

## Conference Paper

# Challenges and Opportunities of Collaborative Governance in Addressing Stunting: Lessons from Papua

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**Abstract.**

Suboptimal growth in children, known as stunting, is a serious problem affecting the health and development of children in Indonesia, particularly in Papua. According to the Ministry of Health's Survey on the Status of Nutrition in Indonesia (SSGI), the prevalence of stunting in Indonesia reached 21.6% in 2022. However, in Papua Province, the situation is more critical, as the prevalence of stunting reached 34.6% in the same year, making it the third highest in the nation. To tackle this challenge, the government and various stakeholders have adopted a collaborative approach to prevent stunting in Papua. This study aims to explore the challenges and opportunities that arise when using collaborative governance to address stunting in Papua. The research method used is a literature review, involving the analysis of various literature sources, including scientific journals, government reports, and publications related to stunting in Papua. These sources provide in-depth insights into the challenges and opportunities associated with the use of collaborative governance to address stunting in the region.

**Keywords:** collaborative governance, stunting, Papua

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## 1. Introduction

Stunting is a condition of growth failure in toddlers due to chronic malnutrition, especially during the first 1,000 days of life. Stunting is the process of failing to grow normally in both height and weight babies at birth and its effect on intelligence limitations experienced by children in the golden age of 2 years. The main cause of stunting is not the dominant cause of malnutrition during pregnancy. However, there are also socioeconomic factors, such as availability of health services, clean water infrastructure, and other health facilities. Stunting affects brain growth and development. Stunting (along with wasting and underweight) is a malnutrition problem in children and has a major impact on the quality of future human resources. In addition, malnutrition causes more than 1 million child deaths worldwide, with 3.9% resulting in loss of life and 3.8 per cent in DALYs (daily adjusted life years). Unlike wasting and underweight, which

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are acute nutritional problems, stunting is a chronic form of malnutrition that cannot be addressed in the short term. This stunting problem is a serious issue related to the optimal quality of a nation's human resources. In the long term, stunting in children under five results in a higher risk of non-communicable diseases due to metabolic disorders in adulthood. This condition contributes to the disease burden. In addition, stunted toddlers are more susceptible to infectious diseases, which hinders child development and productivity. The long-term effects of stunting include reduced cognitive abilities, physical limitations, and the risk of chronic diseases in adulthood. In Indonesia, Papua is one of the regions that still faces major challenges related to stunting.

Papua Province has a high prevalence of stunting, especially in remote and inland areas. According to the Indonesian Nutrition Status Survey (SSGI) of the Ministry of Health, the prevalence of stunting in Indonesia is 21.6% by 2022, while the prevalence of stunting in Papua Province is 34.6%, the third highest in the nation. This problem is caused by various complex factors, such as limited access to resources, a lack of understanding of balanced nutrition, and social and economic issues.

Papua is one of the regions in the eastern tip of Indonesia with low Public Health Development Index (PHDI) scores. The PHDI is a collection of health indicators developed by the Indonesian Ministry of Health, which can be easily and directly measured to describe health problems. This collection of health indicators can play a direct or indirect role in increasing long and healthy life expectancy. The stunting rate in Papua was higher than that in Indonesia. Regional disparities are recognized as factors that cannot be ignored when analyzing stunting rates in Indonesia. In addition, local cultural practices in Papua are a challenge in overcoming stunting. Previous studies have found local cultural practices related to child values, family values, and taboo foods for infants and children, including prohibited foods for pregnant and lactating mothers.

According to Latifa [1], stunting prevention requires collaboration across sectors. Policies made at the central level must converge at village level. The action involves not only the health sector, but also other related sectors. A response system based on community empowerment improves the knowledge of balanced nutrition, sanitation, and environmental hygiene.

The use of collaborative governance in stunting prevention in Papua will face challenges in building effective coordination among various stakeholders, but the opportunities that arise from this approach are knowledge sharing, increased accountability, capacity building, community participation, and integration of programs and resources. With effective collaboration, there is expected to be an increase in stunting prevention

efforts and improvements in the health and development of children in Papua. Collaborative governance involves various parties involved in decision-making and policy implementation, including the government, private sector, civil society, and international organizations.

This article aims to examine the challenges and opportunities of implementing collaborative governance in addressing stunting, focusing on Papua, Indonesia. Based on the existing literature and policy documents, this research highlights key challenges and identifies potential opportunities for collaborative governance to effectively address stunting in Papua. The findings contribute to a broader understanding of collaborative governance in addressing stunting, and provide valuable insights for policymakers and practitioners working on reducing strategies.

## 2. Methods

The literature review method was used in this study. The study analyzed various relevant literature sources, including scientific journals, government reports, and publications related to stunting in Papua. These literature sources were used to gain in-depth insights into the challenges and opportunities of using collaborative governance in Papua's stunting response.

In the literature review method, researchers identify and collect literature sources relevant to the topic under study. We then read and critically analyzed the literature sources [2]. This analysis was conducted to identify patterns, findings, and relevant information related to the challenges and opportunities in the use of collaborative governance in stunting prevention in Papua.

## 3. Results and Discussion

A literature review on the challenges and opportunities of collaborative governance in addressing stunting in Papua reveals several key findings. These findings shed light on the complexities and potential benefits of adopting a collaborative governance approach to tackle stunting in the region.

### 3.1. Challenges in Collaborative Governance in addressing stunting in Papua

### 3.1.1. Coordination and Communication

Coordination and communication challenges in collaborative governance for stunting prevention in Papua include the following.

**Differences in Goals and Priorities:** Stakeholders involved in collaborative governance have different goals and priorities. The government, private sector, civil society, and international organizations also have different focuses on preventing stunting. This can lead to difficulties in reaching agreement and effective coordination in program implementation.

**Complexity of the Government Structure:** The complex government structure in Papua challenges coordination efforts in collaborative governance. In Papua, there are various levels of government, such as provincial, district, and village governments, which have different authorities and responsibilities for preventing stunting. Good coordination among these various levels of government is important for the effective implementation of stunting prevention programs.

**Ineffective Communication:** Lack of effective communication between stakeholders makes it difficult to collaborate on stunting prevention. Papua comprises many ethnicities, cultures, and languages, causing significant communication barriers. This can hinder the exchange of important information, mutual understanding, and the coordination needed to design and implement effective stunting prevention programs.

**Lack of Access to Available Information and Data:** Limited access to quality information and data can be a challenge for collaborative governance. Most areas in Papua do not have access to information, such as communication networks and the Internet, so the data needed to design effective stunting prevention policies and programs are not available in a complete or accurate manner. A lack of appropriate information can make it difficult for stakeholders to make evidence-based decisions and design appropriate programs.

**Conflict and Tensions:** Papua faces complex social and political dynamics, including conflicts and tensions between the government and indigenous communities and conflicts between the military and armed criminal groups (KKB) in Papua. This can affect collaboration and coordination in a stunting response. Conflicts and tensions can inhibit open dialogue, complicate cooperation, and reduce trust among stakeholders.

One of the primary challenges identified is the establishment of effective coordination among the diverse stakeholders involved in addressing stunting. The misalignment of goals, interests, and approaches can hinder collaborative efforts. Different actors, such

as government agencies, private sector entities, civil society organizations, and international organizations, may have varying priorities and strategies, making coordination and decision-making more challenging.

### 3.1.2. Resource Constraints

Limited human, financial, and infrastructure resources pose significant obstacles to the implementation of effective stunting prevention and intervention programs. In Papua, resource constraints exacerbate the difficulties faced in providing comprehensive healthcare, nutrition, and early childhood developmental services. The adequate allocation and distribution of resources are crucial for addressing these challenges.

Resource constraints in collaborative governance for stunting prevention in Papua include the following.

**Limited Human Resources:** Papua faces challenges in terms of the availability of adequate human resources to implement stunting prevention programs. Limited medical personnel, nutritionists, educators, and other trained laborers can hinder effective preventive efforts. Data from the Health Human Resources Information System (SISDMK) in 2020 state that Papua and West Papua provinces have the highest percentage of health centers without doctors. The details are Papua Province (48.18 per cent), followed by West Papua Province (42.07 per cent), indicating that almost 50 per cent of health centers in Papua do not have a doctor. Data from the Ministry of Education and Culture show a shortage of teachers in Papua. This condition is also weakened by the presence of teachers who are absent from their work, as a result of research on Teacher Absenteeism in Papua and Papua. Absenteeism in Papua and West Papua in 2012 by UNICEF showed that 56% of teachers were absent without permission in rural and isolated areas. Similarly, research was conducted by the ACDP Kemdikbud in 2014. However, this condition does not change. This proves that teacher governance is a major problem that has not been resolved until now. The lack of the required number and qualifications of human resources in health and education is a serious constraint to providing adequate services to children and pregnant women.

**Budget Limitations:** Budget constraints are a major obstacle to implementing stunting prevention programs in Papua. The allocation of funds for health and education has been regulated in the Special Autonomy Law for Papua, and the amount is very large; however, not all districts and cities allocate funds for health and education in accordance with the mandate of the Papua Special Autonomy Law. There is insufficient funding to provide the necessary health, nutrition, and child development services. A lack of

adequate budget allocation for stunting prevention may hamper stunting prevention, treatment, and recovery efforts in the region.

**Limited Infrastructure:** Limited infrastructure, especially in remote areas of Papua, is a constraint on the provision of quality health, nutrition, and education services. Limited access to adequate health, clean water, sanitation, and educational facilities can affect the effectiveness of stunting prevention programs. Poor or inadequate infrastructure can hinder the distribution of the resources and services needed to prevent and address stunting.

### **3.1.3. Cultural and Trust Barriers**

Papua is a culturally diverse region comprising of various ethnic groups and communities. The number of ethnic groups in Papua is estimated to be 255, each with their own language and culture. Differences in cultural practices, beliefs, and language can hinder effective collaboration among stakeholders. Establishing trust and understanding among stakeholders is essential to overcoming these barriers and building meaningful partnerships.

## **3.2. Opportunities for Collaborative Governance**

### **3.2.1. Knowledge Sharing**

Collaborative governance provides a platform for stakeholders to share knowledge and best practices to address stunting. Through the exchange of information, experience, and research findings, stakeholders can learn from one another and adopt innovative approaches to tackle stunting more effectively.

### **3.2.2. Accountability**

Collaborative governance enhances accountability by promoting transparency and shared responsibilities among stakeholders. By involving multiple actors in decision-making processes, collaborative governance ensures that resources are used efficiently and effectively and the implementation of programs and policies is closely monitored.

### 3.2.3. Capacity Strengthening

Through collaborative governance, stakeholders can strengthen their capacity to address stunting issues. This involves knowledge transfer, training programs, and mutual support among relevant parties to enhance understanding of the stunting issue and improve the effectiveness of interventions.

### 3.2.4. Community Participation

Collaborative governance encourages the active participation of communities in the planning, implementation, and monitoring of stunting prevention programs. By involving communities directly, policies and programs can be more responsive to their needs and aspirations, leading to increased ownership and the sustainability of interventions.

### 3.2.5. Program and Resource Integration

Collaboration between sectors and institutions through collaborative governance can integrate existing programs and resources. For example, collaboration between the health, education, and food sectors can ensure a holistic approach to address stunting by leveraging existing initiatives and resources.

These findings highlight the potential benefits of collaborative governance in addressing the challenges of stunting in Papua. While challenges exist in establishing effective collaboration, the benefits derived from collaborative governance include knowledge sharing, accountability, capacity strengthening, community participation, and program and resource integration.

Collaborative governance essentially brings together public and private stakeholders in a collective forum with public institutions to engage in consensus-oriented decision-making according to Ansell and Gash [3].

The term collaborative is more indicative of a deliberative and consensus-oriented approach to decision-making [4]. According to Ansell and Gash [3] and Emerson [5], the phenomenon of governance in the world in recent decades shows a new form of governance, which has emerged to replace various modes of policy-making and implementation. The new model is called collaborative governance. The model is characterized by the involvement of public, private, and community stakeholders together in a collective forum with public bodies to take part in consensus-oriented decision-making. Emerson et al [5] also offer a broader

definition of governance as the process and structure of public policy decision-making and management decisions that involve the public in a constructive manner between public bodies, various levels of government and or in the public, private and civic spheres to implement public public, private and civic spheres to implement a public purpose that cannot be achieved except by a common forum. Based on the above definition, collaborative governance is an act of cooperation between various organizations or agencies consisting of government, private, NGOs, and the community that aims to solve the same problem in order to achieve the goals that have been set collaboratively.

From the perspective of public administration, collaboration works or can be said to work together with several parties involved in an activity to achieve a goal. This also agrees with the definition of administration itself: administration is a collaboration between two or more people to achieve a goal. To determine the position of collaboration in the context of public administration, the concept was examined from various scientific perspectives. from a variety of scientific perspectives. In public administration literature, the term governance is often used to explain the interrelationship between organizations. between organisations. The notion of governance is not just the involvement of public institutions in policy formulation and implementation, but the linking of various organizations to implement public organizations to implement public objective.

The views of Agranoff and McGuire [6] uses "collaboration" to manage relationships between governments and organizations. Managing relationships between governments and organizations. In the literature of public administration literature, the term "governance" is often used to to describe a set of interconnected organizations involved in public in public activities, extending and changing the domain of government. Moreover, Frederikson [7] says that governance implies that more than public institutions are involved in the formulation of public policy. more than the public institutions involved in policy formulation and implementation, indicating "the declining policy formulation and implementation, indicating "the declining relationship between jurisdiction and public management". between jurisdiction and public management."

Frederikson in Ferlie, Lynn, and Pollitt [8] explained that the current scientific and conceptual use of the concept of governance in the field of public administration tends to take one or more of the following forms: (1) the concept of governance is substantively the same as several established perspectives in public administration, although in different languages; (2) the concept of governance essentially examines the contextual influences that shape public administrative practices, more than public administration studies; (3) the concept of governance is a study of interjuridicial relations and the implementation of third-party policies in public administration; and (4) the concept of



governance is a study of the influence of non-state and non-judicial public collective power.

In public administration, the concept of governance is defined as a set of principles, norms, roles, and decision-making procedures where actors (managers) are centralized in the public policy arena. Clearly, the definition of governance is taken from the international regime theory and applied to public administration. Based on this, governance theory shows three main points: (1) the vertical and horizontal mix of judicial and interorganizational, (2) the extension of state or jurisdiction by contract or grant to third parties, including sub-governments; and (3) non-judicial or non-governmental forms of public policy making and implementation [8].

## 4. Conclusion

Addressing stunting in Papua through a collaborative governance approach faces significant challenges, particularly in terms of the coordination and communication between stakeholders and limited resources. However, important opportunities also exist for this approach. In the context of collaborative governance, coordination and communication challenges include different goals and priorities, the complexity of government structures, ineffective communication, lack of access to available information and data, and conflict and tension. Resource constraints, including limited human resources, budget constraints, and limited infrastructure, are obstacles to the implementation of collaborative governance. However, important opportunities can be utilized through a collaborative governance approach. These include increased collaboration in knowledge sharing, improved accountability through transparency and shared responsibility, capacity building through training and mutual support, active community participation, and integration of existing programs and resources. To overcome these challenges and take advantage of these opportunities, sustained efforts and synergies between government, the private sector, civil society, and international organizations are required. Improved coordination and effective communication, fulfilment of adequate human resources, adequate budget allocation, infrastructure improvement, and diversification of funding sources are key to achieving successful collaborative governance in stunting prevention in Papua.

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