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Collaborative Governance In Handling Stunting In Pekanbaru City

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Abstract:

Abstract

Stunting is a social problem that has a crucial impact due to malnutrition, so it requires appropriate handling efforts. In handling stunting, the Pekanbaru City Government collaborates with various stakeholders in making joint decisions to complete stunting handling. This research aims to analyze collaborative governance in handling stunting in Pekanbaru City. The basic design in descriptive research with a qualitative approach, data sources are obtained from interview techniques, observation and documentation. Meanwhile, to explain the research results using Ansell and Gash's theory with indicators, initial conditions, institutional design, facilitative leadership, and collaboration processes. The research results explain that stunting management in Pekanbaru City is carried out in collaboration between the government, community and private sector and has not been implemented optimally. Because the collaborative process still has an impact on natural resource imbalances, commitment is unclear in handling stunting, which has led to an increase in the number of stunting cases in Pekanbaru City. This is influenced by the main factor of lack of public awareness of health.

Keywords: Government Collaboration, Pekanbaru City, Stunting

I. Introduction

The World Bank explained that related to the quality of human resources (HR) Indonesia is in 87th position out of 157 countries that participated in the survey in the category with the quality of human resources. Meanwhile, based on data from Business World in 2019 Indonesia ranked 45th out of 63 countries surveyed in the competitiveness category. Within the scope of allied countries, Indonesia is still lagging behind Singapore and Malaysia, which are ranked 13th and 22nd respectively. Meanwhile, the issue of human resource

quality development and human resource health issues have a linear relationship, especially related to the problem of stunting in children. This is because stunting is a very serious problem because it has a greater risk of morbidity and mortality, obesity, non-communicable diseases in the future, and the most influential on the quality of human resources is that stunting causes poor cognitive development (intelligence) and low productivity and income which can affect the quality of human resources in the future.

For this reason, in order to improve the quality of human resources that are globally competitive, the Government of Indonesia has formulated the 2020-2024 National Medium-Term Development Plan (RPJMN) which contains seven development agendas that refer to the sustainable development goals (SDGs). Sustainable development goals (SDGs) is a document that will become a reference in the development framework and negotiations of world countries. SDGs are a continuation of what has been built on the MDGs (Millennium Development Goal), the Sustainable Development Goals (SDGs) have 5 foundations namely people, planet, prosperity, peace, and humanity, and partnerships that want to achieve three noble goals in 2030 in the form of ending poverty, achieving prosperity and overcoming climate change.

In its development, stunting has become a major threat to Indonesia's human quality, as well as a threat to the nation's competitiveness. The high stunting population in the long term will have an impact on economic losses for Indonesia. This is because stunting children not only have impaired physical growth (short stature /dwarfism) but also impaired brain development, so that it will greatly affect ability and achievement in school, productivity and creativity in productive age.

Based on Law Number 23 Year 2014 Article 11 Paragraph (2) Mandatory Government Affairs related to basic services, one of which includes the health sector, this is a reference for local governments also in handling stunting. Presidential Regulation Number 42 of 2013 concerning the National Movement for the Acceleration of Nutrition Improvement was updated to Presidential Regulation Number 72 of 2021 concerning the Acceleration of Stunting Reduction. Article 1 explains that the Acceleration of Stunting Reduction is any effort that includes Specific Interventions and Sensitive Interventions that are implemented convergently, holistically, integratively, and with quality through multi-sector

cooperation at the central, regional, and village levels. The Perpres contains references that must be achieved by related parties in the implementation of accelerated stunting reduction.

Meanwhile, according to the Regulation of the Minister of Health of the Republic of Indonesia Number 23 of 2014 concerning nutritional improvement efforts Article 1, the first point explains that balanced nutrition is the composition of daily food dishes consisting of a variety of quality foodstuffs in quantities and proportions that are in accordance with physical activity, age, gender and physiological state of the body so as to meet a person's nutritional needs, for the maintenance and repair of body cells and life processes as well as optimal growth and development. Based on the results of the December 2021 Indonesian Nutrition Status survey, the stunting population in Riau Province was 22.3%, which is above the standard set by WHO. Then in 2022 the stunting population in Riau Province decreased to 17%.

Handling stunting is a strategic issue in regional development that is regulated by the district / city government itself. Meanwhile, in handling stunting cases in Riau Province, based on Appendix 1: Decree of the Governor of Riau Number 233/III/2022 concerning the Riau Province Stunting Reduction Acceleration Team, the Riau Governor's Steering Committee up to the fields of data, monitoring, evaluation, and knowledge management (summarizing the whole). Based on the above, the Riau Province TPPS made an innovation in handling stunting with the name of the stunting audit case innovation, through the Governor's Circular Letter Number: 050/Bappedalitbang/1313 Regarding the Implementation of the Stunting Audit Case Gebyar in 2023 dated February 15, 2023 conveyed to all districts / cities to be involved in the stunting audit case gebyar activity.

As for supporting the success of the Riau Province government in handling stunting, it

refers to the National Medium-Term Development Plan 2020-2024 for sustainable development as a basis, and Riau Province issued Pekanbaru City referring from the top rules to the rules of the Riau Province's 2019-2024 Regional Medium-Term Development Plan (RPJMD).

Based on Mayor Regulation Number 134 of 2021 concerning the convergence of accelerating the prevention and reduction of stunting, it has been determined that the stunting focus locus will be intervened by several regional apparatus in Pekanbaru City together with other cross-sectors both from government and non-government.

Based on the Regional Long-Term Development Plan (RPJPD) of Pekanbaru City 2005-2025 that development priorities are based on the dimensions of development, namely improving the economy, realizing excellent service, realizing quality and competitive human resources, realizing a Malay-cultured community environment, realizing community welfare, realizing beautiful, lively and clean Pekanbaru, and realizing a community of faith and devotion. The Pekanbaru City Medium-Term Development Plan (RPJMD) 2021-2026 was published as a guideline for implementing the RPJPD 2005-2025 where the focus of regional policies focuses on:

- 1) Improving the quality of Human Resources (HR) through increasing abilities / skills, population health development and family welfare.
- 2) Improve the degree of public health in general and the independence of the community to live healthy and build health infrastructure especially the construction of Pekanbaru City Hospital.
- 3) Improve the general welfare of the community which is characterized by an increase in the human development index (HDI) of 80 in Pekanbaru City in 2025.

Based on the RPJMD, all points are interrelated for handling stunting in

Pekanbaru City. From the basic rules above, the Pekanbaru City Government issued a Pekanbaru Mayor Decree Number 263 of 2022 concerning the Pekanbaru City Stunting Reduction Acceleration Team (TPPS) which consists of Regional Apparatus Organization.

Based on the data presented and the results of preliminary observations that the Regional Development Planning Agency BAPPEDA of Pekanbaru City as a result of Rembuk stunting, in handling stunting assisted by the company PT Riau Andalan Pulp and Paper (PT. RAPP) and April Company with the CSR Corporate Social Responsibility approach means that companies have social responsibilities that include education, economic infrastructure, and health. In this case, the Pekanbaru City Government is faster in making specific interventions to overcome the causes of stunting directly with the support of funds that are disbursed directly in handling stunting.

The Pekanbaru Mayor Government issued Mayor Regulation Number 134 of 2021 concerning Convergence to Accelerate Stunting Prevention and Reduction. In this case the Pekanbaru City Health Office has made various efforts in this malnutrition case of stunting, so that it can reach the target of below 1%. Apart from the actions that have been taken, the Pekanbaru City Health Office also continues to cooperate as much as possible with related agencies related to handling stunting, such as with health centers, cadres in each region, and with sub-districts. So that these stunting cases can always be handled quickly, precisely, and will be able to reduce stunting cases in Pekanbaru City. In handling stunting in Pekanbaru City, your innovation was published.

In handling stunting in Pekanbaru City, the innovation of Bapak/Bunda Asuh Anak Stunting (BAAS) in 2023 was issued by the Pekanbaru City Stunting Reduction Acceleration Team (TPPS) based on the Pekanbaru Mayor Decree. The Head of the

Pekanbaru City Regional Revenue Agency (BAPENDA) distributed the assistance in RW 11 Pesisir Kelurahan, Kecamatan Lima Puluh where the highest number of stunting in the area. And the second focus is in Tenayan Raya Subdistrict, Sialang Sakti Village with the highest prevalence of stunting cases.

The sub-district in this case is the representation of the area at the Regency / City level, the duties and functions of the sub-district in this case are stated in the Decree of the Mayor of Pekanbaru Number 263 of 2022 concerning the Stunting Reduction Acceleration Team (TPPS), the sub-district as the acceleration team for the reduction of which the sub-district with UPT Puskesmas as the one who intervenes in stunting makes efforts to socialize and educate the community accompanied by the village to go directly to the posyandu to convey the causes and consequences of stunting. In this activity UPT Puskesmas provided additional vitamins to mothers who gave birth, and also previously UPT Puskesmas provided initial socialization to posyandu cadres in all villages.

The background of all this is Presidential Regulation Number 72 of 2021 concerning Acceleration of Stunting Reduction, which in article 1 paragraph 4 states that Acceleration of Stunting Reduction is every effort that includes Specific Interventions and Sensitive Interventions that are implemented convergently, holistically, integratively, and with quality through multi-sector cooperation at the central, regional and village levels. Second, of course, the Regulation of the National Population and Family Planning Agency Number 12 of 2021 concerning the National Action Plan for the Acceleration of Stunting Reduction in Indonesia (RAN-PASTI) for 2021-2024 which is a national action plan for the Implementation of the Acceleration of Stunting Reduction in Indonesia for 2021-2024 which is used as a reference for coordination, synchronization, and integration among ministries / institutions, provincial governments, district / city

governments, village/kelurahan governments, and stakeholders in realizing healthy, smart, and productive human resources.

From the data presented and the rules governing the handling of stunting, the researcher determines several phenomena that are supported by empirical data to be the reason for the author's interest in conducting research, as for the phenomena found, namely:

1. The collaboration process between the government, the private sector, and the community did not have an impact on reducing stunting cases in Pekanbaru City, due to limited natural resources, including financial and technical resources.
2. Lack of communication between cross-sectoral stakeholders who must deliver 1000 HPK (First Day of Life) programs, targets and specific tasks of various government fields that contribute to addressing health issues. Where in particular the government must provide education to the public on handling stunting in Pekanbaru City.
3. The results of the stunting summit were only carried out at the Pekanbaru City level where the stunting summit should also be carried out at the sub-district level, considering that the sub-district is the main key in carrying out the first intervention in handling stunting.

Based on the phenomena described above, researchers are interested in conducting research with the title "Collaborative Governance in Handling Stunting in Pekanbaru City".

II. Legal Materials and Methods

In a study entitled Collaborative Governance in Handling Stunting in Pekanbaru City, researchers used descriptive research with a qualitative approach. According to Kaelan in Ibrahim (2018: 53) the qualitative approach in a study is characterized by the awareness that the

world with various social problems is real, dynamic and multidimensional, because it is impossible to be approached with exact (definite and mathematical) boundaries. Furthermore, according to him, humans by their nature have more to do with quality, which is why the qualitative approach is natural, contextual, prioritizes emic perspectives, is descriptive and process-oriented, prioritizes direct and purposive data, with inductive analysis that takes place during the research process, where the research acts as the main style (key instrument).

According to Creswell (2018: 4) explains that qualitative research means the process of exploring and understanding the meaning of individual and group behavior, describing social problems or humanitarian problems. This qualitative research process involves important efforts, such as asking questions and procedures, collecting specific data from participants, analyzing data inductively from specific themes to general themes, and interpreting the meaning of the data. The final report for this research has a flexible structure or outline, anyone involved in this form of research should adopt a research perspective that is inductive in style (main sentences), focuses on individual meaning, and interprets the complexity of an issue.

Lokasi dalam penelitian ini dilaksanakan di Wilayah Kota Pekanbaru khususnya di Kantor Walikota Pekanbaru, dan Dinas Kesehatan Kota Pekanbaru kode pos 28281-28289. Pemilihan lokasi sesuai dengan judul penelitian yang membahas mengenai Collaborative Governance Dalam Penanganan Stunting Di Kota Pekanbaru. Oleh karena itu peneliti tertarik untuk melakukan penelitian tentang Collaborative Governance dengan pemangku kepentingan yang berda di Kota Pekanbaru dalam penanganan stunting.

Informants are insiders in the research setting according to Basrowi and Suwandi (2008: 88) informants or sources are people who are used to provide information needed in research. Informants are actors whose information is requested based on the relevance of the research carried out with

the aim of digging up research information. as for the Key Informant, the Mayor of Pekanbaru. And the informants in this study are the Head of the Pekanbaru City Health Office, Pekanbaru City BAPPEDA, Pekanbaru City BAPPENDA, PT. RAPP and April Group, UPTD Puskesmas Tenayan Raya, UPTD Lima Puluh, RT / RW Tanjungrhu Village and Sialang Sakti Village.

This study uses the Purposive Sampling data source determination technique used in situations where a researcher uses his judgment in selecting respondents with specific objectives in his research (Ibrahim 2018:71). This method is often used in exploratory research (social research) or in field research. The purpose of this research is not to generalize over a larger population, but rather to obtain in-depth information about something.

III. Result and Discussion

To clarify the theoretical concepts that have been listed and clarify understanding, the author operationalizes these concepts to facilitate understanding in this research. Several concepts related to this research, both variables and indicators, are as follows :

1. According to Robet and Taehyon in Afandi et al (2022: 12), collaborative governance is defined as: "Collaborative governance is a collective and egalitarian process in which the participants are endowed with substantive authority to make collective decisions, and each stakeholder passes an equal opportunity for its preferences to be reflected in the collective decision". That collaborative governance is a collective and egalitarian process of various stakeholders who have substantive authority to make collective decisions, and each stakeholder has an equal opportunity to propose decisions and be reflected in the collective decision. According to Ansell and Gash in Afandi et al (2022: 12) explain collaborative governance as an arrangement that

directs one or more public or non-public institutions to be directly involved in a formal, consensus-oriented, and deliberative collective decision-making process that aims to make or implement public policies or manage public problems.

The collaborative governance process described by Anssal and Gash is:

1. Initial conditions

Initial conditions affect before the collaboration process occurs, there are conditions that can be supporters or obstacles to cooperation between stakeholders and stakeholders. There are 3 (three) initial condition variables, namely:

- There is an imbalance of resources and knowledge between collaboration actors
- Past history that occurred either in the form of cooperation that has been done before or conflicts that have occurred between stakeholders
- The fear of conflict if collaboration is implemented

2. Institutional Design

Taking into account the participation of the institutional collaboration forum, the basic rules that support collaboration, and the transparent process of organizing collaboration.

3. Facilitative Leadership

Facilitative leadership can broadly be seen as an important element in bringing parties to the table to guide them through negotiations and negotiations to prevent problems that may arise in the collaborative process.

4. Collaboration Process

The collaboration process, in this case the collaboration is carried out by paying attention to face-to-face dialogue, building trust, commitment to the collaboration process, mutual understanding, intermediate results (midstream), and collaboration with other stakeholders.

Pekanbaru Mayor Decree Number 263 of 2022 concerning the Stunting Reduction Acceleration Team (TPPS), explained that in handling stunting the Pekanbaru City government has established a team in handling stunting from the City

level to the sub-district and village levels so that convergence has an impact on handling stunting.

1. Initial conditions

The initial condition of collaboration in handling stunting in Pekanbaru City began with a health problem, namely stunting, then in the context of handling stunting the government issued Presidential Regulation Number 72 of 2021 concerning Acceleration of Stunting Reduction which mandates to work together in handling stunting. Then, as a form of the government's commitment to accelerating stunting reduction, a stunting reduction acceleration team (TPPS) was formed at each level which aims to coordinate the planning, implementation and budgeting of stunting reduction interventions, carry out integration actions in accordance with the provisions and regulations, socialize stunting reduction intervention plans to stakeholders, monitor and evaluate stunting prevention, encourage active community participation and mutual cooperation in pps and submit reports.

2. Institutional Design

The basic rules used in the collaboration to accelerate stunting reduction are first guided by Presidential Regulation Number 72 of 2021 concerning Acceleration of Stunting Reduction, which in article 1 paragraph 4 states that Acceleration of Stunting Reduction is every effort that includes Specific Interventions and Sensitive Interventions that are implemented convergently, holistically, integratively, and with quality through multi-sector cooperation at the central, regional and village levels. Second, the National Population and Family Planning Agency Regulation No.12 of 2021 concerning the National Action Plan for the Acceleration of Stunting Reduction in Indonesia (RAN-PASTI) for 2021-2024 which is a national action plan for the Implementation of the Acceleration of Stunting Reduction in Indonesia for 2021-2024 which is used as a reference for coordination, synchronization, and integration among ministries / institutions, provincial governments, district / city governments, village governments,

and stakeholders in realizing healthy, smart, and productive human resources.

Furthermore, the basic rule that is also used in this collaboration is the Riau Governor Decree Number: Kpts.233/III/2022 concerning the Acceleration of Stunting Reduction in Riau Province regarding all districts / cities up to villages / sub-districts must form TPPS. Referring to all of these regulations, for the Pekanbaru City TPPS, the Mayor of Pekanbaru has issued Pekanbaru Mayor Decree Number 548 of 2022 concerning Amendments to the Decree of the Mayor of Pekanbaru Number 263 of 2022 concerning the Pekanbaru City Stunting Reduction Acceleration Team.

3. Facilitative Leadership

In collaboration to handle stunting in Pekanbaru City, the Pekanbaru City TPPS is led by the Pj Mayor of Pekanbaru as the chairman of the steering committee and the deputy mayor as the chief executive. The steering chairman of this TPPS has the task of providing direction related to determining policies for the implementation of accelerating stunting reduction in Pekanbaru City and providing considerations, suggestions, and recommendations in resolving obstacles and obstacles. organizing the acceleration of stunting reduction in Pekanbaru City.

While the duties of the head of the TPPS implementation team are to coordinate and ensure the implementation of policies, programs and activities to accelerate stunting reduction between regional apparatus organizations and with other stakeholders, formulate policies to resolve obstacles and obstacles to the implementation of accelerated stunting reduction. Coordinate monitoring and evaluation of the implementation of accelerated stunting reduction together across sectors, coordinate increased cooperation and partnerships with stakeholders in the implementation of accelerated stunting reduction, ensure coordination of procurement and distribution of logistics for stunting prevention facilities and infrastructure, represent TPPS to make agreements /

agreements with other parties and lead the Pekanbaru City stunting meeting 1 (one) time in 1 (one) year or at any time if needed.

4. Collaboration Process

stunting in Pekanbaru City has a flow in the collaboration process. The process begins with weighing at the posyandu then if stunting is suspected, the Family Assistance Team (TPK) will go to the field to assist the stunting target family. After that, a stunting case audit activity is held which is useful for analyzing and recommending what actions should be taken to families targeted for stunting, such as providing complementary food and protein intake. The collaboration process is also carried out in several stages, including:

a. Face to face dialogue

The collaborative governance process is built through dialog or communication between stakeholders. In collaboration, the form of communication that occurs between actors is done by face to face dialogue, which is a place to build trust and commitment and is a negotiation process to reach an agreement.

Face to face dialogue which is a place to build trust and commitment and is a negotiation process in reaching an agreement. Indicators of face-to-face dialogue in the collaborative governance process in handling stunting in Pekanbaru City in 2021-2022 were also carried out by the sectors involved in collaboration through the Coordination Meeting for Proposing Target Villages for the Labor Intensive Rural Spam Program in 2021, Cross-Sector Coordination Meeting in the Context of Preventing and Reducing Stunting in Pekanbaru City in 2022, and Panel Discussion Meeting for Audit of Stunting Cases in Pekanbaru City in 2022. Where in this discussion the discussion was about the determinants of stunting. It is known that the determinants or factors that influence the increase in the incidence of stunting are access to clean water, healthy latrines, exclusive breastfeeding, parenting, smoking habits, the presence of a history of pregnancy (SEVERITY/Anemia), a history of comorbidities, and ownership status of the National Health Insurance (JKN). As

well as the lack of public awareness (mothers of toddlers) to come to the Posyandu to do weighing at the posyandu. This is also caused by the high mobilization of the Pekanbaru City population, making it difficult to monitor families at risk of stunting.

b. Building Trust

Building trust in the collaboration to accelerate stunting reduction in Pekanbaru City is carried out, one of which is through the Stunting Reconciliation activity, this is carried out in order to discuss increasing the convergence of planning and budgeting for accelerating stunting reduction, strengthening TPPS institutions in the regions and mechanisms for implementing programs and activities to accelerate stunting reduction in Pekanbaru City.

c. Commitment to Process

Commitment is closely related to the motivation to participate in collaboration because commitment is part of the dialog process and efforts to build mutual trust. As a commitment to accelerate the prevention and reduction of stunting, the Pekanbaru City Government held a Stunting Roundtable. This activity was attended by all government and non-government actors involved in the collaboration to accelerate stunting reduction which aims to declare local government commitment and agree on an integrated stunting reduction intervention activity plan, ensuring the implementation of stunting reduction interventions jointly between the regional apparatus in charge of services with government sectors / institutions and the community in priority locations for handling stunting.

IV. Conclusion and Suggestion

Based on the results of research and discussion, it can be concluded by researchers regarding Collaborative Governance in Handling Stunting in Pekanbaru City in Handling stunting in Pekanbaru City is carried out with cooperation or collaborative governance which is realized in a team, namely the Pekanbaru City Stunting Reduction Acceleration Team (TPPS) as mandated in Presidential Regulation Number 72 of 2021

concerning Acceleration of Stunting Reduction. The actors involved in this collaboration in handling stunting consist of government parties such as BAPPEDA, the Health Office, the Population Control and Family Planning Office, then the private sector and the community and PT.RAPP and April. Collaboration is carried out in several stages, namely initial conditions, institutional design, facilitative leadership, collaboration process which is divided into face to face dialogue, trust building, commitment to process and collaboration results. Collaborative Governance in handling Stunting in Pekanbaru City Year can be said to be not optimal, this is evidenced by the increasing number of stunting cases in Pekanbaru City from 2021-2022 by 5.4%. This is because in the implementation of collaboration there are still obstacles such as a lack of understanding from the government regarding their roles and duties in collaboration.

The suggestions that researchers can give in research on Collaborative Governance in Handling Stunting in Pekanbaru City are:

1. The Pekanbaru City Government must strengthen coordination and commitment between various stakeholders involved in preventing stunting reduction, especially the Pekanbaru City Stunting Reduction Acceleration Team (TPPS). This is because in cooperation to prevent stunting, not only one party plays an active role, other parties are needed in preventing and reducing stunting rates in Pekanbaru City because stunting is related to all sectors.
2. Each stakeholder involved should build trust with each other. This is so as not to burden the task of one or two parties alone to accelerate the reduction of stunting. And must know and understand the roles and responsibilities in carrying out stunting prevention collaboration. So that there are no more agencies or fields that do not know their role or do not actively carry out their roles and duties.

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