple foods for their children.

The government has made various efforts to reduce stunting rates, both by forming policies from the central and regional levels. The following are the policies that have been implemented in an effort to reduce stunting from both the central and regional levels.

In an effort to suppress and reduce the number of stunting, the Bandung City Government has made a policy through the Decree of the Mayor of Bandung regarding the determination of the locus or focus location for interventions for accelerating the reduction and prevention of stunting from 2020 until now. Where every year this locus experiences expansion with the aim of intervention, stunting rates can continue to decline. In 2020/2021, there will be 15 sub-districts that will be the locus for accelerating stunting reduction, then in 2023 there will be 15 more sub-districts, and in 2023 there will be an additional 26 sub-districts so that currently there will be 56 sub-districts that will become the sub-district locus for accelerating stunting reduction. The criteria for determining the locus are obtained from the results of value analysis.

- a. Danger Criteria: Proportion of short and very short toddlers
- b. Vulnerability Criteria: Exposure, Sensitivity, and Adaptive Capacity

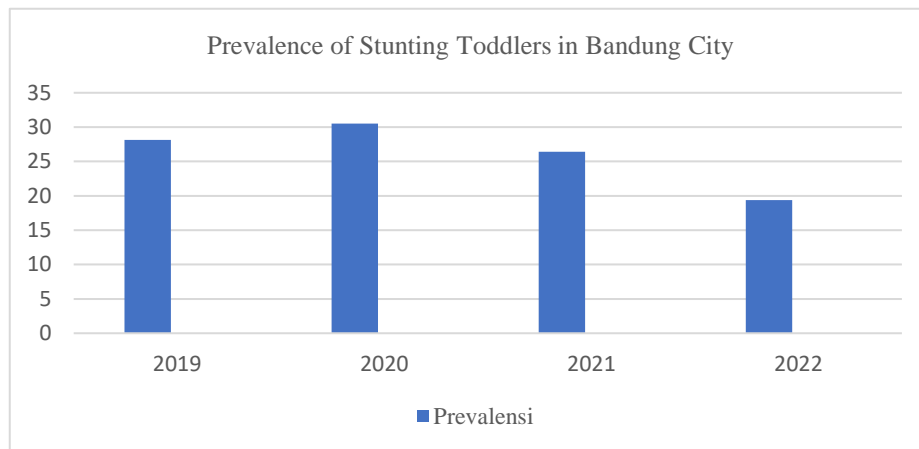


Fig. 1. Prevalence of Stunting Toddlers In Bandung City

Apart from that, there are also several programs launched in the city of Bandung to deal with stunting, including the provision of OMABA (*Ojek Makanan Balita* or motorbike taxi food for toddlers), *Beas Perelek* (a program from residents for residents, related to providing additional food for stunted toddlers), the ODF program in each region, the establishment of Overtime. ASI in each RW, the formation of a TPPS (*Tim Percepatan Penurunan Stunting* or Task Force for the Acceleration of Stunting Reduction) from the City level to the District level. It is hoped that the programs created will be able to achieve Zero New Stunting and reduce stunting rates.

These programs are formed, of course, by means of collaboration between government and society, society and society, government and the private sector and society and the private sector. Because stunting is a common problem and can be solved together.

Based on this background, the problem raised in this paper is how to collaborate with the government in handling stunting in the city of Bandung so that there is an accelerated reduction in stunting prevalence rates according to established standards.

2 Literature Review

2.1 Collaboration

Collaborative Theory according to Chris Ansell Alison Gash is "A governing arrangement where one or more public agencies directly engage non-state stakeholders in a collective decision-making process that is formal, consensus-oriented, and deliberative and that aims to make or implement public policy or manage public programs or assets" explains that Collaborative governance. as a government regulatory strategy as a policy in a collective decision-making process that is formal, consensus-oriented and deliberative with the aim of creating or implementing public policies, managing programs or public assets. [5]

Collaboration is a form of social process, in which there are certain activities aimed at achieving a common goal by helping each other and understanding each other's activities. 2 Another meaning of cooperation is an effort to achieve a common goal that has been set through the division of tasks or work, not as a compartmentalization of work but as one unit of work, all of which is directed at achieving goals. [6]

2.2 Collaborative Governance

The definition of collaborative governance according to Ansell and Gash (Ansell & Gash, 2007) is a form of government structure, where one or more public agencies directly relate to non-state stakeholders in a formal decision-making process, oriented towards consensus, deliberative and leading to formulation. or implementation of public policy, or it could also be in the management of public programs or assets.[5] This concept and definition is often used as a reference by other academics in discussing collaborative governance until Emerson, Nabatchi and Balogh (Emerson, Nabatchi, & Balogh, 2012) offer a broader definition, namely as a process and structure of public policy decision making and management that involves the community. constructively between public bodies, various levels of government and/or in the public, private and civil domains to implement a public goal that cannot be achieved except through a joint forum." In other words, collaboration discusses the cooperation of two or more stakeholders to manage the same resources, which is difficult to achieve if done individually.[7]

According to Bingham, "Collaborative means to co-labor to achieve common goals working across boundaries in multisector and multiactor relationships". Bingham describes the meaning of collaborative which involves several actors helping each other to achieve certain goals. These actors work not only in one sector but in several sectors. Meanwhile, governance is a government system. Therefore, collaborative governance is a government system that uses collaborative methods involving state and non-state working in several sectors to achieve common goals (Blomgren Bingham, 2010). "Referring to the various definitions explained regarding collaborative governance, it can be explained that basically the need to collaborate arises from the interdependent relationships that exist between parties or between stakeholders. Collaborative governance can be explained as a process that involves shared norms and mutually beneficial interactions between governance actors. Through a collaborative governance perspective, the positive goals of each party can be achieved" (Irawan, 2017).[8]

The Collaborative Governance Model according to Ansell and Gash (Ansell & Gash, 2007) consists of several stages, namely:

- a. Starting Condition (Initial Condition) At the initial condition stage in relations between stakeholders, each actor has a different background which can produce a form of asymmetrical relationship in the relationship being carried out.
- b. Facilitative Leadership Ryan in Ansell and Gash identifies three components of effective collaborative leadership, namely:
 1. Adequate management of the collaboration process;
 2. Management of ability to implement technical credibility;
 3. Ensure that the collaboration is empowered to make credible and convincing decisions for all actors.
- c. Institutional Design Ansell and Gash describe that Institutional Design refers to the basic protocols and basic rules for critical collaboration, the most emphasized being

the procedural task force in the collaboration process. In the collaboration process, what must be emphasized is that the government must be open and inclusive.

- d. Collaborative Process (Collaborative Process) The collaboration process model develops collaboration as a stage development. Gray in Ansell and Gash defines three stages of the collaboration process, including problem setting (determining the problem), Direction Setting (determining goals), and implementation.

3 Result and Discussion

Many studies have been conducted regarding government collaboration in handling stunting, one of which is research from Muhamad Nur Afandi, Endah Tri Anomsari, Alikha Novira and Sri Sudartini entitled Collaborative Governance in a mandated setting: shifting collaboration in stunting intervention at local level. This research reveals that collaboration is now a common way to make public policies and run government and the government makes collaboration a necessity. How do people work together when they have to work together to be able to intervene in stunting rates in three districts in West Java Province. Through collaborative governance, it can be seen how collaboration is applied in required situations.

Collaborative governance or government collaboration regarding handling stunting in the city of Bandung is carried out in order to reduce the stunting rate. How do the authorities work together to carry out their roles because the problem of stunting is not simple, it is very crucial and requires contributions from various parties. Collaboration in handling stunting in the City of Bandung was carried out by forming a Task Force for the Acceleration of Handling Stunting at the Bandung City level, and the formation of a Team for Accelerating Stunting Reduction in the Regions (Districts and Villages). This is stated in the Decree of the Mayor of Bandung Number 050/Kep.952-BAPPELITBANG/2020, considering that the implementation of accelerating stunting reduction requires specific interventions and sensitive interventions that are implemented holistically, integratively and with quality through coordination, synergy and synchronization between stakeholders. interest.

The method the author used in preparing this article is a descriptive method with a qualitative approach. The descriptive method is useful for describing phenomena in the field, and the qualitative approach serves to obtain in-depth data. The data collection techniques used are through literature/library studies and document studies. Literature/library study, namely by reading and analyzing previous research and through books and writings related to Collaborative Governance, stunting and stunting management in the city of Bandung. Meanwhile, document studies were carried out by reading various document sources related to Legislative Regulations, Regional Regulations, Mayor Regulations, Mayor's Decrees and District Head Decrees regarding the formation of the Task Force and Team for the Acceleration of Stunting Reduction in the City of Bandung.

In this article the author tries to explain how government collaboration in handling stunting using the Collaborative Governance model according to Ansell and Gash (Ansell & Gash, 2007)[5] consists of several stages, namely initial conditions, facilitative leadership, institutional design, and the collaboration process itself.

3.1 Starting Condition (Initial Condition)

At this stage, relationships are formed between stakeholders, by exploring various actors' backgrounds and what abilities or initial capital they have so that they can take on the necessary roles. From here an asymmetrical relationship can be formed in the relationship that will be implemented. In terms of government collaboration to handle stunting, a Task Force for the Acceleration of Handling Stunting was formed, which consists of various OPDs (regional apparatus organizations) in the city of Bandung where each OPD has its role according to its respective main tasks and functions. The Research and Development Development Planning Agency or better known as BAPPELITBANG, has a role as the leading sector in stunting eradication where the target for resolving the stunting problem in Bandung City is measurable in the Bandung City Strategic Plan and Bappelitbang is the one who must develop strategies for implementing stunting handling policies in Bandung City, where the head of Bappelitbang acts as Chair of the Task Force for the Acceleration of Stunting Reduction (TPPS) in Bandung City. Second, the Health Service as OPD measures and produces data on the nutritional status of toddlers during the implementation of Posyandu together with Posyandu cadres in each region, how the nutritional status of toddlers can be said to be stunted, so they require health service facilities. Furthermore, the Communication and Informatics Service as OPD processes and presents stunting data in Bandung City. The fourth is the Food and Agriculture Service as OPD which is tasked with providing food/meals containing sufficient nutrition for toddlers suffering from stunting. Furthermore, the Population Control and Family Planning Service is tasked with providing guidance and assistance to families, starting from guidance to prospective brides, prospective mothers to mothers of babies suffering from stunting, where they need to be given an understanding of how to prepare for having children for prospective mothers, to how mothers should care for babies. /toddlers suffering from stunting so that their nutritional status can change for the better. And the last OPD is the Department of Housing and Settlement Areas, Defense and Parks of the City of Bandung which has the main duties and role in managing the environment/settlements where good sanitation is a healthy environment and is the standard in every settlement, because the problem of stunting can also be caused by an unclean environment. which causes various diseases and disrupts the stability of family health.

By knowing the initial conditions of each stakeholder regarding their role, main tasks and functions, a committee or task force can be formed that works hand in hand and collaborates to solve the stunting problem in the city of Bandung.

3.2 Facilitative Leadership

Ryan in Ansell and Gash identified three components of effective collaborative leadership, the first is adequate management of the collaboration process, Bandung City Bappelitbang which plays a role in forming the Stunting Reduction Acceleration Task Force, where each working group (Pokja) is formed and filled based on the main task and the inherent functions of each OPD (Organisasi Perangkat Daerah or Regional Apparatus Organizations) that has a role. Second, namely managing the ability to implement technical credibility, in this case Bappelitbang as chairman of the Task Force for the Acceleration of Stunting Reduction in the City of Bandung where as the regional development planning OPD, Bappelitbang has the authority over other OPD to divide the budget (APBD) especially for handling stunting properly and accurately. Finally, ensuring that the collaboration is empowered to make credible and convincing decisions for all actors, here is the culmination of all OPDs who are members of the Stunting Reduction Acceleration Task Force, carrying out their roles in accordance with their

main tasks and functions as well as possible, continuously, complementing each other, coordinating and as much as possible in order to reduce the stunting rate in Bandung City.

3.3 Institutional Design

Ansell and Gash describe that Institutional Design refers to basic protocols and basic rules for critical collaboration, the most emphasized being procedural legitimacy in the collaboration process. In the collaboration process, what must be emphasized is that the government must be open and inclusive. In this aspect, each stakeholder explains the programs that will be implemented which they have previously prepared in the Annual Work Plan, especially the program for handling stunting. Each OPD explains what programs they will implement within one year so that implementation does not overlap and is in harmony with other OPDs. For example, when the Health Service measures the nutritional status of toddlers, the Communication and Informatics Service collects, processes and presents the data for further follow-up, both by the Health Service in providing health services, and by other OPDs to support the resolution of the stunting problem.

3.4 Collaborative Process

The collaboration process model develops collaboration as a progression of stages. Gray in Ansell and Gash defines three stages of the collaboration process, including problem setting (determining the problem), Direction Setting (determining goals), and implementation. Determining the problem here is through available data, where the risk of stunting is located from very high to low in each sub-district in Bandung City, apart from that, observations are also made regarding the characteristics of areas with very high risk, what is the economic and social status of the people. Second, determining the objectives, after obtaining risk data and knowing the characteristics of the area, then mapping and determining the Locus (Focus Locus) for stunting intervention is carried out, where the Locus is a sub-district area with a high stunting rate and a high risk status. The last part of the collaboration process is the implementation or implementation of the collaboration. This is where the task force for accelerating stunting handling works to carry out its role as prepared in the Annual Work Plan and budgeted in the Budget Implementation Document for each OPD.

One example of collaboration implementation is the Bandung City Health Service which is collaborating on the Primanutri Posyandu Program with Indomaret. This program is also supported by the Bandung City Trade and Industry Service. In this collaboration program, Indomaret provides free 150 parcels containing milk and nutritious food in each area that is the locus of stunting intervention as a form of CSR responsibility. This collaboration between the Health Service and Indomaret received enthusiasm from community members, especially residents targeted for handling stunting, because according to him, these are things that residents, especially residents whose economic status is less than adequate, expect to buy nutritious foodstuffs. (Bandung City Health Office Website)

Furthermore, collaboration was carried out by the Population Control and Family Planning Service, namely in commemoration of HARGANAS (national family day) with the theme "Let's Prevent Stunting so that Families Are Stunting Free" in collaboration with the Women's Empowerment and Child Protection Service, the Communication and Informatics Service, PKK

cadres, where There has been a lot of outreach from the city level to the regional level to synergize family movements and steps in preventing stunting, also by launching the tagline "Besti Anyar" or Bandung Free of Stunting Anyar (new) or Zero New Stunting. (Discominfo website)

This collaboration is ongoing, but the resulting impact is not yet felt. Because the socialization carried out needs to be more intense and accompanied continuously. For example, in providing understanding to prospective mothers/brides about the importance of eating nutritious food before pregnancy and during pregnancy, the need to take vitamins and have pregnancy checks, the need to protect the environment with PHBS (Clean and Healthy Lifestyle), the need to have clean latrines (100% ODF) this is certainly not a simple thing that can be done in a short period of time but must be sustainable, especially for people from lower middle class economies and low educational status.

4 Conclusion

Collaborative Governance in handling stunting in the City of Bandung is implemented by forming a Task Force for the Acceleration of Handling Stunting at the Bandung City level and forming a Team for the Acceleration of Stunting Reduction at the Regional Level. According to the author, the implementation of collaborative governance in handling stunting in the city of Bandung itself has been quite successful and has received enthusiasm from the residents. This can be seen from the residents' desire to come to the posyandu because they received nutritious food assistance from Indomaret. The results of this collaboration have led to a reduction in the prevalence of stunting in the city. Bandung, which in 2021 was 26.4%, in 2022 was 19.4%, so the stunting prevalence rate fell by 7%, and it is hoped that in 2023 it can reach 14%.

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